

JUN 15 2015

Community Services & Protective Services Report to
SPC on Community and Protective Services
2015 June 09

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COMMUNITY SERVICES & PROTECTIVE SERVICES (CS&PS) FUTURE STATE

EXECUTIVE SUMMARY

The issues that local governments now face are more complex and interrelated than ever before. Governments must find new ways to respond to the needs of communities. To maintain the department's success, and to remain committed to continuous improvement Community Services & Protective Services (CS&PS) launched a Department Review (Review) to ensure that the needs of citizens and communities continue to be met now, and in the future. To achieve this, the Review looked to uncover areas of strength, opportunity and improvement within its major processes, collaborative initiatives and department structure.

The Review, conducted over the course of eight months, included extensive engagement with staff, subject matter experts, senior leadership including the Administrative Leadership Team, Mayor and Council, and other key stakeholders. This engagement, strengthened by further research and analysis, resulted in the identification of planned enhancements to the department's culture, processes and structure. Implementing these enhancements will harness the department's core competencies and evolve CS&PS towards a future state. This will allow the department to continue to evolve as a progressive, modern government organization and, in doing so, enhance the experience provided for customers, citizens, partners, staff and Council.

Before and during the Review, improvement initiatives within the department, which are in support of the CS&PS future state, have taken place. Examples include the Parks Zero-Based Review (ZBR), establishing Calgary Emergency Management Agency (CEMA) as a business unit and aligning Calgary Housing with CS&PS. The Review builds on and complements these initiatives and supports on-going enhancements as part of the department's commitment to continuous improvement.

The purpose of this report is to present to the Standing Policy Committee on Community & Protective Services the future state for CS&PS. In support of operationalizing and moving the department towards its future state, the planned enhancements to the department's culture, process and structure that have resulted from the Review are also presented. The recommendations include direction to report back with any consequential bylaw, policy and budgetary changes arising from the Review.

Communications have been taking place with staff throughout the Review process, and further communications to staff will be conducted following the review of this report by the Community & Protective Services Committee and Council.

ADMINISTRATION RECOMMENDATION(S)

The Standing Policy Committee on Community and Protective Services recommends that Council:

1. Receive this report for information;
2. Direct Administration, in respect of any consequential change recommendations arising from the Community Services & Protective Services Department Review, to:
 - a. report to Council, through the SPC on Community & Protective Services, by no later than 2016 January with any bylaw and Council policy change recommendations, and
 - b. include any capital and operating budget adjustments and revisions for 2016 -

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2018 through regular reporting and adjustment processes.

3. Consider this report as an item of urgent business at the 2015 June 15 meeting of Council.

**RECOMMENDATIONS OF THE SPC ON COMMUNITY AND PROTECTIVE SERVICES,
DATED 2015 JUNE 09:**

That Council:

1. Receive this report for information;
2. Direct Administration, in respect of any consequential change recommendations arising from the Community Services & Protective Services Department Review, to:
 - a. report to Council, through the SPC on Community & Protective Services, by no later than 2016 January with any bylaw and Council policy change recommendations; and
 - b. include any capital and operating budget adjustments and revisions for 2016 - 2018 through regular reporting and adjustment processes.
3. Direct that discussions on, and designs for, the organizational structure of the Community Services & Protective Services Department as a result of the Department Review remain confidential under Sections 24 (1)(a), (b), and (d) of *the Freedom of Information and Protection of Privacy Act*, until impacted staff across CS&PS have been notified of the changes.

Excerpt from the Minutes of the Regular Meeting of the SPC on Community and Protective Services Held 2015 June 09:

"The Standing Policy Committee on Community and Protective Services recommends that Council:

4. Consider this report as an item of urgent business at the 2015 June 15 meeting of Council.

CARRIED"

PREVIOUS COUNCIL DIRECTION / POLICY

In 2014 November, Council approved *ActionPlan* 2015-2018 for CS&PS, which included an action under the Council Priority of a well-run city: W2.6 "Conduct and implement a Department Review to enhance the delivery of CS&PS' Contribution to Council Priorities". The collaborative and inclusive approach employed in the development of *ActionPlan* 2015-2018 set the stage for the approach taken in the Review, representing an important evolutionary step in executing on the direction and leadership provided in *ActionPlan* 2015-2018.

