

3 Request for Proposal (RFP) – Part A – Service Delivery & Organizational Review

The County of Peterborough (hereinafter the "County") requires the services of a qualified consultant to undertake a comprehensive review of its services and organization (hereinafter the "Project") to ensure taxpayers are getting “value for money”. The Project involves a number of key elements detailed in this RFP. It is expected that the draft final Consolidated Report be presented to County Council in May 2020 and the Project completed before the end of June 2020.

Section 3.2 of this document outlines the Proposal Content and the Scope of the Project.

3.1 Background Information

Located in Eastern Ontario, the County of Peterborough is a rural upper tier municipality of approximately 55,800 residents (2016 Census), distributed over an area of 4,000 square kilometres, and is comprised of eight (8) Townships, including the Townships of Asphodel-Norwood; Cavan-Monaghan; Douro-Dummer; Havelock-Belmont-Methuen; North Kawartha; Otonabee-South Monaghan; Selwyn; and Trent Lakes. The County is also home to two First Nations communities: Curve Lake and Hiawatha. The County surrounds the City of Peterborough, which is a single-tier municipality, separate and apart from the County, though the two municipalities do share certain services, as outlined further below.

The County is located approximately 1.5 hours driving time northeast of Toronto and northwest of Kingston. The County is bounded by Haliburton County to the north, Northumberland County on the south, and by the City of Kawartha Lakes on the west and the County of Hastings on the east.

A 16-member Council governs the County. Two representatives from each constituent Township sit on Council, being each Township’s Mayor and Deputy-Mayor. From among their members, Council elect a Warden (being the head of Council) for two-year terms.

By virtue of an agreement between the County and City of Peterborough, the County is the Consolidated Municipal Service Manager (CMSM) for the Peterborough Paramedic Services, providing paramedic services to residents of both the County and City of Peterborough. Under the same agreement, the City of Peterborough is CMSM manager for all POA; Social Services, Children’s Services and Social Housing provided to residents of the County.

There are also a number of services provided to residents of the County by other agencies, with financial support from the County and the City, as well as participatory governance oversight provided by designated members of the County and City councils.

These services include Fairhaven Long-Term Care Home (“Fairhaven”); Peterborough and the Kawarthas Economic Development (“PKED”); and Peterborough Public Health (“PPH”). The City of Peterborough Landfill is co-owned by the City and County but operated by the City.

Others services provided directly by the County itself include Infrastructure (County roads, bridges, culverts, facilities and Public Works fleet); Land Use Planning and GIS; County Forest; Solid Waste diversion; and administrative and corporate support services (IT; Communications; Corporate Projects; Clerks; Finance; Human Resources; Lang Pioneer Village; and CAO office). The County employs approximately 300 full and part-time staff, under two different union contracts with CUPE.

Over the past several years, Council has undertaken and supported a number of Plans and/or Studies related to the County’s vision, goals and operations. These Plans and Studies are identified on Schedule “A” to this RFP.

In early 2019, the County completed development of a comprehensive Asset Management Plan (“AMP”) in order to plan for the sustainable lifecycle management of the municipality’s entire infrastructure into the future. In order effectively to sustain the County’s existing infrastructure moving forward, the AMP identified that the County will need to find ways to significantly increase funding available for infrastructure spending over the course of the next 10 years. Council would like to ensure that the County is operating as efficiently as possible, and wishes to determine whether sustainable opportunities for operating savings exist, as one component of finding more funds to devote to infrastructure.

3.2 Proposal Content and Scope of Project

3.2.1 Review Principles

The consultant will base this Review on the following Principles:

1. The council’s objective is to provide efficient and effective delivery of municipal services to the citizens of the County of Peterborough;
2. The Review will focus on the Objectives and Deliverables identified below;
3. The Review will be open and transparent, engaging all levels of the organization, constituent Townships, the City of Peterborough, and considering community priorities. The proposal will identify the method(s) the consultant feels will best achieve the Objectives, Deliverables and Principles identified herein;
4. The Review will involve engagement and consultation with organizational and stakeholder groups identified below;

5. The Review will acknowledge and respect all collective bargaining agreements;
6. The Review will promote the effective/efficient deployment of staff;
7. The Review should consider any existing municipal strategic plans and/or, other municipal plans currently in place, including not just those of the County, but those of the City of Peterborough and constituent Townships within the County;
8. The County Council will make the final decision on any changes to the current municipal services, including the level of services, structure and/or processes.

Proponents should provide a brief summary of their understanding of the principles of this RFP and describe how they will address those principles.

