4.3.

MANAGEMENT OF CITIZEN REQUESTS AND COMPLAINTS

March 1st, 2018

SUMMARY OF THE AUDIT

OBJECTIVES

To ensure that the Ville de Montréal (the city) has established an adequate framework and set of practices for managing citizen requests and complaints, that is, a way to establish the norme de service (NDS), effectively resolve problems related to requests and complaints, and monitor and report on the handling performance.

To ensure that the city identifies and takes measures to resolve systemic problems concerning citizen requests and complaints, to serve them better with a view to continuous improvement.

RESULTS

In addition to these results, we have formulated various recommendations for business units.

The details of these recommendations and our conclusion are outlined in our audit report, presented in the following pages.
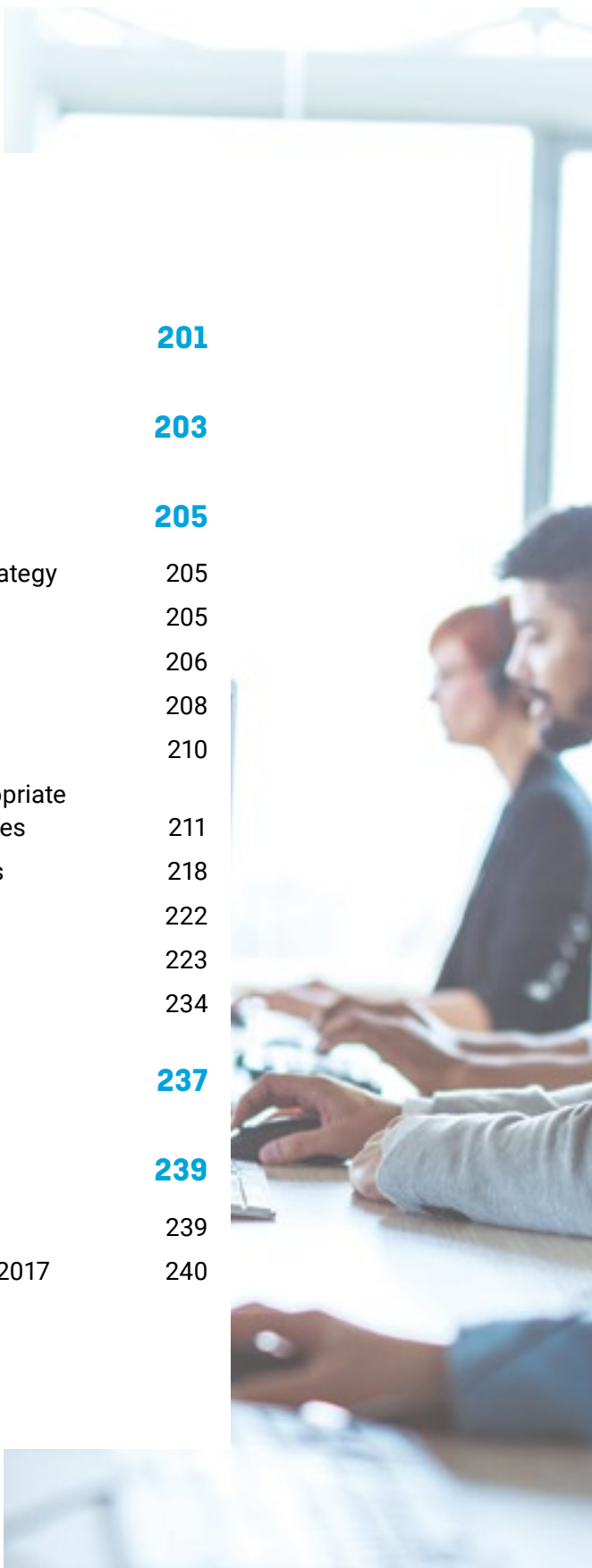
Note that the business units have had the opportunity to formulate their comments, which appear after the audit report recommendations.
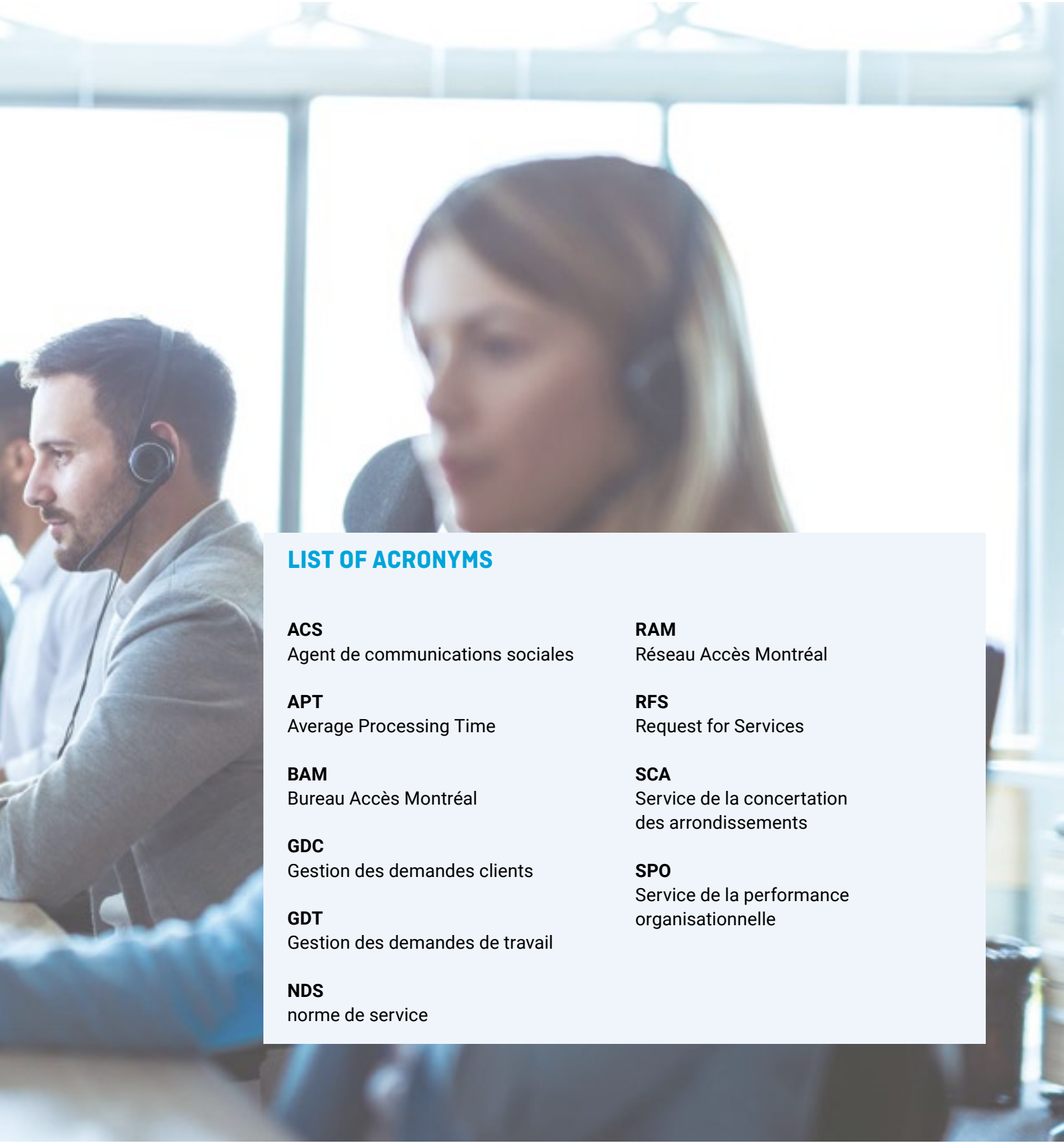
Among the many organizational challenges the municipal administration has to face, the quality of the services offered to the public is a defining issue. To this end, since 2007, the city has continually made changes to offer a better quality 311 service to its citizens. We believe, however, that improvements should be made with regard to the following key aspects:

- The Gestion du Réseau Accès Montréal (RAM) administrative framework, approved by the Direction générale in November 2007 is obsolete. No update has been made to date to reflect all the changes the 311 service has undergone over the years.

- The city does not have a statement of citizen services. This tool should be the linchpin of the administration's continuous improvement process for service delivery.

- Nearly a decade after its implementation, the 311 service is still relatively unknown to Montrealers. Three out of four citizens do not really know about its existence or the various ways of submitting their requests.

- The Banque d'information 311, which contains documentation about the services offered by the city, is not regularly updated, so it cannot provide full, accurate information to the citizens.

- There is no continuing education program for the Agents de communications sociales (ACS) to update their knowledge about the various topics related to the city's activities.

- The request and complaint resolution times are not consistent from one borough to another, and each borough sets its target resolution times based on its own criteria.

- A significant portion of the requests and complaints that are conveyed by elected officials who are approached directly by citizens are prioritized, affecting initial scheduling.

- There are no formal mechanisms to analyze the causes behind the requests and complaints in order to take permanent corrective measures.

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LIST OF ACRONYMS

ACS
Agent de communications sociales

APT
Average Processing Time

BAM
Bureau Accès Montréal

GDC
Gestion des demandes clients

GDT
Gestion des demandes de travail

NDS
norme de service

RAM
Réseau Accès Montréal

RFS
Request for Services

SCA
Service de la concertation
des arrondissements

SPO
Service de la performance
organisationnelle

1. BACKGROUND

To fulfil its mission, the city must successfully administer the services offered to the public. The residents' quality of life depends on the way local services are offered by the boroughs. In the city, each business unit is responsible for answering questions from citizens based on the responsibilities assigned to it. The 311 service[1] is therefore the citizens' ideal gateway to the city when they want to find information, submit a request, make a complaint or offer a comment related to a service received. The city dedicates human and technological resources to respond to citizens within a reasonable time, and yet if the citizen feels dissatisfied after their exchanges with the city, after exhausting all the available recourse, they can also contact the office of the Bureau de l'ombudsman, which can launch an investigation and make recommendations concerning complaints addressed to the city.

In December 2007, the administration set up the 311 services to facilitate contact and communication between the city and its citizens. At that time, the service was under the responsibility of the Service des communications et des relations avec les citoyens in the "Centre de services 311" section and the Division de la qualité des services aux citoyens, which played a significant role in the provision of the 311 service. It relied on the Réseau Accès Montréal (RAM) to connect the boroughs in order to serve the citizens of the city and meet their needs. An administrative framework (Gestion du RAM – C-OG-SDG-D-07-001) explicitly defined the activities to be offered by the boroughs.