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BACKGROUND

Improving the quality of life for the citizens of Calgary is at the heart of everything in Community Services & Protective Services (CS&PS). Through eight major functions, and seven business units – Animal & Bylaw Services, Calgary Emergency Management Agency, Calgary Fire Department, Calgary Housing, Community & Neighbourhood Services, Parks, Public Safety Communications and Recreation – CS&PS' community services' portfolio delivers a broad array of social, recreation, leisure and public art programs and services that encourage active lifestyles, inclusive communities and vibrant neighbourhoods for all citizens. CS&PS also provides protective services that protect, preserve and restore public safety through fire and 9-1-1 programs and services, bylaw education and enforcement, and emergency and disaster response systems. While each of the business units in CS&PS is unique in its offerings and services, the department's underlying goal is the same: to offer programs and services that improve, sustain and secure the quality of life in Calgary communities.

The Review was undertaken with a view to determine whether CS&PS can become a more focused, responsive and results-oriented organization that can continue to deliver program and services to a growing citizen base, and evolving expectations for governments. While individual business unit reviews have taken place over the past few years, a broader and complementary department-wide review would be able to yield areas of improvement that could have department-wide application, with a focus on culture, process and structure, and the integration of these elements.

A Zero-Based Review (ZBR) concluded in 2014 for the Parks business unit, a Calgary Fire Department ZBR is currently taking place, and a ZBR for the Recreation business unit is planned to commence in 2016. This Review is considered complementary to the ZBRs taking place within CS&PS.

In parallel to, and in keeping with the purpose of the Review, several initiatives have been undertaken and implemented within CS&PS. Some are highlighted below.

- Integrating Compliance Services, formerly with the Planning Development and Assessment Department, with CS&PS which serves to further align bylaw enforcement and the coordination of compliance services in The City.
- The establishment of the Calgary Emergency Management Agency (CEMA) as a business unit, demonstrating the increased significance of the emergency management function, and the importance of the partner model.
- Aligning Calgary Housing with CS&PS and establishing it as a business unit in order to leverage this alignment toward the focus on people, programs and services.
- Clarifying roles, responsibilities and focus as a department through initiatives such as the consolidation of CS&PS business units' annual reports to present a coordinated approach, and changes to the Fire Bylaw.
- The CS&PS Action Plan 2015-2018 process, with highlights such as the development of common CS&PS outcomes, several initiatives requiring collaboration, and \$16 million in annual operating efficiencies.
- A leadership focus on relationships, partnerships and collaboration.

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These initiatives reflect the collaborative, program and service, and community focused approach championed throughout the Review process, along with the future state conclusion.

The Review has been led by a CS&PS core project team in partnership with an external consultant, Ernst & Young LLP (EY). The core team was supported by a cross-business unit Management Representative Committee and sponsored by a Steering Committee made up of the CS&PS General Manager, Directors, Fire Chief and a Human Resources Business Partner.

Extensive engagement from all levels of the department and other corporate stakeholders included over 160 engagement opportunities through workshops, open houses, surveys and interviews; culminating in over 2,100 interactions with a full spectrum of stakeholders, including members of Council, front-line staff, supervisors, managers, and senior administrative leaders from across the Corporation. Engagement with those who deliver, define, design, enable or evaluate CS&PS programs and services was critical to ensure that the Review resulted in a 'made for CS&PS, by CS&PS' future state that is founded on the input and involvement of the people who know the work best.

The Review was conducted in several phases over the course of eight months, with key milestones including the development of a Project Charter, the Current State Assessment (CSA), and the development of Future State Recommendations.

Implementation on some aspects of the Review recommendations has already been initiated, and a phased Implementation Plan is currently being developed.

