



SUBJECT: Designing and evolving our organization – updated department functional design and management structures

TO: Corporate Services, Strategy, Risk & Accountability Cttee.

FROM: City Manager's Office

Report Number: CM-24-22

Wards Affected: All

File Numbers: 155-03-01

Date to Committee: September 14, 2022

Date to Council: September 20, 2022

Recommendation:

Receive and file city manager's office report CM-24-22, regarding designing and evolving our organization – updated department functional design and management structures.

PURPOSE:

Vision to Focus Alignment:

- Increase economic prosperity and community responsive city growth
- Support sustainable infrastructure and a resilient environment
- Building more citizen engagement, community health and culture
- Deliver customer centric services with a focus on efficiency and technology transformation

Background and Discussion:

On September 24, 2019, the City Manager implemented a Council-approved new organization design for the City of Burlington; introducing Evolving the Organization (ETO) Phase 1. This new design positioned the City to meet our strategic goals, outlined in Council's 4-year work plan [Vision to Focus \(V2F\)](#), over the balance of this term of Council and beyond by emphasizing strategic management, risk assessment

and management and public accountability. It well positioned the high level corporate structure to strategically organize the service areas to better serve both the external and internal customers. The new design also highlighted the City's attention to City-wide customer service and public engagement through business process improvements, corporate-wide training and ongoing transformations such as digital service delivery.

In the latter months of 2019 and into early March 2020, the Burlington Leadership Team (BLT) began its work on Designing and Evolving our Organization (DEOO) – Phase 2. With the onset of the pandemic, this work paused while management and staff responded to the emergency and worked through the service re-design necessary to protect the health and safety of our community and staff and limit the spread of the virus. Through the pandemic, we confirmed work was still required on the overall structure and resources needed to maintain and deliver the services our community expects. In the latter part of July 2020, the work on DEOO – Phase 2 resumed as we fully recognized the resource issues to be resolved.

Since 2019, the process for recruitment of Executive Directors and Directors was enhanced to involve the Mayor and chairs of Council standing committees in the second round of interviews. This enhancement is in keeping with the evolution of the organization and demonstrates the strength of the council/staff relations as membership in the senior management team changes. Over the past three years, a total of eleven (11) new BLT members have been successfully hired through this process.

In December 2020, Council endorsed Designing and Evolving our Organization (DEOO) – Phase 2 ([CM-32-20](#)) supporting the City as it continued to evolve and set out a vision for the future state of the City of Burlington; a future state to be achieved over a 3- to 5-year timeline ([CM-32-20 Appendix A](#)) and yet allowing for refinement as conditions and environments change.

By definition, evolution is “a gradual process of change and development”¹. In 2020, management established the implementation plan framework and process to support the City in its evolution. Appendix B provides the overview of this framework and process. Key factors to successful transformation include continuing to assess our

¹ <https://dictionary.cambridge.org/dictionary/english/evolution>

management structure to find the right balance between management and staff resources to consistently and effectively deliver services; and knowing what services we deliver and how we deliver them to continue to have the best functional design. Burlington's Leadership Team (BLT) continues to review, assess and refine the functional design and required organizational structure to support operations and accomplish the short- and long-term goals.

Strategy/process

In 2022, the City finds itself operating in a changed environment. Some of our services require in-person or physical delivery while other services can now be delivered in a virtual manner. The expectation for and the use of digital tools has increased exponentially during the pandemic years. The market for talent is intensely competitive. Lasting effects of the pandemic are evident in changes in customer behaviour and staff shortages due to sickness. These changed environments foster evolution.

Designing and Evolving our Organization is an on-going process allowing the City of Burlington to continue to evolve to meet the changing environment, to address the strengths and weaknesses of our organization, and continue to prepare ourselves for the future. In organizational design, form follows function and with evolution the form needs to be refined and amended. Appendix A of this report builds on the 2020 endorsed future state management structures to reflect the outcome of our continued assessment and refinement.

In brief, the updates as described in Appendix A include:

- ***City of Burlington Functional Design – slide 2***
 - Information Technology Service (ITS) transformed to Burlington Digital Service with the refinement of functional areas to expand beyond the traditional functions (e.g. network operations, information and data security, and application and solution support) to functions supporting digital enterprise architecture, product delivery and decision support, and human-centered delivery; and,
 - By-law as a distinct area with expanded functionality to include policy and administration in addition to the existing functions of licensing services, by-law compliance and enforcement and animal services.