From 2007 to November 2017, the 311 service underwent changes in governance and in the provision of call-taking services. From 2007 to September 2011, call-taking for activities during evenings, weekends and holidays was under the responsibility of the central unit, the Centre de services 311, which, as mentioned, was under the jurisdiction of the Service des communications et des relations avec les citoyens.

Beginning in October 2011, under article 85 of the *Charter of Ville de Montréal* the borough of LaSalle was entrusted with the responsibility of answering 311 calls during evenings, weekends and holidays for all boroughs of the city, and answering all emails other than those addressed to specific boroughs, to replace the Centre de services 311. This was the subject of a service agreement between the borough of LaSalle and all of the city's boroughs[2]. This service was offered until the end of January 2016.

Beginning in February 2016, the Division du 311 et des interventions rapides et prioritaires of the Service de la concertation des arrondissements (SCA) took responsibility for answering calls during evenings, weekends and holidays, which had until then been

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1 The 311 service includes all the activities that allow the city to take calls from citizens, record requests in the service's dedicated information system and forward them in the form of Request for Services (RFS) to the business unit in question.

2 This agreement stipulated that the borough of LaSalle agreed to answer 311 calls from Monday to Friday, from 5:00 p.m. to 8:30 p.m. and from 9:00 a.m. to 5:00 p.m. on Saturdays, Sundays and holidays and to offer the level of service outlined in the RAM Norme de service (NDS) for telephone service, as defined in the Gestion du RAM administrative framework (C-OG-SDG-D-07-001).

handled by the borough of LaSalle, and answering all emails sent to the city that were not addressed to a specific borough. This transfer of responsibilities was made through a service offer identical to the one offered by the borough of LaSalle in compliance with *article 85 of the Charter of Ville de Montréal*. In addition to answering calls, the Section des interventions rapides et prioritaires took over the Request for Services (RFS) calls requiring rapid or urgent intervention related to public works and maintenance.

From 2007 to November 2017, daytime 311 calls between 8:30 a.m. and 5:00 p.m. were always answered by the citizen relations divisions of the 19 boroughs, through the RAM. RFS during these times were handled by the operational units in each borough[3].
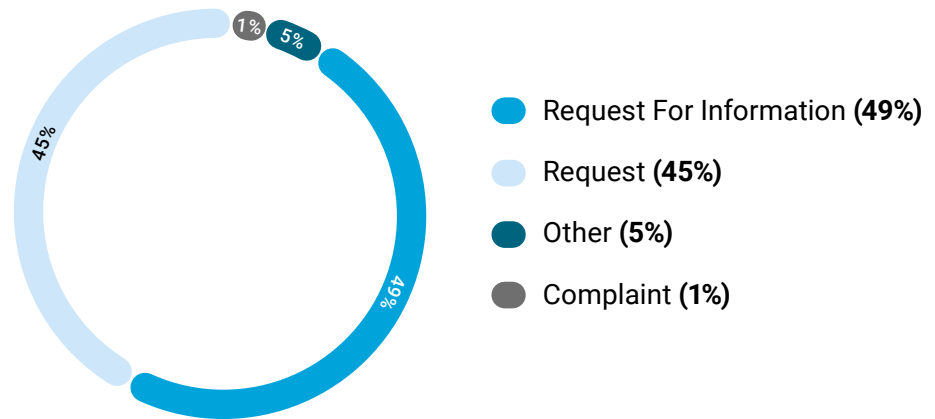
After taking a call and recording a request from a citizen, depending on the nature of the request, the Agent de communications sociales (ACS) creates a RFS for a request, a complaint or a comment, based on the Gestion des demandes clients (GDC) guide, defined as follows:

- **Request**: Any request from a citizen requiring follow-up for authorization (e.g., a permit), support (e.g., a subsidy), service (e.g., an inspection or repair), claim or intervention on the part of the city;

- **Complaint**: Any complaint from a citizen concerning municipal services or the behaviour of municipal managers or employees for inadequate service, a lack of service (following a request and a reminder), an unacceptable action, an infraction, an abuse of power, etc.;

- **Comment**: Any comment or suggestion expressing a citizen's opinion about a matter of municipal jurisdiction.

These requests are forwarded to the appropriate business units in the boroughs, where they are handled and closed.

During the audited period, that is, January 2015 to April 2017, the boroughs received from citizens 953,252 requests for information, 886,961 requests, 11,845 complaints, 97,176 miscellaneous calls (comments, follow-up calls for uncompleted, reactivated or cancelled requests), for a total of 1,949,234 calls. The details concerning the type of call for each borough are presented in Appendix 5.2. Diagram 1 presents the distribution of the calls by type.

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3   The boroughs' operational units are the Directions de la culture, des sports, des loisirs et du développement social, the Directions de l'aménagement urbain et des services aux entreprises, the Directions des travaux publics and the Directions des services administratifs, des relations avec les citoyens et du greffe.

DIAGRAM 1: DISTRIBUTION OF CALLS BY TYPE

● Request For Information **(49%)**

● Request **(45%)**

● Other **(5%)**

● Complaint **(1%)**

Beginning in August 2017, to support the strategic vision of the organization as a smart city, the operating methods of the future Centre de services 311[4] were largely based on the best 311 practices for North American cities, particularly client experience, greater transparency in the handling of requests and complaints, request resolution on the first call and a more consistent quality of service in all means of access offered to the citizens through 311.

2. PURPOSE AND SCOPE OF THE AUDIT

In accordance with the *Cities and Towns Act*, we conducted a performance audit engagement on the management of requests and complaints in compliance with the Canadian Standard on Assurance Engagements (CSAE) 3001 in the CPA Canada Handbook – Assurance.

One of the objectives of this audit was to ensure that the city has established an adequate management framework and practices for handling citizen requests and complaints, that is, a way to establish the Norme de service (NDS) , effectively resolve problems related to requests and complaints, and monitor and report on the handling performance. Another was to ensure that the city identifies and takes steps to resolve systemic problems related to citizen requests and complaints, to serve citizens better with a view to continuous improvement.

The responsibility of the Auditor General of the Ville de Montréal is to offer a conclusion on the audit objectives. To do so, we gathered sufficient and appropriate evidence to establish our conclusion and achieve a reasonable level of assurance. Our evaluation is based on the criteria we deemed valid under the circumstances. These are set out in Appendix 5.1.

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4   To this end, the Direction générale created a Direction du Centre de services 311 that would report, as of January 2018, to the Direction générale adjointe – arrondissement de Ville-Marie et Concertation des arrondissements and authorized the creation of a permanent position of Director, Centre de services 311, which was filled in September 2017.

The Auditor General of the Ville de Montréal applies the Canadian Standard on Quality Control (CSQC 1) in the CPA Canada Handbook – Assurance and, consequently, maintains an exhaustive quality control system that includes documented policies and procedures related to conformance with rules of ethics, professional standards and the applicable legal and regulatory requirements. Furthermore, it conforms to the rules of independence and the other ethical rules of the Code of Ethics of Chartered Professional Accountants, which are based on the fundamental principles of integrity, professional competency and diligence, confidentiality and professional conduct.

Our audit work covered the activities related to the management of requests and complaints received by the city in the period from January 2015 to April 2017. For some aspects, data prior to these years were also considered. Our work was carried out mainly from June 2017 to November 2017, but we also took into consideration information given to us until January 2018.

Our audit work did not include requests for information submitted by citizens, because these do not require the creation of an actual RFS, or citizen comments, which are generally suggestions or opinions. We also want to point out that RFS addressed to the central services were excluded from our audit, because they represent less than 1% of all requests and complaints recorded between 2015 and April 2017.

This work was performed primarily with the following business units:

- The Bureau de l'expérience client;
- The SCA[5];
- The Service de la performance organisationnelle (SPO);
- Ahuntsic-Cartierville borough;
- Anjou borough;
- Côte-des-Neiges–Notre-Dame-de-Grâce borough;
- Pierrefonds-Roxboro borough;
- Rivière-des-Prairies–Pointe-aux-Trembles borough;
- Verdun borough.

When our work was completed, a draft report was presented for discussion purposes to the managers in question in each of the audited business units. A final report was then submitted to the Direction générale and to each of the business units in question to obtain action plans and time frames for the implementation of the recommendations. A copy of the final report was also submitted, for information purposes, to the director of the Bureau de l'expérience client, the director of the SPO and the directors of the boroughs not directly targeted by our audit, so they could implement the recommendations if appropriate.

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5   On January 1, 2018, the Centre de services 311 was created. Some of the responsibilities of the SCA were transferred to it.

3. AUDIT RESULTS

3.1. FRAMEWORK, STATEMENT OF SERVICES AND COMMUNICATIONS STRATEGY

3.1.1. ADMINISTRATIVE FRAMEWORK

3.1.1.A. BACKGROUND AND FINDINGS

Service quality is a constant concern for a city's administration. To this end, when the city created its 311 service, it produced the RAM administrative framework C-OG-SDG-D-07-001, which was approved by the Direction générale in November 2007. The framework stated that all the boroughs and central services must comply with it. The objectives of the framework were as follows:

1. To encourage the boroughs and central services to adopt a shared vision and commitment for the provision of services to the citizens (shared culture of citizen service);

2. To allow the boroughs – which have the primary responsibility for local services – and the central services to directly and quickly take charge of handling, tracking and resolving citizen requests;

3. To offer optimal, coordinated management from the RAM in order to improve the quality of the direct and indirect services offered by the boroughs and the central services;

4. To give the boroughs and central services reliable management tools (e.g., management reports, dashboards, databanks).

A report[6] dated March 2011 to the Direction générale identified several deficiencies, such as the service offer on holidays, fact sheet updates and accountability reporting. In light of the comments received by the boroughs and the Division du 311 that we examined in our audit, we offer the following observation:

The way the 311 service is organized reflects the general guidelines set out in the 2007 framework as regards:

• receipt of citizen requests;

• analysis and recording of citizen requests;

• transmission and handling of citizen requests;

• handling of requests and complaints by the operational services in the boroughs;

• production of reports.

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6   Report to the Direction générale – Gestion des demandes des citoyens de la Ville de Montréal et Bilan de l'année 2010.

Some shortcomings have been corrected and others, to a lesser extent, are ongoing, in particular as concerns the Banque d'information 311 and the consistency of request handling parameters.

The 311 service has undergone more changes over the years (2007 to 2017), but the framework adopted in 2007 was not adjusted based on the changes made, in terms of transferred responsibilities, new applications and tools used, such as the termination of the Sherlock database and its replacement by the Banque d'information 311 and the capacity for citizens to report problems related to potholes, graffiti, park cleanliness, etc., directly to work crew supervisors.