Communications have been taking place with staff throughout the Review process, and further communications to staff will be conducted following the review of this report by the Community & Protective Services Committee and Council.

The implementation of the planned enhancements with the Department Review is intended to yield positive and proactive evolution, specifically in regards to quality (of programs and services), service (to Council, customers and citizens) and efficiency by bringing about a more strategically aligned network of major processes, culture and structure. The practical and achievable improvements outlined in this report are intended to yield an enhanced experience for customers, citizens, partners, Council and staff.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The broad array of programs, services, and assets that CS&PS maintains and delivers are provided by more than 3,400 employees in approximately 450 City and partner stewarded properties, throughout Calgary, delivering on communities' and citizens' needs. The first step for the Review was to investigate the current state of the work that gets done in the department (who, how, where and what), and identify opportunities for enhancement.

Current State Assessment

A Current State Assessment (CSA) was conducted to provide an in-depth understanding of what CS&PS delivers now, how it's delivered, how the department operates and is organized, and what defines the current culture. Through the CSA, it was recognized that the department

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delivers high-quality programs and services that meet citizens' needs and expectations. It also highlighted some business unit specific strengths in technology, the multiple ways that CS&PS interacts with citizens and customers and acknowledged the vast resource of staff knowledge and expertise that exists in CS&PS. The assessment also yielded opportunities for enhancement that would allow for improvement and an even stronger, positive impact on Calgary citizens and customers who are the beneficiaries of CS&PS services.

These opportunities include:

- Affirming programs and services for citizens and customers as being the primary focus for CS&PS.
- Ensuring the department and all business units benefit from knowledge and expertise in individual business units.
- Establishing department and functional processes that contribute to department outcomes, and optimize effectiveness and efficiency, including in the area of CS&PS' important work with partner organizations.
- Delivering services in a manner that consistently encourages and reflects collaboration, and a broader view of other public services and programs.
- Aligning functions for effectiveness and efficiency, and leveraging The City's existing management structure.
- Improving performance measurement and evaluation.

The challenges and opportunities outlined in the CSA were explored through extensive engagement and were examined based on their alignment to Council Priorities laid out in *ActionPlan* 2015 - 2018, along with the newly established Corporate vision, values and direction provided in the Strategic Leadership Plan.

The exploration and examination of the challenges and opportunities led to the development of a series of recommendations relating to CS&PS culture, processes and structure, designed to evolve the department to its future state.

Future State

The department's future state (Attachment 1) will be characterized by greater Accountability, a Focus on Community and a commitment to One City, One Voice, which in turn reflect, support and enhance the department's alignment to Council Priorities in *ActionPlan*, as well as Corporate vision, values, culture and direction. The vision for the department's future state emerged through extensive engagement, document review and leading practice and gap analysis. It will be achieved through enhancements to the department's culture, processes and structure, all designed to support a common operating model or the overarching workflow process that will guide how work gets done in the department. The three characteristics of the department's future state are listed below, coupled with descriptions.

Accountability

The department will establish greater accountability by determining the needs of citizens, customers and communities in accordance with Council priorities, demonstrating the value of the services provided, and positioning financial stability as a driving force.

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Focus on Community

A greater focus on community will be achieved through enhancements to the delivery of programs and services at the neighbourhood level, strengthening understanding of community needs and expectations, increasing connection with the community, and maintaining critical services like first responders, community liaisons and the support of vulnerable populations.

One City, One Voice

The department will shift internal barriers to align with the Corporate direction of One City, One Voice - enhancing collaboration, unifying the department as one team (both internally and for citizens), and further leveraging the strengths within the department.

Planned Enhancements

Recognizing that the department's future state will be achieved through adjustments to culture, process and structure, the following improvement-oriented enhancements are planned.

Culture

CS&PS staff bring to life The City's people-oriented programs and services. To unify the CS&PS team, and to "live out" the culture described in The City's corporate direction and Leadership Strategic Plan, the Review is recommending that the department align with and adopt the Corporate cultural transformation direction, including the vision, values and culture, as are currently being defined. In this way, the culture of the department will be defined within the context of the entire Corporation.