- ***Endorsed Future State Management Structures***

- Corporate Strategic Services reflects the new Community Relations & Engagement service group (slide 3) and the updated management structure for Burlington Digital Service including update of leadership title to Chief Digital & Information Officer (slide 4);
- Community Planning, Regulation & Mobility (CPRM) reflects the proposed management structure for a new By-law Compliance department (slide 6); and,
- Strategy & Risk Team (SRT) as amended to include the Executive Director Community Relations & Engagement and reflect the leadership title of Chief Digital & Information Officer (slide 7).

Detailed Rationale

- ***Community Relations & Engagement***

In September 2019 and then again in December 2020, Council approved the preliminary future state organizational design to bring together the Corporate Communications and Engagement and Customer Experience functions under a new Executive Director position. An upcoming retirement has provided the opportunity to establish this position thus creating a new service group; namely Community Relations & Engagement.

In addition to the previously identified departments – Corporate Communication and Engagement and Customer Experience, senior management is recommending the inclusion of the Office of the City Clerk in this service group. Each of these three departments delivers services with direct interaction with our community members and customers. The opportunity for synergies and collaboration in these areas, working together as a service group, reinforces and supports the enhanced strategic focus to be placed on community relations, engagement and the overall customer experience.

The reporting structure of this new service group (as depicted in Slide 3 of Appendix A) realigns two Director positions, currently reporting to the City Manager, to the Executive Director. The two Customer Experience manager positions continue to report to the Executive Director.

The Strategy and Risk Team (SRT) supports the establishment of the new service group - Community Relations & Engagement, the realignment of the Directors' reporting structure, and the inclusion of the Office of the City Clerk.

- *Burlington Digital Service*

The transformation of ITS to Burlington Digital Service advances the City in:

- Human-centred design – enabling the identification of needs and outcomes through the delivery of services with an efficient, timely and innovative approach with the user in mind;
- Digital Enablement - digitally enhancing service capabilities to address user and service area needs quicker, decrease time to delivery of outcomes and create new business models;
- E-Government – turning life events into digital civic moments or digital twins allowing for enhanced multichannel delivery of services, effective compliance activities and greater convenience for citizens, employees, businesses and visitors;
- Open Government – promoting transparency, citizen engagement and the data economy;
- Data-Centricity – leveraging data to promote a better understanding of situations which result in informed decision making and proactive services for citizens; and
- Smart – actively identifying and developing transformation opportunities becomes institutionalized enabling the organization to react to sudden or predictable events as well as prevention of events or prescribing behaviors.

Digital is more than information technology. Digital transformation involves delivering better outcomes enabled by technology and the use of data to support the core mission of City and to genuinely transform and redesign services and citizen experiences. Burlington Digital Service sets standards, develops platforms and assists the enterprise to build and deliver simpler, faster, cost efficient, better, common user-experienced municipal services and products for those who live, visit and do business in Burlington. Digital Service will:

- provide vital information and services for users through Burlington.ca;
- support the city's recovery from COVID-19 and emerging user needs by providing digital leadership and tools to enable services to be rapidly built and deployed;
- maintain, iterate and improve the services and tools provided to the rest of the city;
- increase the use of shared platforms and components across the organization;
- support departments by strengthening their digital capability and providing direct support for major digital projects;

- enhance our digital capability through education and the development of innovative processes, solutions, and digital leadership; and
- lead the city's progressive digital transformation and contribute to the visionary objectives contained in Vision to Focus and Burlington's Vision 2040.

With this transformation, Burlington Digital Service requires a broader and strategic focused management structure (as depicted in Slide 4 of Appendix A) to support the functional design. The expansion of service to include enterprise architecture, product delivery and decision support, and human-centered delivery requires leadership in each of these areas to design and develop the necessary strategies and manage the staff resources to establish tactical plans to deliver results.

In the spring 2022, SRT supported the Enterprise Architecture leadership position to establish the Enterprise Architecture practice. SRT also supported the proposed organizational structure in principle moving towards a digital service environment acknowledging it is an iterative approach. The transformation to Burlington Digital Service requires the development of a full business case for a phased approach to implementation. The business case is to be inclusive of all costs including corporate support functions requiring resources to support the front-line and back office positions (i.e. HR, Legal, Finance, Corporate Strategy, Corporate Communications & Engagement, etc.). The business case will be prepared for the budget deliberations in January 2023.