All these factors mean that the framework requires a formal update, especially since major changes are planned for 2018.

RECOMMENDATION	
3.1.1.B.	**We recommend that the Direction générale update the administrative framework for the 311 service in order to reflect the changes made over the years and to encourage the consistent and effective handling of all citizen requests by the business units.**
BUSINESS UNIT'S RESPONSE	
3.1.1.B.	*Direction générale*
	[TRANSLATION] The Direction générale agrees with this recommendation and will produce an updated administrative framework. *(Planned completion: March 2019)*

3.1.2. STATEMENT OF 311 SERVICES

3.1.2.A. BACKGROUND AND FINDINGS

The administrative framework adopted in 2007 identifies and specifies certain aspects that may be included in a statement of citizen services in terms of the management of service requests:

- accessibility;
- speed;
- staff competencies;
- courtesy, respect and additional effort;
- impartiality and equity in handling;
- outcome.

For each of these aspects, the city has defined the content of the actions and the standards expected for services offered by telephone, in person at the counter, through the web portal and by email.

Furthermore, the administrative framework states under heading 10.4 that *[TRANSLATION]* *"by January 2010, the boroughs and central services must adopt a shared commitment to citizen services"*. This commitment was to specify their intentions concerning the level and quality of the services offered to the citizens, to demonstrate that service quality is an important value for them. This shared commitment to citizen services was to be a public document that included the following items:

• A statement of vision, mission and values;

• Service quality intentions;

• Service hours;

• Contact information for the various service methods (311, Internet and counter);

• Citizen rights and responsibilities;

• The handling process for citizen requests;

• The publication date of the commitment.

Although no official statement has been drawn up and published, some of these items are currently stated for all business units (e.g., service hours, 311 service methods). No formal citywide statement of 311 services has been adopted for all these items, however.

And yet in the last four years, the city has undertaken a continuous improvement process, leading to the creation of the SPO in 2014 and the Bureau de l'expérience client in 2015 and the launch of the 311 service re-engineering program, to allow the city to provide better service to its citizens and improve information transparency.

Finally, in 2017, to face the challenge of improving client service with the complex governance of the 311 service (20 call centres with practices that are not always aligned), the Direction générale authorized the creation of a Direction du Centre de services 311 with two divisions, the Division des opérations 311, to coordinate calls during evenings (5:00 to 8:30 p.m.), weekends and holidays and handle rapid, priority interventions, and the Division – Bureau de projets 311 et soutien aux opérations to pursue the re-engineering of the 311 service and processes, in order to harmonize RFS processing. This new structure will be in place as of January 2018.

In this audit, however, with the exception of the public service policy adopted by the Ahuntsic-Cartierville borough in 2015, we found that the city does not have a statement of services and nor do the other boroughs that were part of our sample. By articulating its commitments, the city would give itself leverage to mobilize the entire organization toward the achievement of shared objectives.

RECOMMENDATIONS

3.1.2.B. **We recommend that the Direction générale develop a statement of citizen services to establish the Norme de service it intends to uphold for the handling of citizen requests. This statement must not only provide measurable commitments for all the city's business units but also take the citizens' expectations into account.**

3.1.2.C. **We recommend that the Direction générale periodically update the statement of citizen services with regard to the 311 services, to support the achievement of a defined level of service and provide a shared incentive for the entire organization.**

BUSINESS UNIT'S RESPONSES

3.1.2.B. *Direction générale*

[TRANSLATION] The Direction générale agrees with this recommendation and will ask the Bureau de l'expérience client to produce a general service statement with specific provisions for each of the main municipal sectors of activity. Given the governance framework established by the Charter of Ville de Montréal, this service statement cannot be imposed upon the boroughs; the boroughs will instead be encouraged to comply. **(Planned completion: in stages until September 2021)**

3.1.2.C. *Direction générale*

[TRANSLATION] The Direction générale agrees with this recommendation and will have its service statement reviewed on a regular basis. **(Planned completion: March 2020)**

3.1.3. COMMUNICATIONS STRATEGY

3.1.3.A. BACKGROUND AND FINDINGS

On the website of each borough, a user-friendly menu allows the citizens to obtain information to contact the city through 311 and submit information requests, requests, complaints or comments, 365 days of the year, from Monday to Friday, 8:30 a.m. to 8:30 p.m., and on Saturdays, Sundays and holidays from 9:00 a.m. to 5:00 p.m. They can also receive additional information during the day by contacting the city directly:

- by phone (by dialling 311) or in emergency situations (by dialling 911);
- in person by going to a Bureau Accès Montréal (BAM) service point (BAM opening hours and address available for all boroughs);
- by email, by completing a form that is submitted directly.

Furthermore, on these websites, the Banque d'information 311 allows citizens to access the latest news or notices for the boroughs via Montréal 311 (if they have a Twitter account, which is not the case of all citizens).

A poll conducted for the Bureau de l'expérience client by an external firm as part of the re-engineering of the 311 service in 2016 allowed the city to draw the following conclusions about public awareness of the 311 service:

• Over 70% of the citizens are unaware of the 311 service;

• Most businesses are not fully aware of the 311 service offer;

• Most citizens are unaware of all the possible ways to contact the 311 service (e.g., 311 email, Twitter account and 311 fact sheets);

• The role and services offered by 311 are not well known;

• Only **2** of every **10** citizens know about the 311 fact sheets.

Despite the information available on the borough websites and the fact sheets, the city should review its communications and 311 service promotion strategy and the tools supporting it, to make them more widely known. The lines of strategic intervention should be based on the conclusions of the poll conducted for the re-engineering of the 311 service and the actions taken by the Bureau de l'expérience client.

RECOMMENDATION
3.1.3.B. **We recommend that the Direction générale review its communications strategy by promoting the 311 service and the tools supporting it in order to raise its profile with the citizens and expand their use of it. This strategy should refer to the statement of citizen services in order to ensure it is well known by all citizens.**

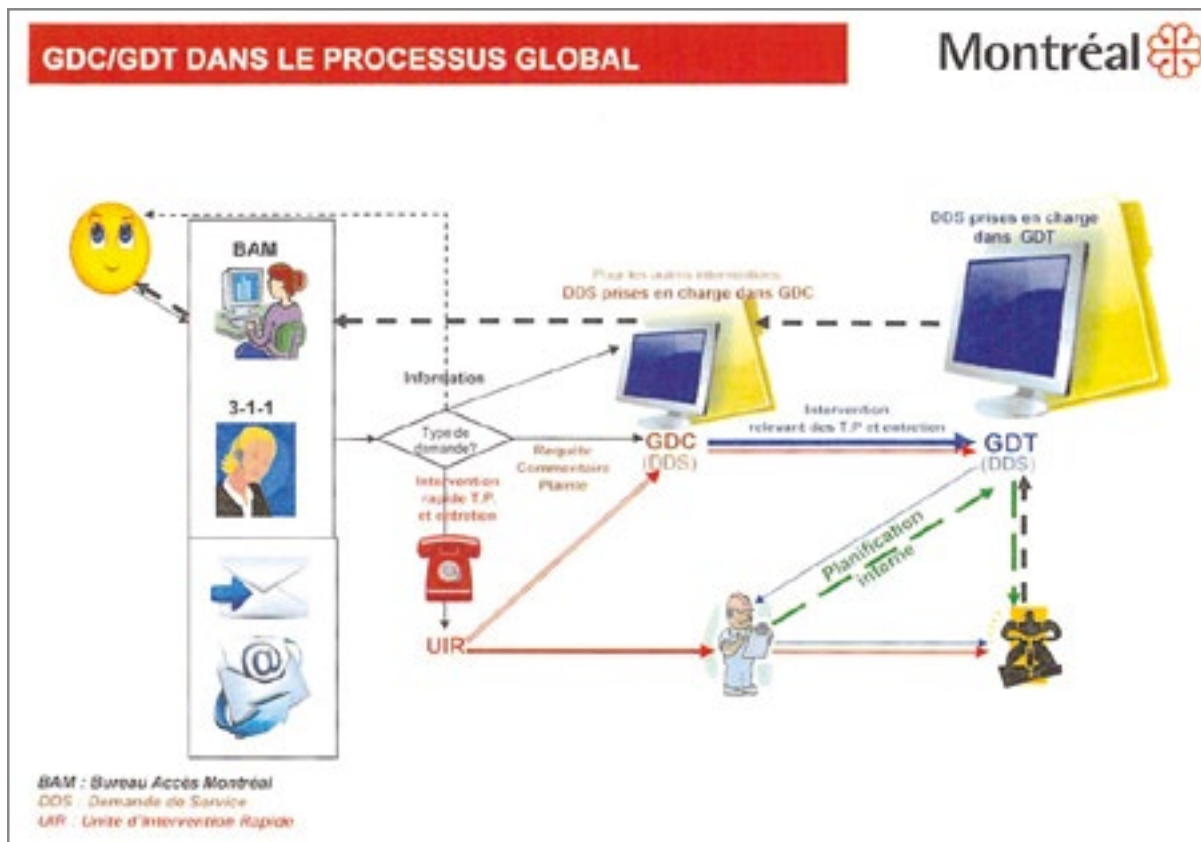| BUSINESS UNIT'S RESPONSE |
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| **3.1.3.B.** *Direction générale*

[TRANSLATION] The Direction générale does not wish to promote the 311 service until the Centre de services 311 has completed its upgrade and is equipped to track requests in real time and maintain a constantly updated database, all of which will take several more months.

A communication strategy will subsequently be developed.
(Planned completion: March 2020) |

3.2. REQUEST AND COMPLAINT MANAGEMENT PROCESS

The effective management of services related to requests and complaints depends on having an adequate process by which the borough operational units can receive (at the counter, by phone and by email), handle and close RFS. Figure 1 depicts the overall request and complaint management process currently in effect.

FIGURE 1: OVERALL REQUEST AND COMPLAINT MANAGEMENT PROCESS

Source : Service de la concertation des arrondissements 2016.

In general, the RFS received by the city are recorded and forwarded to the administrative units in question in the boroughs, with the information compiled by the ACSs in the GDC application when the call is taken. The operational units receive the information and schedule the activities that will be carried out to handle the RFS in the GDC application itself, with the exception of public works, which are processed through the Gestion des demandes de travail (GDT) application. This allows them to enter the RFS in their internal schedule. Once the intervention has been completed, the operational units close the RFS in the GDC or GDT application, as the case may be.