Recognizing the importance of aligning initiatives to ensure the integration of plans, CS&PS plans to embrace the 4 C's of Corporate Culture (Character, Competence, Commitment, and Collaboration), in addition to two more department specific Cs (Creativity and Customer Service). These aspects of the Corporate culture are already at play to a certain degree within the department but will be given priority status to move the department towards the future state.

The corporate and department specific culture will consciously create an environment where permission space is well defined and professional development and department-wide training is consistently and effectively designed and delivered. As learning and development is required to best inform leaders and employees of how they may make use of "permission space" in their roles to collaborate and share resources and knowledge, the cultural transformation will be supported by the development and execution of a department-wide training program, in 2016, and will focus on efforts that put the needs and expectations of our citizens and customers above all else.

Having established a view of the CS&PS desired state, and understanding that a shift in culture and enhancements to process and structure need to occur, there are conditions for success needed. To that end, change leadership roles will be clearly defined and leaders will model the mindset and behaviour changes required by the common operating model and department outcomes. The Review project team will work collaboratively with business units on plans for implementation and engage and communicate frequently; benefiting from consistent and visible leader support to achieve the desired future state.

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Process

In order to achieve the desired future state, and bring about a more focused, responsive and results-oriented organization that will continue to deliver for citizens, progression toward a common operating model (Attachment 2) represents a major feature of this Review.

COMMON OPERATING MODEL

The development of a common operating model will enable CS&PS to plan and build a consistent and coordinated view of its business and how work flows through the department. This common view will create alignment across the department, guide roles and responsibilities, encourage collaboration points, and affirm service delivery as a consistent priority. The CS&PS operating model supports a future state characterized by a further increase in Accountability, a strong Focus on Community and a stated commitment to being One City, with One Voice, and provides the framework through which the culture, process and structure enhancements will be operationalized.

In developing the operating model, it was determined that a common perspective for delivering programs and services would assist in unifying the department. To create this shared focus, a common language was developed to describe whom the department serves, along with their needs and expectations. These needs and expectations of CS&PS customers (those who receive or use a program or service we provide) and citizens (those who reside within the boundaries of Calgary and/or pay property or business taxes to The City and whom are beneficiaries of all the services we offer) were identified, and business unit lines of service were placed along a continuum to define the roles that each business unit plays in meeting needs and expectations. This valuable exercise showed that despite the department having seven distinct business units, CS&PS is a team through which every business unit contributes to outcomes along the continuum of citizen expectations (Public Safety, Resilient Communities and Individual Well-Being).

The common operating model positions these needs and expectations of citizens and customers as the driving force behind all activities undertaken through the department. Stakeholder, citizen, and customer input is inherent to the operating model. The operating model provides for this through the research and evaluation components, as two examples. The common operating model encourages collaborative and integrated processes to be undertaken in the planning and evaluation of programs and services, and that stakeholder inputs are considered and positioned within the larger strategic and business construct.

The model also focuses on the delivery of programs and services by separating actual program delivery from activities that support delivery (e.g. planning, evaluation, etc.). This approach clears the path for front-line staff to focus on operational work, while strengthening and leveraging the relationships between the strategic and supportive services.

To explain the common operating model, the activities undertaken by the department are categorized into four functional elements: *Deliver, Define & Design, Enable and Evaluate*.

Deliver

Core programs and services that are visible and utilized by citizens and customers.

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Define & Design

Activities that provide strategic direction for the department including: Research & Analytics, Strategies & Plans, Program & Service Development, Program & Service Delivery Methods, Capital Planning and Policy Development.

Enable

Activities that support all of the other elements including: Technology, Staff Development, Finance, Communications, Assets, Partnership Management, and Issue & Risk Management.