- *By-law Compliance Department*

Prior to the pandemic, Council supported a staff direction to “Direct the Director of City Building to investigate efficiencies of consolidating bylaw services and report back to council with a proposal for the 2020 budget. (SD-05-19)”. During the pandemic, the draw on by-law enforcement resources reached over-capacity limits. In 2021, Council supported a second staff direction related to by-law – “Direct the Director of Building and By-law to review options for updating by-laws to include mechanisms which will allow staff to remedy community issues related to items such as shipping containers and derelict vehicles and report back with by-law updates in Q1 2022. (SD-26-21)”. The City received Provincial audit and accountability funding providing an opportunity to look more closely at this area and respond to these staff directions.

With this information, management began to explore various options. In the spring 2022, SRT supported the service area with minor adjustments to staffing to continue to ease the burden of the increased workload, to begin work on the necessary

amendments to by-laws, and support the transition to the CRM system and Tier one calls to Service Burlington.

In addition, SRT supported in principle, management's proposed functional design and organizational structure for a new By-law Compliance department. This proposed new department requires an enhanced management structure, as depicted in Slide 6 of Appendix A, to provide the leadership and strategic direction to accomplish its objectives. These objectives include developing a 'service department' model offering enhanced community protection (e.g. animal services, by-law compliance/enforcement, and licensing) through proactive measures; aligning with the City's Customer Experience strategy; reducing reliance on the court system and court resources; improving cost recovery; improving staff professional development and growth opportunities and morale; and decreasing liability.

SRT's support in principle of a new By-law Compliance department is predicated on the development of a full business case for a phased approach to implementing the service enhancements for by-law with the creation of a by-law department. The business case is to be inclusive of all costs including corporate support functions requiring resources to support the front-line and back office positions (i.e. ITS, HR, Legal, Finance, Corporate Strategy, Corporate Communication & Engagement, etc.). The business case will be prepared and accompanied by a separate report for the budget deliberations in January 2023. A high-level preliminary report will also be presented to Council in Q4 2022.

Options Considered

1. Maintain the future state management structures as approved in December 2020 – This option does not provide the City with the opportunities to respond or be proactive to the changing environment.

Financial Matters:

Designing and Evolving our Organization involves competency, capability and capacity through investment in people, process and technology. It is important to emphasize DEOO is a multi-phased/multi-year evolution requiring an annual review to make the changes and adjustments necessary given the environment, technological advances, and the corporate landscape.

Given the nature of the resource needs, full-time positions, re-purposing of existing full-time positions and conversion of existing part-time to full-time positions, the resource needs must be prioritized and included in the annual budgets for Council's decision. As

indicated, business cases will be developed and brought forward for consideration with other positions needed to stabilize organizational structures and operations, manage risks, and enhance services (e.g. transit, by-law, etc.).

With respect to the Executive Director, Community Relations and Engagement, as indicated in the Detailed Rationale, there is nil 2023 net budget or FTE impact as the existing position of Executive Lead – Customer Experience will be repurposed to Executive Director of Community Relations & Engagement position.

Climate Implications

The effect of Designing and Evolving our Organization in stabilizing and enhancing our service delivery may have direct and indirect impact on our response to climate risks by providing resources to address the V2F initiatives and supporting directions to move to greener fleets and processes delivering our services.

Engagement Matters:

Designing and Evolving our Organization involved internal collaboration between directors and management staff, as well as communication with all staff through the City Manager.

Conclusion:

Designing and Evolving our Organization allows the City of Burlington to continue to evolve to meet the changing environment, to address the strengths and weaknesses of our organization, and prepare ourselves for the future. This update continues to advance to a future state where the City of Burlington is proactively managing future city growth, meeting enhanced community service and infrastructure needs, advancing Vision to Focus (V2F) priorities, delivering digital transformation, addressing critical corporate risks and, ultimately, retaining and attracting staff as an “Employer of Choice”. Our City’s future requires the investment of time, energy, and funding today to achieve our goals.

Respectfully submitted,

Tim Commisso

City Manager

905-335-7600 ext. 7608

Sheila Jones

Executive Director of Strategy, Risk & Accountability

905-335-7600 ext. 7872

Appendices:

- A. CM-24-22 Appendix A COB Functional Design and Management Structures - Updated September 2022
- B. CM-24-22 Appendix B - COB DEOO Implementation Framework and Process

Report Approval:

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Counsel.