3.2.1. RECEIPT, ENTRY, RECORDING AND FORWARDING TO THE APPROPRIATE BUSINESS UNIT BY THE AGENT DE COMMUNICATIONS SOCIALES

3.2.1.A. BACKGROUND AND FINDINGS

Requests entered in the GDC-GDT application come from four sources, in the following proportions:

- 68% by phone to the resources assigned to the 311 call centres;
- 29% in person to the resources assigned to client service at the BAM counters in each borough;
- 2% by email through the application (virtual BAM);
- 1% through social media (Twitter).

To provide quality client service, the ACS must respond politely and have an appropriate attitude toward the citizens, who may be frustrated when they submit a complaint. To provide accurate information to the citizens, the ACS must have sound knowledge of the services offered by the city and the activities of the various administrative units (e.g., current by-laws, policies, programs). In this respect, we note that the ACS have access to the Banque d'information 311. This application contains documents on the services offered by the city and on the municipal by-laws. The Centre de services 311 has recently taken over the responsibility for updating this information bank, but it is not always updated regularly, because the boroughs fail to submit their changes. This shortcoming raises the risk of providing incomplete or inaccurate information to the citizens.

The staff must also be informed about unusual events that may disrupt the activities and services normally offered and that may lead to a significant flood of calls. In such a case, the managers of the various administrative units must ensure that the information is communicated promptly and in advance to the ACS. This is not always done, however.

Furthermore, these agents and the key staff, when hired, are trained on the tools[7] available to them to operate the computer system and the GDC application. The Centre de services 311 is responsible for developing the training content, but the boroughs are responsible for registering the people to be trained. The initial training for a newly hired ACS is always given, but subsequently, there is no systematic continuing education program for the agents to keep their knowledge up to date about the various topics related to the city's activities. In this regard, none of the boroughs could give us statistics about training time (statutory or continuing).

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[7]   We identified several training guides, including: GDC – Guide de l'usager de base, GDC – Guide des activités universelles and GDC – Guide de l'usager expert.

It is also important for the citizens' requests to be well documented and clearly articulated (e.g., place, cause), as it is based on the information gathered by the ACS that the administrative unit responsible for handling the request or complaint can understand the problem behind it and determine its urgency and the actions to take. Based on the information obtained from the operations managers (particularly in public works), there are a number of shortcomings in this regard. The ACS in the boroughs and at the Centre de services 311 do not always document the RFS correctly. This unduly delays the handling of requests and complaints.

Once the request has been entered, it is sent to the administrative unit responsible for handling it. This transfer is carried in accordance with "Règles d'acheminement" that are specific to each borough and based on its organizational structure. Furthermore, the rules differ based on the type and nature of the request: a request is sent to a work crew supervisor so the work can be carried out in the field, while a complaint is directed to a manager so the complainant can be called.

By consulting a universal activity file[8] defined by the city, the ACS can enter in the GDC the resolution time within which the administrative unit should respond to the client request, based on the type and nature of the intervention (e.g., tree felling, snow removal, potholes).

Ultimately, the ACS must ensure that the request is transferred to the intended recipient. There seems to be little risk that a RFS will not be recorded and transferred to the business unit in question, as the GDC-GDT application has a function that automatically generates a file number and, on request, an acknowledgement of receipt. If the request is submitted by phone or at a counter service, the citizen is given a file number and, on request, receives a mailed or emailed acknowledgement confirming that the RFS has been recorded. If the citizen does not receive it or if the problem is not resolved, the citizen generally calls the city.

RECOMMENDATIONS

3.2.1.B.   **We recommend that the boroughs of Ahuntsic-Cartierville, Côte-des-Neiges–Notre-Dame-de-Grâce, Pierrefonds-Roxboro, Rivière-des-Prairies–Pointe-aux-Trembles and Verdun take the necessary provisions to update the Banque d'information 311 and communicate promptly with the Agents de communications sociales the occasional events that generate calls from citizens, so they can provide accurate information on the first call and direct their requests efficiently.**

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8   Represents the name of the activity in the GDC application and refers to a type of intervention by the administrative units. There are 271 universal activities in the GDC. For example, GDC universal activity: Traffic sign, priority maintenance. Type of intervention: All requests that require rapid intervention, when a missing traffic sign could endanger drivers or pedestrians.

3.2.1.C. **We recommend that the Centre de services 311, jointly with the boroughs, develop and deliver a continuous education program for the Agent de communications sociales in order to keep their knowledge up to date and ensure they can provide appropriate responses to the citizens.**

3.2.1.D. **We recommend that the boroughs of Ahuntsic-Cartierville, Anjou, Côte-des-Neiges–Notre-Dame-de-Grâce, Pierrefonds-Roxboro, Rivière-des-Prairies–Pointe-aux-Trembles and Verdun and the Centre de services 311 emphasize to the Agents de communications sociales the need to thoroughly document and clearly explain the citizens' requests for service before transferring them to the appropriate operational units, to avoid undue delays in their handling.**

BUSINESS UNITS' RESPONSES

3.2.1.B. *Ahuntsic-Cartierville borough*

[TRANSLATION] A person has been assigned to oversee this file. It is an Agent de communications sociales. A schedule or tracking table is established. It includes the names of the people in charge and the timelines. The files are systematically sent for update to the people in charge. The files are then sent to the writers of the Centre de services 311 and returned to us in the form of information for all Agents de communications sociales. We will pursue this good management practice. **(Planned completion: December 2018)**

Anjou borough

[TRANSLATION] Implementation of a formal update process. **(Planned completion: December 2018)**

Hold a training session for all Agents de communications sociales of the Bureau Accès Montréal to explain the changes 15 days before a regulatory amendment comes into force. **(Planned completion: December 2018)**

Update the files of the "Banque d'information 311":

- *Develop an annual time table to facilitate the identification of files that need to be updated and the best time to proceed with these updates.;*
- *Identify the people in charge of updating these files;*
- *Determine the internal process for communicating the information.* **(Planned completion: December 2018)**

Occasional events:

- *Raise awareness among management staff regarding the importance of informing the Agents de communications sociales of occasional events that can generate calls from citizens;*

- *Identify default events (e.g., water main breaks, road closures, spreading operations on sidewalks);*

- *Include this as an item on the agenda of statutory management meetings. **(Planned completion: December 2018)***

Côte-des-Neiges−Notre-Dame-de-Grâce borough

[TRANSLATION] An Agent de communications sociales is responsible for updating and following up on Bureau Accès Montréal files − unchanged.

The borough manager will forward a note to the directions and divisions as a reminder of the importance of updating these files and will ask each unit to assign a person in charge of the task.

A quarterly reminder will be issued to the people in charge of the files .and managers. (Planned completion: April 2018)

Pierrefonds-Roxboro borough

[TRANSLATION] All 311 files were revised as at April 4, 2018.
(Planned completion: April 2018)

Training for the Agents de communications sociales of the Bureau Accès Montréal once a month with TP/Permis/Greffe from 2 pm to 3 pm (group of two Agents de communications sociales at a time).
(Planned completion: March 2018)

A new head of section position at the Service à la clientèle has been created to link the employees of the Bureau Accès Montréal and the various borough services regarding new information.
(Planned completion: January 2018)

Rivière-des-Prairies−Pointe-aux-Trembles borough

Continue with the existing procedure:

- *[TRANSLATION] A table with all the files of the boroughs by department was developed; it includes the prescribe update deadlines;*

- *A month prior to the update, an email is sent to the various people in charge of the update in each department with a return date (two weeks);*

- *If there is no response, a reminder email is sent, with the deadline;*

- *If there is no response once again and the Agents de communications sociales note that an update is due, the head of section of Service à la clientèle contacts the people in charge directly;*
- *An Agent de communications sociales (responsible for the update) sends and receives the corrections and forwards them to the writers and communication agents at the central;*
- *The Centre de services 311 quickly informs the Agents de communications sociales by email of the changes or relevant information on occasional events. (Planned completion: April 2018)*

For occasional events:

- *[TRANSLATION] Close collaboration between the head of section of the Bureau Accès Montréal and the team of the Division des communications already exists for the drafting of occasional press releases (or other communication tools) as required. Press releases are then simultaneously sent to the media and to all employees of the borough. (Planned completion: April 2018)*

Verdun borough

[TRANSLATION] Changes to the Banque d'information 311 are updated by the units in charge. The updates, however, are not forwarded to the agents. A list of updates will be sent to agents.

For public works, the procedure is already in place; notices are sent by the heads of division to the Agents de communications sociales and to the head of division – Relations avec les citoyens et communication indicating the events that may affect operations and generate calls. However, the notices may be issued by telephone and/or email. From now on, the notices will need to be sent by email to all agents. They will be recorded in a log. (Planned completion: May 2018)

Creation of an email directory of the Agents de communications sociales and the head of division. (Planned completion: June 2018)

3.2.1.C. *Centre de services 311*

[TRANSLATION] Conduct a benchmark study in the market to identify the best practices. (Planned completion: December 2017)

Develop and implement a quality management program at the Centre de services 311 (listening in on calls, feedback and coaching). (Planned completion: June 2018)

Share the quality management program with the 140 Agents de communications sociales of the 311 network. (Planned completion: June 2019)

Institute a meeting with second-line teams to discuss the quality of services they receive from 311 agents (e.g., roadworks managers). **(Planned completion: December 2018)**

3.2.1.D.   *Centre de services 311*

[TRANSLATION] Develop management dashboards at the Centre de services 311 to track service quality as perceived by citizens and second-line teams. **(Planned completion: December 2018)**

Develop a training program, including continuous training for agents of the Centre de services 311. **(Planned completion: June 2018)**

Deliver the training to the entire 311 network. **(Planned completion: June 2019)**

Ahuntsic-Cartierville borough

[TRANSLATION] In fall 2017, we offered training to one representative per direction in order to ensure that requests and complaints are quickly rerouted to the right person in case of errors. Service request returns are still handled by the person in charge of the Bureau Accès Montréal, but this led to a reduction of 50%. **(Planned completion: December 2018)**

Anjou borough

[TRANSLATION] Implement a matching arrangement with second-line teams so that agents from the Bureau Accès Montréal can better understand field work. This will help generate more detailed requests with relevant information, making them easier to understand.

Conduct a survey among second-line teams to know their satisfaction with the accuracy of requests made by our Bureau Accès Montréal. Unfortunately, we do not have any control over requests from other Bureaux Accès Montréal since they are not under our responsibility. **(Planned completion: December 2018)**

Set up biannual meetings between operational staff at public works and the Agents de communications sociales to discuss their respective realities and improve the quality of information. **(Planned completion: December 2018)**

Offer to the Agents de communications sociales the opportunity to go out into the field in order to improve their understanding of operational activities.