Evaluate

Activities that support Organizational Accountability and Performance Management, ensuring consistency in the review and reporting of metrics, and the alignment of the *Deliver, Define & Design* and *Enable* elements to the same framework and principles.

Orientation and training for the common operating model will take place, starting in early 2016, for CS&PS leadership and supervisors.

OTHER PROCESS ENHANCEMENTS

Through the staff engagement process, a number of processes within the common operating model emerged as being important for staff, and in turn the department, to be more effective. They include establishing new 'citizen first' practices to connect with communities, collectively developing strategies, research and partnership approaches, establishing internal agreements to clearly delineate roles and responsibilities, enhancing performance reporting and professional development, and ensuring consistent management of assets across the department. Eight process areas within the common operating model were considered of the highest priority, and with which the department plans to proceed (Attachment 2).

The benefits from pursuing these process initiatives will help to reduce duplication and gain efficiencies across the department and within the Corporation, support the focus on the delivery of programs and services, and thereby yield benefits for citizens and customers.

Work in these process areas has, in some cases, already begun, and will continue. Structural improvements (highlighted in the next section) will further support the achievement of the desired results of the process enhancements.

Structure

While process and culture initiatives have already, and are expected to continue to, yield benefits for CS&PS, and citizens and customers, the Review also concluded that some changes to the organizational design would be beneficial, while taking into consideration the need to ensure continuity and stability. Criteria were to evaluate the options for process and structure enhancements to ensure that they would support the CS&PS future state. Significant contributing factors included focusing on services to communities, citizens and customers, the need to achieve the objectives in *ActionPlan* and Strategic Leadership Plan directions, and enable collaboration within the department and across the Corporation. There should be an

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emphasis on community, the prominence of issues that require multi-function and multi-disciplinary solutions, and the significance of partnerships.

Both process and structural changes are inherent in the department's organizational design. In some cases, where structural changes were not considered necessary, process enhancements are planned. These include enhancements such as cross-departmental working teams that utilize a "process ownership" model, which clearly delineate roles and responsibilities for effective resource deployment, while maintaining accountability.

In other areas, structural solutions are planned to align functions, and to optimize and leverage the current expertise and management structure in the department. This approach, of both process and structure solutions, will allow the department to remain flexible to community needs, encourage collaboration and consistency across the department, and seek improved alignment and effectiveness, while maintaining a management structure that focuses on outcomes and results.

During the coming months, plans provide for further engagement within the department to undertake the implementation process arising from the planned organizational design framework. While much work has been completed, much work remains, and implementation is planned to continue through 2016.

Cross-Corporate Opportunities

Some initiatives arising from the CS&PS review will have an impact on other departments across the Corporation, particularly enabling functions. Corporate direction, including the Leadership Strategic Plan, encourages cross-corporate initiatives and inter-departmental collaboration is a welcomed and essential element of a modern and progressive government. To support this direction, the Review identified and explored several cross-corporate opportunities, and these will be pursued as part of the Review's implementation process.

Conclusion

CS&PS undertook the Review to ensure that the department can continue to meet the needs of citizens and communities now and in the future. This was achieved by identifying opportunities or improvement areas for the major processes, and collaborative points, and by ensuring a supportive department structure. Executing on the opportunities identified through the Review are intended to harness the department's core competencies and further evolve CS&PS towards a new future state, characterized by Accountability, a focus on Community and a commitment to living out One City with One Voice. The practical and achievable improvements outlined in this report are intended to enable CS&PS to continue to deliver high quality programs and services, providing ongoing support to Calgarians' quality of life, and doing so in a manner that continues to evolve CS&PS to a state that is expected of modern and progressive local governments.

Consistent with the progressive changes have already taken place within CS&PS, and the Department Review's focus on progressing the department, a key outcome of the Review is that continuous improvement must always be part of the way CS&PS, as a modern public service organization, does business.

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Stakeholder Engagement, Research and Communication

The CS&PS future state is a product of extensive engagement from all levels of the department and other corporate stakeholders. Over 160 engagement opportunities were provided through workshops, open houses, surveys and interviews and resulted in over 2,100 interactions with a full spectrum of stakeholders, from front-line staff to the City Manager, the Mayor and members of Council.