3.2.2 Review Objectives

The County of Peterborough wishes to conduct a comprehensive review of its municipal services and service levels (Municipal Services Delivery Review) and its organizational design (Organizational Review) with respect to all services. The review will have eight (8) specific objectives:

1. Identify a mix of services, service levels and funding arrangements that best meet the community's needs;
2. Identify optimal service levels, improve service delivery methods, and achieve greater efficiency through various means, including exploring shared services with constituent and neighbouring municipalities;
3. Reduce operating costs, while ensuring appropriate staffing, resources and structure to support the recommended services and service levels;
4. Identify revenue opportunities;
5. Assist in ensuring long-term financial sustainability;
6. Align various aspects of the organization's design (i.e. organizational structure; decision-making processes; operating policies, etc.) to ensure that they are designed to achieve the objectives outlined herein;
7. Establish the plans and reports outlined in 3.2.5 (Review Deliverables) and provide County staff with the tools and training needed for communicating and implementing any change(s) required as a result of this review; and
8. Lead, educate, train and assist municipal staff in the development of a step-by-step service review process.

3.2.3 Services Delivery Review Strategy

Service delivery review is an evaluation process in which the systematic review of a specific municipal service determines whether that particular service is needed; if so, at what level the service is needed; and, the most appropriate, effective and efficient way to provide it.

Service delivery review involves asking the following ten questions about services and cost management:

1. Do we really need to continue providing this service?
2. What do citizens (and the organization) expect of this service and what outcomes does council want for the service?
3. How does current performance compare to expected performance?
4. Do the activities logically lead to the expected outcomes?
5. How is the demand for the service being managed?
6. What are the full costs and benefits of the service?
7. How can benefits and outputs of the service be increased?
8. How can the number and cost of inputs be decreased?
9. What are the alternative levels and ways of delivering the service?
10. How can a service change best be managed, implemented and communicated?

3.2.4 Organizational Authority and Stakeholders

Under the direction of the Chief Administrative Officer, the Consultant will train, lead and facilitate review teams, comprised of Consultant and County staff, through the Municipal Services Delivery and Organizational Review exercise.

The process will identify the specific stakeholders to be engaged and invited to provide critical input and feedback during the review process, and will include but not be limited to:

- A. The Warden and members of Council.
- B. The County's Chief Administrative Officer, Directors, Managers and other municipal employees from all levels of the organization.
- C. Representatives from and chosen by the eight (8) constituent Townships within the County, as well as the City of Peterborough;
- D. Community partners and organizations i.e. Service Providers (ex. Fairhaven; PKED; PPH), Chamber of Commerce, sports and cultural groups, etc.
- E. Citizens of the County of Peterborough.

Proponents should provide a detailed summary as to their proposed consultation methodology for stakeholder identification, engagement and consultation process.

3.2.5 Review Deliverables

Based on the Principles, Objectives and Strategies outlined above, and the work detailed in this document, the Consultant will produce the following draft reports as the work is completed:

- A. Current-State Assessment and Work Flow Report
- B. Comparisons and Opportunities Report
- C. Service Delivery Options, Organizational Options and Recommendations Report
- D. Report on Training Provided to County Staff
- E. Consolidated Report including an Executive Summary

A. Current-State Assessment and Workflow Review Report

1. The Consultant will gain an understanding of, and comment on, all aspects of the operations of all departments of the County, with the exception of Paramedic Services. This will be accomplished through:
 - Gaining an understanding of the current Council's Mission and Vision Statements and Priorities
 - Reviewing decision-making processes from Council through to the staff level
 - Documenting obligatory and discretionary activities undertaken by the County
 - Reviewing council-staff relations and communications
2. The Consultant will gain an understanding of the current operations, including the administrative organization that supports the operations of the County. This will be accomplished through:
 - Reviewing the County's current organization chart;
 - Developing an understanding of the operations and financial viability and sustainability of all County departments by reviewing the Policies and Procedures and selected interviews with staff in each work unit;
 - Developing an understanding of the current administration through a review of all administrative staff job descriptions, including management, union and non-union staff.
 - Interviewing administrative staff in all departments

3. The Consultant will review the municipal services and service levels for all activities in departments under the direct control of the County, including: Administration (including Human Resources & CAO office); Finance & Purchasing; Corporate Projects & Services (including Clerks office; IT & Lang Pioneer Village); Planning (including GIS & County Forest); Paramedic Services (including Emergency Management) and Infrastructure Services. All members of Council and County senior staff are to be interviewed. Other stakeholders will be engaged, in line with item 3.2.4 above. The Consultant and review teams will review staffing levels, associated compensations, the costs expended and the revenues received related to all services. At this stage, relevant documents include collective agreements, budgets, financial statements, by-laws and policies, and EOWC reports.