Submit to the Bureau Accès Montréal a few examples of problematic requests to improve how requests are categorized.
(Planned completion: June 2018)

Côte-des-Neiges–Notre-Dame-de-Grâce borough

[TRANSLATION] Reminders are made during statutory team meetings.

The problem also comes from other Agents de communications sociales/Bureau Accès Montréal who do not take the time to read the specific procedures of other boroughs – a reminder to this effect was issued on March 29 during the Table des répondants 311 by the head of division – Communications et relations avec les citoyens.

It should be noted that a certain percentage of citizens who call speak neither French nor English, making communication more difficult.
(Planned completion: March 2018)

Pierrefonds-Roxboro borough

[TRANSLATION] Train Bureau Accès Montréal employees on questions asked during phone calls.

Prepare the questionnaire (checklist).
(Planned completion: May 2018)

Random checks (see if properly documented in the Système de gestion de demandes clients and listening in on phone calls).
(Planned completion: April 2018)

Rivière-des-Prairies–Pointe-aux-Trembles borough

[TRANSLATION] Upon arriving at the borough, the Agents de communications sociales meet with the head of section – Service à la clientèle who explains the procedures of the borough, the importance of recording all the details in client management requests and of informing the citizen of the planned completion deadline.
(Planned completion: April 2018)

If we note that a service request has not been adequately completed (by a colleague from another department who was unable to process the request; by a colleague because the citizen called again and information was missing in the service request or due to a service request return). The head of section immediately follows up with the Agent de communications sociales to correct the situation and explain the importance of properly documenting the requests in the Système de gestion de demandes clients. ***(Planned completion: April 2018)***

Raise awareness during team meetings on the importance of properly documenting service requests (biannual).
(Planned completion: April 2018)

Matching arrangements with various departments will continue in 2018 to ensure discussion on procedures between both department (Bureau Accès Montréal and the matched department: roadworks, permits, inspection). ***(Planned completion: April 2018)***

To avoid undue delays in the processing of service requests, every month, the head of section sends to the directions and heads of division a report listing the service requests to be processed. In addition, all service request returns are checked daily to reroute them to the relevant direction. ***(Planned completion: April 2018)***

Verdun borough

[TRANSLATION] In Verdun borough, when a request is ambiguous or incomplete, it is returned to the Bureau d'arrondissement where they must find the answers to the questions or the information omitted by agents. The employee responsible is met so that the information in the request may be corrected or completed; it is also an opportunity to make employees aware of their obligation to send requests that are free of ambiguity or omissions. ***(Planned completion: completed)***

The knowledge of the Agents de communications sociales is kept up-to-date through team meetings and formal directives sent to them.
(Planned completion: April 2018)

3.2.2. UNDERTAKING AND HANDLING BY PUBLIC WORKS OPERATIONS

3.2.2.A. BACKGROUND AND FINDINGS

Nearly 80% of the requests received concern public works operations. In this stage of the process, the administrative unit responsible must take charge of the request, handle it and close it in the GDT application when it has been resolved.

The work crew supervisor who coordinated the handling of the RFS and closed the request or complaint has to enter a comment in the GDC-GDT application explaining the status of the situation. The supervisor must state all actions taken after the request was under-taken to update the information system for citizens seeking follow-up on their request. In the case of a complaint, the supervisor must also contact the citizen to get the informa-tion required to take the appropriate action.

In this audit, we found that the boroughs do not have standard practices for undertaking and handling requests and complaints related to public works operations. Based on the explanations we received, there are two models for undertaking requests in the boroughs in our samples:

- Undertaking, handling and closing RFS directly in the GDT by the work crew supervisor in charge of the file;

- Undertaking and closing of RFS in the GDT by the administrative staff, such as the clerks or secretaries of the administrative unit. The RFS is handled by the assigned person. Once the work has been done, the annotated work orders are returned to the clerk or secretary so the information can be entered in the GDT and the request can be closed.

In our opinion, this method:

- Does not encourage the accountability of the resources responsible for scheduling, handling and closing requests and complaints (the work crew supervisors, technical agents and inspectors);

- Leads to additional delays.

Nevertheless, the city very recently developed a new mobile tool to allow work crew supervisors to close RFS from tablets on a mobile GDT for six universal activities (potholes, graffiti, urban furniture, cleanliness, defective street lights and tree branches).

We also observed that in all the boroughs in our sample, a significant proportion of the requests and complaints are conveyed by elected officials who are directly approached by citizens. In the majority of the cases, they are recorded in the GDC in compliance with the RAM administrative framework, but it was reported to us that some of the requests received outside of the 311 service are not recorded in the GDC.

According to the information we received, to follow up on these RFS, some elected officials tend to directly contact the managers in charge to ensure that the interventions are undertaken and given priority handling, to the detriment of other requests that were already scheduled.

The result is that the operations managers in question have to change their intervention schedule and delay scheduled interventions that are sometimes more important than those coming from the elected officials, leading to a lack of optimization in the interventions carried out.

In all the boroughs in our sample, the findings concerning handling time are supported by the following observations:

- The RFS completion time does not always correspond to the closure date. The closure is often recorded later, which distorts the completion time statistics, and these are important for assessing RFS handling performance.

- With the exception of the Rivière-des-Prairies–Pointe-aux-Trembles borough, where it is a work crew supervisor who closes them, the requests in all the other boroughs in our sample are closed by an office employee. Sometimes there is a delay in closing the requests, even if the work has been carried out, because the employee waits until the end of the week before closing the files.

RECOMMENDATION

| 3.2.2.B. | We recommend that the Centre de services 311 encourage the boroughs to establish mechanisms to harmonize the practices for closing Request for Services, in order to reduce completion time by improving methods. |

| 3.2.2.C. | We recommend that the boroughs of Ahuntsic-Cartierville, Anjou, Côte-des-Neiges–Notre-Dame-de-Grâce, Pierrefonds-Roxboro, Rivière-des-Prairies–Pointe-aux-Trembles and Verdun emphasize to elected officials that all requests and complaints addressed to them must be formally recorded in the Gestion des demandes clients application and avoid intervening with the administrative units, to ensure fair and optimal handling of all requests. |

BUSINESS UNITS' RESPONSES

3.2.2.B. *Centre de services 311*

[TRANSLATION] Institute a meeting with second-line teams to discuss the quality of services they receive from 311 agents (e.g., roadworks managers). **(Planned completion: December 2018)**

Twice a year, take stock of the main irritants linked to the processing of 311 requests and use them as the basis of **process optimization development programs. (Planned completion: December 2018)**

Send to and work with the Service de la performance organisationnelle to conduct process optimization workshops.
(Planned completion: to be determined)

3.2.2.C. *Ahuntsic-Cartierville borough*

[TRANSLATION] Since 2010, we have had an internal procedure between the Bureau Accès Montréal and the cabinet on how to proceed when creating requests and complaints.

This procedure was updated in January 2017.

It centralizes at the Bureau Accès Montréal all requests from the Bureau des élus. **(Planned completion: December 2018)**

Anjou borough

[TRANSLATION] Information meeting with elected officials and review of request management process. **(Planned completion: December 2018)**

Côte-des-Neiges−Notre-Dame-de-Grâce borough

[TRANSLATION] A note will be sent to elected officials reminding them that all requests and complaints they receive must also be formally recorded in the Système de gestion de demandes clients.

Moreover, the issue will be addressed during the statutory meeting of the borough manager with the cabinet. **(Planned completion: May 2018)**

Pierrefonds-Roxboro borough

[TRANSLATION] Directive from the Direction générale on entering all requests from elected officials in the Système de gestion de demandes clients. **(Planned completion: April 2018)**

The political attaché will enter in the Système de gestion de demandes clients. **(Planned completion: April 2018)**

Rivière-des-Prairies−Pointe-aux-Trembles borough

PUBLIC WORKS

[TRANSLATION] Ensure that all requests from elected officials are systematically accompanied by a request number.
(Planned completion: April 2018)

BAM

- *[TRANSLATION] Training for elected officials on the Système de gestion de demandes clients (refresher in April 2017).*
- *Upon appointment of a new elected official, presentation of the department and role of the Bureau Accès Montréal and training on the Système de gestion de demandes clients (November 2017).*
- *When an elected official asks a service request to be opened on behalf of a citizen, we invite the elected official to contact the citizen to explain the importance of calling or going to the Bureau Accès Montréal to submit his or her service request, since this request will be formally recorded and a follow-up will be made.*

> • *In addition, if an elected official or citizen is insistent when making the request and that we cannot give it priority for a given reason (high volume of requests, borough currently focusing on requests dating back more than one year or requests involving a safety issues), a note is added to the service request.* **(Planned completion: April 2018)**
>
> ***Verdun borough***
>
> *[TRANSLATION] Requests sent to the Bureau des élus are rerouted to the head of division – Relations avec les citoyens et communications to open a request in the Système de gestion de demandes clients. This procedure has been in place for several years.*
> **(Planned completion: completed)**
>
> *This information has already been communicated verbally during statutory meetings of the directions and elected officials on March 22 and a formal notice will be sent to this effect.*
> **(Planned completion: May 2018)**

3.2.3. UNDERTAKING AND HANDLING BY OTHER BUSINESS UNITS

3.2.3.A. BACKGROUND AND FINDINGS

The volume of RFS related to requests and complaints directed to the boroughs' other administrative units, such as the Direction de la culture, des sports, des loisirs et du développement social, the Direction du développement du territoire, the Direction de l'aménagement urbain et des services aux entreprises and the Direction du développement du territoire et des études techniques represents about 20% of all RFS received.

These RFS generally follow a path similar to those undertaken by public works. By way of example, the requests and complaints received generally concern the following activities:

• Library (quality of reception);

• Cleanliness of the facilities in arenas;

• Presence of dogs in parks;

• Urban planning;

• Permits and inspections.

For some sectors, such as urban planning, the handling of requests and complaints raises a problem related to the establishment of handling times. The inspection phase of most of these requests requires several visits and follow-ups with the citizens. This results in long completion times because the inspector has to wait for documents from the citizens

in order to conduct the inspection before closing the request or complaint. In these conditions, it is difficult to assess the city's performance, even though the long completion times are often attributable to the citizen as well as the city. Furthermore, the GDC does not have a mechanism to signal that a RFS is awaiting action from a citizen and to exclude that wait time from the completion time at closure.