Engagement with those who deliver CS&PS programs and services was critical to ensure that the Review resulted in a 'made for CS&PS, by CS&PS' future state that is founded on the input and involvement of the people who know the work best.

To strengthen and round out the information gathered through stakeholder engagement, more than 100 additional information sources were considered and incorporated. These sources included past and current business unit reviews, employee surveys, citizen surveys, and other public engagements, the Leadership Strategic Plan, Council Priorities, *ActionPlan* 2015-2018 and various other policies, plans and strategies that have guided the work being done in and with CS&PS.

Strategic Alignment

The Review aligns with Council Priorities as laid out in *ActionPlan* 2015 – 2018. In *ActionPlan*, the department committed to completing and implementing a Department Review through an action aligned to the Council Priority of a well-run city: "W2.6 Conduct and implement a Department Review to enhance the delivery of CS&PS' Contribution to Council Priorities."

Council's 'Transforming Government' initiative is about celebrating a culture of constant improvement at The City of Calgary—improvement that makes life better for citizens. In 2011, Council unanimously agreed to embrace the principles of Transforming Government and reinforced their commitment to constant, citizen-focused improvement. The CS&PS Department Review models this approach.

The corporate vision set out in the Leadership Strategic Plan provides a clear direction for The City, which the department future state, and plans arising, align and support.

The Municipal Development Plan, the Calgary Transportation Plan and imagineCALGARY set The City's long-term vision for Calgary. In its future state, the department will better align to these visioning documents by reinforcing capacity to deliver on the department's contribution towards The City's 60 and 100-year visions.

Social, Environmental, Economic (External)

The implementation of the recommendations to achieve the CS&PS future state will support the citizen and customer experience. This positive evolution will allow the department to produce better outcomes related to community well-being, sustainable environment, and a prosperous economy. The reception of recent changes aligned with this approach is already affirming that these recommendations are on track.

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Financial Capacity

Current and Future Operating Budget:

The Review is planned to yield a net-zero impact. As planned changes are implemented, any efficiencies are intended to be re-invested into front-line program and service delivery. Any operating budget adjustments requiring Council approval will be submitted through regular reporting and adjustment processes.

Current and Future Capital Budget:

Capital budgets are currently being assessed. Any capital budget adjustments requiring Council approval will be brought forward through regular reporting and adjustment processes.

Risk Assessment

As with any change initiative, the department must be prepared for any risks that could arise. Below are examples of general risks associated with the Review and its implementation:

Changes at the Corporate level: Many changes are occurring at the Corporate level will have cascading effects on the Review. Remaining in regular contact with change agents at the Corporate level will ensure that the Review remains current.

Adoption of the common operating model: Strong leadership focus and sufficient integration of the model into the implementation plans for the enhancements and activities will ensure a successful adoption and will drive the focus of the department to be on citizen and customer needs and expectations.

Change management and staff morale: Various change initiatives are occurring in the department and at a Corporate level. The roll-out of a robust change management program along with maintaining regular contact with employees through various communications initiatives will support the implementation of the enhancements.

A detailed risk management process, and associated risk register, is already underway as part of the implementation process, and the majority of risk mitigation will take place during implementation. CS&PS will allow sufficient time for implementation, and will consult and engage with stakeholders and staff to address risks that arise and course correct as needed. This will provide the insight required to build robust risk mitigation strategies and plans and allow the Project Team to effectively manage the foreseen and unforeseen risks associated.

REASON(S) FOR RECOMMENDATION(S):

Council's review and acceptance of this report and recommendations will provide Administration with feedback on the Community Services & Protective Service department review process, ensure Council will be receiving any consequential bylaw, policy and budget changes, and facilitate a timely staff communications process.

ATTACHMENT(S)

1. Future State Characteristics and Corporate Context
2. Major Process Enhancements