4. As the current state is being reviewed, the Consultant will at the same time document work and work flow routines to assess optimal human resource allocation across the departments. A LEAN approach is to be used, and the expected outcomes explained. This report must, as a minimum:
 - Use a process mapping or similar approach to complete an objective analysis of a) the hours of work across the organization including administrative staff, and b) the workflow routines of these functional areas recognizing the need to coordinate with those of other areas/departments
 - Identify factors impacting on hours of work and workflow routines and identify low value work being done that should be changed or considered for elimination
 - Make recommendations, in the form of future state mapping, for the revision of the workflow routines
 - Develop a plan for the implementation of the recommended workflow routines

5. An interim report must be submitted midpoint of this work.

B. Comparisons and Opportunities Report

1. The Consultant will select 3 to 4 Counties of similar size, with similar responsibilities, to establish a comparator set. With respect to the County's Paramedic Services particularly, the Consultant is asked to look at and account for different comparators, to ensure that comparators for that service adequately

reflect the fact that the County's Paramedic Service serves not only the County of Peterborough, but also the City of Peterborough and its population as well.

Comparison details will be collected through interviews and from available documents. Service offerings, service levels and decision/delivery models will be considered as part of the exercise of comparing the County with the set. Taxation level and user fee data will also be collected and analyzed to compare and contrast the affordability of the County in relation to the comparator set.

2. To ensure Taxpayers are getting value for their money, the Consultant will identify potential opportunities for cost savings balanced against broad community benefit. At the same time identify opportunities to improve service delivery, and to eliminate work of low value, or that is not desired or of benefit to most Taxpayers. It is expected that the Consultant will refer to best practices in private industry as well as government organizations to make such recommendations.

Note: This comparison & opportunities report is to be done in conjunction with Service Delivery Options in item C below, to identify options and recommendations for improvement as each comparison is carried out.

C. Service Delivery Options, Organizational Options and Recommendations Report

1. The Consultant will offer service delivery options, organizational options and provide recommendations. This will include:
 - Revised Organization Chart and review against similar Upper Tier Counties
 - Changes to Job Descriptions for all positions identified on the Chart
 - Whether any change(s) is/are recommended to the County's governance model
2. The Consultant will also include a salary schedule for Non-Union administrative positions taking into account:
 - Pay Equity considerations
 - Market influences
3. A confidential assessment of unionized staff compensation is also anticipated.

D. Report on Training Provided to County Staff

For the purposes of the current review, the Consultant will Lead and facilitate review teams, comprised of Consultant and County staff, through the review of services to be provided by the County, resulting in the Review Deliverables outlined herein.

The Consultant will also provide training and assistance to County staff that will enable County staff in future to utilize the skills and tools acquired in the development of this process, to conduct future reviews in-house.

The Consultant will submit a report detailing the training provided to County staff through this process.

E. Executive Summary

At the completion of the above described reports, the Consultant will prepare Consolidated Report and Executive summary to tie all of the above reports into a single document.

Schedule "A"

County of Peterborough Plans and Studies

Official Plan

County Strategic Plan 2015-2019

County Strategic Priorities 2018-2022

Transportation Master Plan

Active Transportation Master Plan

Energy Management Plan

Communications Strategy

Talent Management Plan

Climate Change Action Plan

Sustainable Peterborough Plan

Paramedics 10-Year Resources and Facilities Master Plan

10 Year Reserve Plans

Development Charge Study

Asset Management Plan

Information Technology and GIS Master Plan - Part B

In 2019, Peterborough County has also budgeted to complete a comprehensive Information Technology (IT) and GIS Master Plan, including an IT Business Continuity Plan.

As municipal administration and operations are ever more reliant on technology, the County feels that there may be strategic alignment and synergies of having both the Service Delivery and Organizational Review and the IT and GIS Master Plans in tandem with one another. Technology advancements are such that efficiencies in traditional processes may be able to be identified and achieved, while allowing us to refocus operational efforts in other areas.

Background Information

The County currently delivers information technology services to all County Departments (Office of the CAO, Corporate Projects & Services, Finance, Human Resources, Infrastructure (public works, waste management and facilities), Planning (including GIS) and Peterborough County-City Paramedics as well as to two lower tier Municipalities under a Municipal Managed IT Services Agreement.

Core technologies in use consist of MS Server and desktop operating systems, MS Active Directory, MS Exchange, MS-SQL Server, MS Great Plains, hosted VOIP and Android smartphones. There are over 350 users across 14 sites and network infrastructure consists of both wired and wireless networks.

The County's Information Technology (IT) Division is within the Corporate Projects & Services Department and is responsible for the provisioning, installation, security, support and maintenance of hardware, software and operating systems for servers, desktop/laptops, mobile devices and associated vendor management and support. In addition, IT is involved with project and policy support and development for all corporate systems and services that touch our corporate network.