RECOMMENDATION

3.2.3.B. **We recommend that the Centre de services 311, in collaboration with the boroughs, develop a mechanism to exclude the time spent waiting for a response or a document from a citizen, in order to determine the completion time exclusively attributable to the city in the analysis for performance evaluation purposes.**

BUSINESS UNIT'S RESPONSE

3.2.3.B. *Centre de services 311*

[TRANSLATION] Modify the management dashboards to ensure that they do not include requests with a PENDING status or BLITZ status (e.g., potholes). **(Planned completion: February 2018)**

Evaluate the permit processing system with the departments of the Direction de l'aménagement urbain et des services aux entreprises. **(Planned completion: March 2019)**

Develop management dashboards for the departments of the Direction de l'aménagement urbain et des services aux entreprises. **(Planned completion: June 2019)**

3.3. OBJECTIVES AND PERFORMANCE INDICATORS

3.3.A. BACKGROUND AND FINDINGS

The management framework for the provision of citizen services, as defined in the Gestion du RAM administrative framework, is based on recognized citizen satisfaction indicators such as those developed by the *Institute for Citizen-Centred Service*[9] and *The Institute of Public Administration of Canada*: accessibility, speed, staff competency, courtesy, respect, impartiality, and fairness in handling and outcome.

The standards must be upheld by all business units in the provision of citizen services and, based on a series of indicators, they are used to measure their performance on a continuous basis. We examined two performance indicators in our audit: accessibility and speed, based on the availability of the data. We have not commented on the other indicators listed above.
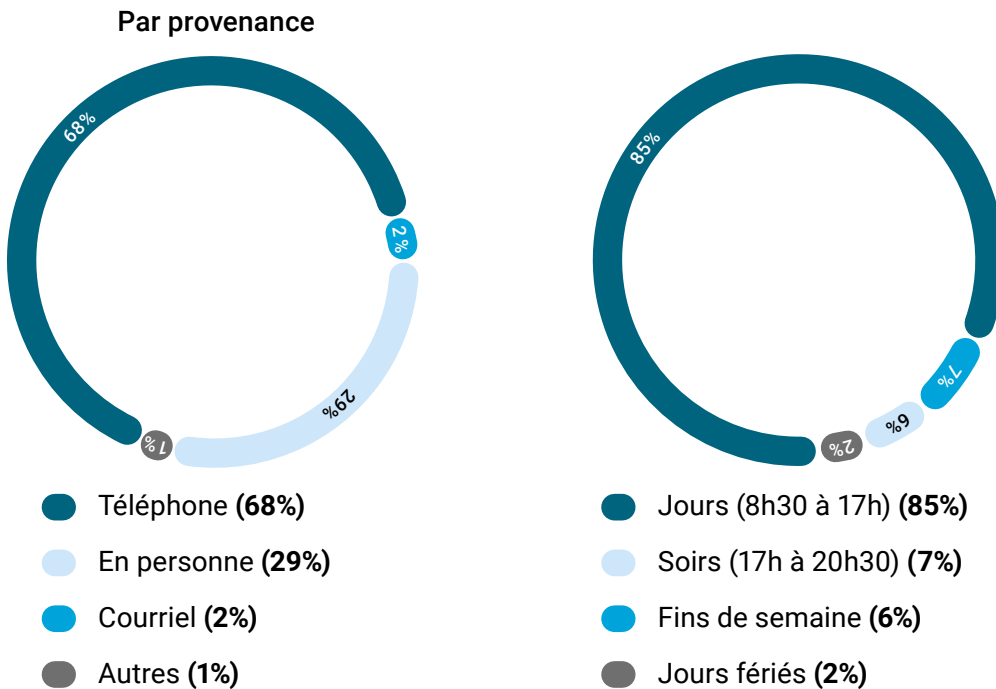
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9   Not-for-profit organization that promotes citizen-centred services in the public sector.

In terms of taking phone calls and personal encounters at the counter, we considered the indicators for the accessibility of the 311 services on business days, the speed at which the calls are taken by the agents and the time for registering a request at a BAM counter, as well as the handling time for incoming emails. Concerning the handling of RFS by the operational units, we selected handling time as the performance indicator.

With regard to **accessibility**, the citizen has four channels to submit a request to the city (by phone, in person at the BAM counter, by email and through social media). According to the data analyzed, requests and complaints are usually submitted by phone (68%) and in person at the BAM counter (29%). Only 2% are submitted to the city by email and 1% by other channels (social media).

Overall, 85% of these requests and complaints are recorded during the day (between 8:30 a.m. and 5:00 p.m.) and 7% are recorded in the evening (between 5:00 p.m. and 8:30 p.m.). Citizens can contact the city over a 12-hour period except on weekends and holidays. Diagram 2 shows the origin and receipt times of 311 calls.

DIAGRAM 2: DISTRIBUTION OF REQUESTS RECEIVED BY ORIGIN AND BY PERIOD OF SERVICE OFFERING (FIRST QUARTER 2017)

Par provenance

- Téléphone **(68%)**
- En personne **(29%)**
- Courriel **(2%)**
- Autres **(1%)**

- Jours (8h30 à 17h) **(85%)**
- Soirs (17h à 20h30) **(7%)**
- Fins de semaine **(6%)**
- Jours fériés **(2%)**

Source : Service de la concertation des arrondissements – GDC.

In our opinion, for access by phone (68%) and counter (29%), the city is meeting this criterion. On business days, 97% of the requests are received within the 12-hour time slot offered by the city to the citizens.

BY PHONE

Concerning **speed**, the main performance indicator is the norme de service to be met by the boroughs for the 311 telephone service: 80% of calls must be answered within 100 seconds in the queue.

Table 1 below shows the number of boroughs that met the expected NDS for incoming calls in all boroughs and in our sample.

> **TABLE 1 – NDS RESULTS OBTAINED FOR THE 19 BOROUGHS AND FOR OUR SAMPLE, FOR THE FIRST QUARTER OF 2015, 2016 AND 2017**
> **SERVICE INDICATOR: SPEED**

NDS RETAINED: CALL HANDLING (NDS = 80% OF CALLS TAKEN IN LESS THAN 100 SECONDS)	NUMBER OF BOROUGHS – NDS RESULTS					
	2015		2016		2017	
	NUMBER	%	2016	%	NUMBER	%
RESULTS FOR 19 BOROUGHS						
NDS > 80% (favourable)	9	47%	6	32%	3	16%
NDS = 80%	0	0%	0	0%	1	5%
NDS < 80% (unfavourable)	10	53%	13	68%	15	79%
TOTAL BOROUGHS	**19**		**19**		**19**	
RESULTS FOR 6 BOROUGHS (SAMPLE)						
NDS > 80% (favourable)	3	50%	2	33%	0	0%
NDS = 80%	0	0%	0	0%	0	0%
NDS < 80% (unfavourable)	3	50%	4	67%	6	100%
TOTAL BOROUGHS	**6**		**6**		**6**	

Source : Service de la concertation des arrondissements 2017.

We note that over the years, this threshold has not been met by over 50% of the boroughs, including those in our sample. The proportion of boroughs that do not meet this threshold has, in fact, risen year after year.

According to the information obtained from the boroughs in our sample and from the Centre de services 311, this performance can be explained mainly by the complexity of the search for information during occasional events not reported in a timely fashion, the increased number of calls for certain activities (e.g., frozen pipes, over 10,000 calls; garbage collection, over 12,000 calls), the introduction of a new rule whereby the agents must give additional information (e.g., the case of animal by-laws such as the pit bull by-law) or considerations specific to each borough (e.g., its population, the language spoken and the number of resources).

AT THE COUNTER

The NDS for counter service is a maximum wait of 15 minutes before being served by an employee and an average request handling time within a maximum of 15 minutes. Currently, no statistics are kept in this regard by the boroughs.

BY EMAIL

As concerns the handling of emails, the standard retained is an Average Processing Time (APT) of two days by the ACS at the virtual BAM. These emails represent 2% of all requests received by the city, as shown in Diagram 2.

Table 2 below shows the number of boroughs that met the expected APT for incoming emails at the virtual BAM, in all boroughs and in our sample.

TABLE 2 – APT RESULTS FOR EMAILS OBTAINED FOR THE 18 BOROUGHS AND OUR SAMPLE, FOR THE FIRST QUARTER OF 2015, 2016 AND 2017

APT FOR EMAILS IN THE VIRTUAL BAM (LEVEL OF SERVICE = TWO DAYS)	NUMBER OF BOROUGHS – APT RESULTS FOR THE FIRST QUARTER					
	2015		2016		2017	
	NUMBER	%	NUMBER	%	NUMBER	%
RESULTS FOR 18 BOROUGHS						
APT < 2 days (favourable)	11	61%	5	28%	11	61%
APT = 2 days	1	6%	10	55%	0	0%
APT > 2 days (unfavourable)	6	33%	3	17%	7	39%
TOTAL BOROUGHS[A]	18		18		18	
RESULTS FOR 6 BOROUGHS (SAMPLE)						
APT < 2 days (favourable)	3	50%	2	33%	4	67%
APT = 2 days	1	17%	2	33%	0	0%
APT > 2 days (unfavourable)	2	33%	2	33%	2	33%
	6		6		6	

Source : Service de la concertation des arrondissements.

[A]   The borough of Saint-Laurent uses another application to handle emails, which explains why only 18 boroughs are counted here.

An examination of the results in Table 2 shows that considering the number of boroughs with a APT equal to or less than two days, over 60% of them met the criterion in the first quarter of 2017. The same conclusion applies to the boroughs in our sample.

BY OPERATIONAL UNITS

Concerning the operational units' RFS handling time, for the target boroughs, we considered the period from recording in the GDC to closure for some activities. Table 3 presents the target handling time for RFS and their percentage of resolution (within or exceeding the target time) concerning requests and complaints closed between May 2016 and April 2017.

TABLE 3 – PERCENTAGE OF RESOLUTION OF RFS WITHIN TARGET TIME BETWEEN MAY 2016 AND APRIL 2017

ACTIVITIES/BOROUGHS	TOTAL RFS CLOSED[A]	TARGET RESOLUTION TIME IN DAYS	% RESOLVED WITHIN TARGET TIME	% RESOLVED AFTER TARGET TIME
POTHOLES				
Ahuntsic-Cartierville	734	14	39%	61%
Anjou	211	14	65%	35%
Côte-des-Neiges–Notre-Dame-de-Grâce	572	5	7%	93%
Pierrefonds-Roxboro	86	14	54%	46%
Rivière-des-Prairies–Pointe-aux-Trembles	243	14	71%	29%
Verdun	100	14	55%	45%
RECYCLING PICKUP				
Ahuntsic-Cartierville	474	3	23%	77%
Anjou	153	1	14%	86%
Côte-des-Neiges–Notre-Dame-de-Grâce	307	90	85%	15%
Pierrefonds-Roxboro	252	7	34%	66%
Rivière-des-Prairies–Pointe-aux-Trembles	514	1	20%	80%
Verdun	146	30	86%	14%
GARBAGE PICKUP				
Ahuntsic-Cartierville	985	7	44%	56%
Anjou	172	2	17%	83%
Côte-des-Neiges–Notre-Dame-de-Grâce	931	5	24%	76%
Pierrefonds-Roxboro	450	7	36%	64%
Rivière-des-Prairies–Pointe-aux-Trembles	778	1	32%	68%
Verdun	150	30	87%	13%

Source : Excerpt from GDC – Bureau du vérificateur général.

[A]   RFS concerning requests and complaints closed between May 2016 and April 2017.

A general observation can be made concerning the target resolution time for requests and complaints. These target times are not consistent from one borough to the next for the same type of intervention and are set based on the operational constraints specific to each borough. As might be expected, in general, the longer the target resolution time, the more likely the borough is to respond to more RFS on time. Inversely, the shorter the target resolution time, the fewer RFS are resolved on time. The lack of consistency makes it impossible to compare the boroughs and gives a better impression of boroughs where the target time is long, although we are aware that there may be differences among the boroughs.

To harmonize the practices, the city is currently standardizing the resolution times for the nine most requested activities, as part of a pilot project with eight boroughs, three of which were part of our audit (the boroughs of Côte-des-Neiges–Notre-Dame-de-Grâce, Rivière-des-Prairies–Pointe-aux-Trembles and Verdun).

To set the optimal target resolution times, the SPO held workshops with the managers of the activities in question in order to establish standard resolution times, which were then adjusted downward by the executive committee. The public works managers in the boroughs in our sample with whom we met found in general that the revised times were unrealistic, because they do not take into account the operational constraints in the field.

TABLE 4 – TARGET RESOLUTION TIMES FOR REQUEST AND COMPLAINTS IN 2017

ACTIVITIES	RESOLUTION TIME IN DAYS	
	PROPOSED BY THE SPO	REVISED BY THE EXECUTIVE COMMITTEE
Potholes	14	7
Maintenance of urban furniture	30	30
Maintenance of park furniture	30	30
Defective lighting	14	10
Parks – Cleanliness	7	3
Cleaning in the public domain	14	3
Graffiti – public domain	30	21
Graffiti – private domain	30	21
Collection of tree branches – emerald ash borer	14	10

Source : Service de la performance organisationnelle 2017.

Since 2015, as part of the institution of a <u>results-oriented culture</u> for <u>customer service</u> and <u>performance</u>, the Direction générale defined five major priorities[10] for the entire city and identified related performance objectives.

To this end, one of the priorities, for the boroughs, is related to the nine activities that must be prioritized in the field. The indicator to meet is the target resolution time for requests and complaints related to these activities.

To assess the performance of the boroughs and the work teams, since 2016 and under the 311 service re-engineering program, eight pilot boroughs were retained to test the use of the 311 dashboard, which gives various operational information in real time for a given period, such as the number of open, on-time and late RFS.

It also gives information about RFS to be handled, RFS that have been completed or reactivated, the specific performance for the activity and the overall performance for the administrative unit. This information is available by borough, by administrative unit and by activity, limited, for the time being, to the nine pilot activities. We feel that the 311 dashboard allows the borough managers and the operational unit managers to continuously track and assess the performance of their interventions. The expansion of its use to the other boroughs is planned for the first quarter of 2018.

RECOMMENDATIONS	
3.3.B.	**We recommend that the Centre de services 311 establish performance indicators for all important components of the 311 service, including the service quality at the Bureaux Accès Montréal service counters, to be able to assess this method of service offered to the citizens of Montréal.**
3.3.C.	**We recommend that the Direction générale take the necessary steps to encourage the harmonization of the target resolution times for important recurring activities, in order to facilitate comparisons among the business units and offer comparable services across the city.**
3.3.D.	**We recommend that the boroughs of Ahuntsic-Cartierville, Anjou, Côte-des-Neiges–Notre-Dame-de-Grâce, Pierrefonds-Roxboro, Rivière-des-Prairies–Pointe-aux-Trembles and Verdun meet the recognized Norme de service for the provision of citizen services to demonstrate that every effort is being deployed to achieve the established targets and offer quality services.**

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10   1- Presence at work and OHS, 2- Human resource management, 3- Continuous improvement, 4- Client experience, 5- Three-year capital works program. (Source: Direction générale.)

3.3.E. **We recommend that the Direction générale take the necessary steps to expand the use of the 311 dashboard to all business units, in order to encourage informed decision-making and improve the quality of the services offered to the citizens of Montréal.**

3.3.F. **We recommend that the Direction générale review the establishment of target resolution times set by the executive committee in light of the constraints mentioned by the boroughs or that provisions be made to enforce them.**

BUSINESS UNITS' RESPONSES

3.3.B. *Centre de services 311*

[TRANSLATION] *Produce the new service offering of the Centre de service 311 (e.g., performance indicators, hours of operation, service inventory, coaching).* **(Planned completion: June 2018)**

Develop dashboards and accountability reports to be forwarded on a regular basis to track performance and quality. **(Planned completion: June 2018)**

Implement a coaching program and coaching tools to support agents in their delivery of services to citizens. **(Planned completion: June 2018)**

3.3.C. *Direction générale*

[TRANSLATION] *The service statement to be produced (see recommendation 3.1.2.B) will set the deadlines in keeping with the limits of the governance framework, as mentioned above.* **(Planned completion: September 2021)**

3.3.D. *Ahuntsic-Cartierville borough*

[TRANSLATION] *Service standards are currently under review by the Centre de services 311 (Service de la concertation des arrondissements). The purpose of the review is to replace qualitative indicators with quantitative indicators.*

For over a year now, we have been teaching them to find the required information on their own and providing support for online transactions. This has led to an increase in the delay in the delivery of telephone and counter services. **(Planned completion: December 2018)**

Anjou borough

[TRANSLATION] *Schedule a meeting between the Director of Public Works and the heads of division to clarify the role of foremen regarding their*

involvement in the Système de gestion des demandes de travail.

Set specific objectives to this effect via the 2019 performance management specifications.

Launch a strategic discussion on optimizing the internal processes of the Direction de l'aménagement urbain et des services aux entreprises regarding the processing and delivery of permits and certificates and the processing of service requests.

Finalize the blitz for permit and inspections of the built domain and public domain with the exception of the traffic component.

Quantify the processing delay of requests for a site planning and architectural integration and minor exemption program.

Develop and implement a dashboard and related objectives.
(Planned completion: December 2018)

Côte-des-Neiges–Notre-Dame-de-Grâce borough

[TRANSLATION] Given the current reorganization of the Réseau Accès Montréal, we are awaiting new instructions and final orientations regarding the administrative framework for the management of citizen requests.

The goal is to strike a balance between providing the right answers and providing them in a timely manner.
(Planned completion: to be determined)

Pierrefonds-Roxboro borough

[TRANSLATION] Delay previously reviewed in the system, 40 activities with 80% of client requests.
(Planned completion: completed since last year – 2017)

Two television sets at public works enabling employees to track their performance. ***(Planned completion: 2017)***

Two television sets were installed at the Direction de l'aménagement urbain et des services aux entreprises enabling employees to track their performance. ***(Planned completion: May 2018)***

Review the delays in the Système de gestion de demandes clients for the Direction de l'aménagement urbain et des services aux entreprises.
(Planned completion: May 2018)

Give more employees access to the Système de gestion de demandes clients at the Direction de l'aménagement urbain et des services

aux entreprises (secretaries of the administrative unit, head of division, contract management clerk, landscape architect).
(Planned completion: May 2018)

Rivière-des-Prairies–Pointe-aux-Trembles borough

Phone calls:

- *[TRANSLATION] When the Agents de communications sociales (seven permanent staff) are absent, use banked hours to ensure there is always someone available to answer the phone on higher volume days: Monday, Tuesday and Friday. (Planned completion: April 2018)*

- *Listen in on phone calls and provide feedback or training to ensure rapid, yet client-focused telephone support.*
  (Planned completion: May 2018)

Email:

- *[TRANSLATION] Regularly follow up with the Agents de communications sociales to make sure they are responding to the virtual Bureaux Accès Montréal within the prescribed deadlines. (Planned completion: April 2018)*

Management of Client Requests:

- *[TRANSLATION] At the beginning of each month, a statistical report is sent to the managers of each department (head of section, the divisions, manager and borough manager) showing their performance and the active, created and closed service requests for the month.*

- *Follow up is done with the head of section – Service à la clientèle when irregularities are detected, for example, an unassigned service request, requests that require follow up or a call from an expert with various departments and cases where the follow-up is done during the service request or directly with the citizen.*

- *The head of section – Service à la clientèle reminds the departments to close the requests. (Planned completion: April 2018)*

Public Works

Requests

- *[TRANSLATION] Foremen take on the requests in the Système de gestion des demandes de travail on a daily basis.*

- *They know and comply with the deadlines on issue resolution.*

- *If a request necessitates contact with a citizen, this is done.*

- *If we cannot solve the request within the prescribed deadlines, the foreman contacts the citizen.*

- *Thorough follow-up on* PowerBI *(Business Intelligence) is done by managers.*
- *During statutory meetings between heads of division and foremen, the performance of the department is discussed based on* PowerBI *(Business Intelligence) reports and avenues for solutions are identified to ensure continuous improvement.*

Complaints

- *[TRANSLATION] Foreman contacts the citizen upon receiving the complaint.*
- *Complaint is validated.*
- *Corrective measure is applied or requested service is provided.*
- *Contact the citizen again to follow up on the complaint.*
- *Implement an action plan to correct irregularities and improve the client experience.*

Head of section discusses complaints with all foremen during the monthly statutory meeting to prevent the recurrence of similar complaints. **(Planned completion: April 2018)**

Verdun borough

[TRANSLATION] The 80% response rate in 100 seconds, which is the service standard, is rarely met. Vacant positions need to be filled to improve the response rate. We are waiting for status updates from employees on leave to stabilize the situation.
(Planned completion: May 2018)

Every week, consult the Power BI *(Business Intelligence) dashboard to identify the areas that need improvement in order to meet the service standards.* **(Planned completion: April 2018)**

3.3.E.   *Direction générale*

[TRANSLATION] This recommendation is already being implemented and is one of the priority objectives of the Direction générale for 2018. All units are involved in this process and the Service de la performance organisationnelle is ensuring the follow-up.
(Planned completion: until September 2019)

3.3.F.   *Direction générale*

[TRANSLATION] Deadlines set for the nine public works activities that were harmonized as part of the "Tableau de bord 311" pilot project will be reviewed and subsequently amended, as needed.
(Planned completion: September 2018)

3.4. ACCOUNTABILITY REPORTING AND CONTINUOUS IMPROVEMENT

3.4.A. BACKGROUND AND FINDINGS

In this audit, we examined the city's procedures and practices that allow for periodic accountability reports to assess its performance. We also examined whether this accountability reporting allows corrective measures to be taken, if required, to serve the citizens better.