Overview of Current Geographic Information Systems

The County GIS Section, a division of the Planning Department, currently manages the spatial data management (GIS) needs of County and its local municipalities. Enterprise and project-specific data development, maintenance, and visualization is handled using desktop, web-based, and field-collection platforms including the Esri Suite, AutoCAD Map, MS-SQL Server, Latitude's Geocortex, Adobe Suite, and Avenza MAPublisher.

The GIS team regularly support the County's Planning, Infrastructure, Corporate Projects & Services, and Finance Departments, in addition to general enterprise and

project-specific requests of the County's eight (8) local municipalities. Projects of a benefit to the County, as a whole, are covered by the annual tax levy; those of a specific benefit to a non-County municipality are funded on a cost-recovery basis by the requestor.

Staff from the County, local municipalities, partner agencies, and members of the general public are most familiar with the County's Geocortex web-GIS tool built upon an ArcGIS Server environment in a secure AWS cloud. County GIS maintains 190 unique internal user accounts to this platform. Services are also provided using ArcGIS Online (AGOL), GPS handhelds, hardcopy print maps, and data integration, as required.

GIS-specific considerations shall include, but not be limited to the following;

- Understanding current and upcoming issues & enhancements of all GIS users
 - County & Countyship (focus of report) could include:
 - Open Data,
 - Asset management,
 - Fleet tracking
 - Licensing and land applications (building permits, fire permits, severance, zoning & Official Plan applications, etc)
 - NextGen 9-1-1,
 - Property Assessment Review, etc
 - Partner agency & general public
 - Existing & changing needs and expectations
- Understanding existing & future technological needs
 - Software & operational integration between County departments & disconnected organizations' systems
 - Best use of existing software platforms
 - Recommendations and alternative solutions for cost-effective software enhancements / streamlining systems at County and inter-municipally

Objective

The objective is for a qualified Consultant to deliver a five-year Corporate Technology Strategic Plan for the County of Peterborough. The Strategic Plan will include short-term and long-term recommendations for the County's Technology Systems (IT & GIS), Architecture, Operations and Governance as well as a Technology Business Continuity Plan. An Implementation Plan is to be delivered outlining the priority, timing and estimated cost of each recommended action. Recommendations within the Strategic Plan must be supported by the results of assessments, comparisons to other municipalities similar in complexity and size (via benchmarking and municipal trends), industry trends and associated current and future technology requirements.

The development of the Strategic Plan will be preceded by an in-depth assessment of current Information Technology conditions and current / future user needs; recommendations will demonstrate an understanding of same.

The successful proponent is expected to complete the following:

Assessments:

Perform an in-depth needs analysis and assessment of current Information Technology and GIS conditions. Information gathering should come from various sources such as surveys, interviews or workshops that involve all levels of County of Peterborough staff including End Users, Technology Staff, Management, Leadership Team and other Stakeholders as identified. In addition, GIS sources should include staff from a wide variety of roles in each of the local municipalities.

Strategic Plan:

The written document shall include separate sections that provides recommendations for advancements to IT and GIS technology, integration, and user support, addressing the corporate GIS network requirements of GIS within the IT portion of the document. The Consultant may also be required to present the results to County Leadership Team and Council as requested. The Strategic Plan is to include but is not limited to the following;

- All recommendations and supporting material.
- All assessment data and results.
- A five-year implementation plan which prioritizes projects and outlines a timeline for all recommended changes based on a prioritization matrix or rating scale.
- A five-year budget plan based on estimated costs of each recommendation which includes initial and ongoing costs and Return on Investment (ROI) values.
- The implementation plan must include resource requirements to implement, manage and maintain recommendations.
- Benefits and risks of successful implementation, delayed implementation and no implementation of recommended changes. Identified risks must include mitigation recommendations and costs (ongoing or incurred as a result).
- Review of staffing levels and recommendations for staffing complement and structure.
- Business Continuity Plan including priority matrix for IT.
- Results of Municipal Benchmarking and Technology trend comparisons.
- A recommended methodology to maintain the Strategic Plan.

- A Super Executive Summary of discovery and recommendations tailored for Council.
- An Executive Summary of discovery and recommendations tailored for County Leadership Team

Joint or Consortium Proposals

Submissions from a single multidisciplinary firm are preferred, however joint or consortium Proposals are acceptable. One (1) person or company is to be identified as the Prime Contractor and “Key Contact Person” and be prepared to represent the consortium to the County. The Key Contact person will serve as the primary contact and take overall responsibility for all communications with the County during the Proposal submission, evaluation, and any negotiation process and, therefore, act as the entity which will assume the full legal liability to the County under the Contract for the performance of all consortium members’ obligations.