The 2007 Gestion du RAM administrative framework stipulates that the boroughs must periodically report on their management of citizen requests to the appropriate authorities.

We found that the SCA produces a variety of reports for the Direction générale concerning the management of citizen requests since the RAM was instituted. These reports are filed quarterly, and are based, for example, on the number of citizen requests by type and by origin, and on the most common activities. Finally, the SCA presents and comments on all the data compiled from the NDS and performance indicators. This accountability reporting seems adequate to us and is carried out regularly.

Moreover, with regard to the boroughs, we also found that a variety of statistical reports on the handling of RFS, the resolution times by activity and the NDS are produced by the Direction des services administratifs et du greffe in all six of the boroughs in our sample. They are addressed to both the managers of the administrative units and to the borough director. Furthermore, in some cases, accountability reporting also takes place at the borough council.

It is important, however, for the city to commit to a continuous improvement process. In this regard, we found no evidence that the boroughs have set up mechanisms to analyze the causes of the requests and complaints received in order to make the appropriate changes, where necessary, to improve the quality of the services offered to the citizens.

RECOMMENDATION	
3.4.B.	**We recommend that the boroughs of Ahuntsic-Cartierville, Anjou, Côte-des-Neiges–Notre-Dame-de-Grâce, Pierrefonds-Roxboro, Rivière-des-Prairies–Pointe-aux-Trembles and Verdun establish mechanisms to analyze the causes behind the requests and complaints in order to take permanent corrective measures, where applicable, and improve the quality of services offered to the citizens.**

BUSINESS UNITS' RESPONSES

3.4.B.

Ahuntsic-Cartierville borough

[TRANSLATION] On the public works front, we are constantly in analysis mode for causes in order to be more proactive (e.g., if many pothole requests for a small section of road, we will plan more permanent repair work, not just crack sealing, to avoid repeat requests). We are trying to apply this same proactive logic to all our activities.
(Planned completion: December 2018)

Anjou borough

[TRANSLATION] Generate a monthly report of requests and complaints per direction.

Establish the causes of the requests and complaints, analyze them and identify preventive measures, as needed.

Twice a year, evaluate the positive impact of the preventive measures on the number of requests and complaints.

Include this item in the meeting agenda of the Commission des travaux publics.

Include this as an item on the agenda of statutory management meetings. ***(Planned completion: December 2018)***

Côte-des-Neiges–Notre-Dame-de-Grâce borough

[TRANSLATION] Immediately respond to complaints and requests.

Update 311 files. ***(Planned completion: December 2018)***

Pierrefonds-Roxboro borough

[TRANSLATION] Monthly meeting of public works on recurring requests to identify corrective actions. ***(Planned completion: April 2018)***

Monthly Construction meeting on recurring requests to identify corrective actions. ***(Planned completion: April 2018)***

Rivière-des-Prairies–Pointe-aux-Trembles borough

BAM

- *[TRANSLATION] Check the origins of service requests monthly and provide the divisions involved with statistical reports.*

- *During special activities (e.g., pruning) a solution has been proposed to improve customer service (e.g., call citizens or enter a later deadline in their service requests, but ensure that their request is processed).*

- *Occasional meetings with the different departments during special activities that require adjustments. **(Planned completion: April 2018)***

Public Works

Various Collections

[TRANSLATION] A request follow-up file will be completed.

*The subject and origin of the request to identify the most common requests and find sustainable solutions. **(Planned completion: April 2018)***

Snow Removal

[TRANSLATION] All requests are handled by the foreman, who ensures that the staff or entrepreneurs take the necessary measures to improve the quality of the service.

*For activities not mentioned above, the foremen will need to develop a mechanism to identify repeat requests and provide sustainable corrective measures. **(Planned completion: April 2018)***

Complaints for all Activities

*[TRANSLATION] A complaint follow-up form will be completed by heads of section. This will enable the origin and source of dissatisfaction of citizens to be identified and the necessary corrective measures to be taken in order to improve the quality of services to citizens. **(Planned completion: April 2018)***

Verdun borough

*[TRANSLATION] From now on, one report per division will be produced. It will present the variations for each type of request and comments will be included for non-standard variations. **(Planned completion: April 2018)***

4. CONCLUSION

The Direction générale's approval, in 2007, of the *Gestion du Réseau Accès Montréal* administrative framework signalled the city's commitment to embarking on several structuring projects related to the offer of citizen services. The framework specified the management rules to be shared by all business units in the boroughs and the central services to ensure that the Réseau Accès Montréal could meet the needs and expectations of the citizens and be effective and efficient, and to ensure that the citizens of the city would receive high-quality services.

In general, in our audit, we have found that the city has made a series of transformations, anchored in a vision in which organizational performance and client experienced are closely linked. With this in mind, the Direction générale established a management framework that allowed value-added activities to be implemented by simplifying methods and promoting recognized best practices. These initiatives led to the creation, in 2015, of the Bureau de l'expérience client and, just recently, the Direction du service 311 to allow the city to provide even better service to Montrealers.

Nevertheless, despite all these efforts, there is room for improvement to ensure that the city is offerings its citizens the best services. This is why we have recommended a variety of corrective measures to this end:

- The city needs to broadly update the administrative framework approved in 2007 when the 311 service was launched to reflect major changes that have affected the governance, technological tools and operational processes of the 311 services. This framework should include a formal statement of services to the citizens and a communications strategy to increase knowledge of the 311 service among the public.

- It is essential for the Banque d'information 311, which contains documentation about the services offered by the city, to be updated regularly, to more accurately reflect the information the citizen has the right to expect.

- The city should design and deliver a systematic continuing education program for the Agent de communications sociales to keep their knowledge up to date about the various topics related to the city's activities.

- The city should harmonize the boroughs' practices for undertaking, handling and closing requests and complaints related to public works operations. The same is true for the target resolution times for Request for Services, which each borough currently establishes based on its own operational constraints.

- It is important to make elected officials aware that all the requests and complaints addressed to them must follow the usual management process (recording in the Gestion des demandes clients) to guarantee optimal and equitable handling of Request for Services received from all the citizens.

- The city should systematically analyze the management reports produced in the accountability reporting process, to identify the causes behind recurring requests and complaints and take permanent corrective measures for certain problems raised.

An issue as important as citizen requests and complaints requires a management process that can solidly join all the links in the Request for Services handling chain. To this end, the municipal administration needs to take the steps required to ensure that all business units support the improvement of the services offered to the citizens, so they can adopt the recognized Norme de service. Finally, special attention should be paid to the development of performance indicators so that high standards can be maintained at all times in terms of the quality of the services offered to the public, in any borough in the territory of Montréal.

5. APPENDICES

5.1. OBJECTIVES AND ASSESSMENT CRITERIA

OBJECTIVES

To ensure that the city has established an adequate management framework and practices for handling citizen requests and complaints, in particular, how it establishes its Norme de service, effectively resolves problems related to requests and complaints, monitors the performance of their handling and reports on it.

To ensure that the city identifies and takes steps to resolve systemic problems related to citizen requests and complaints to serve them better with a view to continuous improvement.

ASSESSMENT CRITERIA

- The city has developed a framework and practices to appropriately manage all requests and complaints received and emphasize the roles and responsibilities of the business units involved in the complaint management process.

- The city reliably undertakes, tracks and resolves requests and complaints based on their prioritization, in a timely fashion and within a reasonable time frame.

- Measurable objectives have been clearly defined, along with reports produced in a timely fashion that adequately track the rapid, appropriate handling of citizen requests and complaints.

- Periodic accountability reporting is used to assess the city's performance, evaluate the quality of the services offered to the citizens and, if necessary, make the changes required to provide better service to the public.

5.2. DEMAND STATISTICS FOR ALL BOROUGHS – JANUARY 2015 TO APRIL 2017

	REQUESTS FOR INFORMATION	REQUESTS	COMPLAINTS	OTHER	TOTAL
Ahuntsic-Cartierville	82,296	60,640	1,156	12,862	**156,954**
Anjou	16,132	21,831	276	2,268	**40,507**
Côte-des-Neiges–Notre-Dame-de-Grâce	47,282	55,932	1,250	10,790	**115,254**
Lachine	22,905	25,438	98	2,199	**50,640**
LaSalle	51,029	32,489	353	2,032	**85,903**
Plateau-Mont-Royal	55,774	56,921	1,143	7,834	**121,672**
Sud-Ouest	61,221	49,995	779	6,823	**118,818**
Île-Bizard–Sainte-Geneviève	25,520	12,500	302	1,108	**39,430**
Mercier–Hochelaga-Maisonneuve	88,439	70,876	1,249	9,569	**170,133**
Montréal-Nord	32,727	38,864	515	2,220	**74,326**
Outremont	26,281	11,220	273	1,366	**39,140**
Pierrefonds-Roxboro	11,262	20,711	978	903	**33,854**
Rivière-des-Prairies–Pointe-aux-Trembles	66,501	78,157	483	5,255	**150,396**
Rosemont–La Petite-Patrie	104,021	72,838	1,045	10,765	**188,669**
Saint-Laurent	68,261	107,698	154	4,868	**180,981**
Saint-Léonard	27,067	25,501	104	2,587	**55,259**
Verdun	48,223	25,925	466	2,156	**76,770**
Ville-Marie	59,122	70,592	645	6,051	**136,410**
Villeray–Saint-Michel–Parc-Extension	59,189	48,833	576	5,520	**114,118**
TOTAL	**953,252**	**886,961**	**11,845**	**97,176**	**1,949,234**
%	**49%**	**45%**	**1%**	**5%**	**100%**

Source : GDC database – Excerpt from the BVG.