

# Understanding Service Costs and Improving Service Delivery

FMI PD Week

Costing Stream – November 19, 2019

Mike Haley,

**Landmark Decisions Inc.** 

### **Agenda**

- The importance, common applications and challenges in Public Sector operational service costing
- The evolution of cost management methodologies
- "The Operational Costing Spectrum" including the role of costing technology
- Costing Technology Illustrations
  - Federal: SAS at Immigration, Refugees and Citizenship Canada (IRCC)
  - Provincial: CBP at Nova Scotia Crown Lending Agencies
  - Municipal: Decimal for ABC/P at City of Montreal
- Q & A





### Why is Service Costing Important?

#### **Fee Proposal**

The responsible authority with respect to a fee must develop a fee proposal that includes the following information:

- (d) the factors taken into account in determining the amount of the fee or the manner for determining its amount; and
- (e) any performance standard that will apply in respect of the fee

#### **Performance Standards**

#### **Obligation**

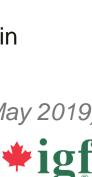
4 The responsible authority with respect to a fee must ensure that a *performance standard* is established in respect of the fee, in accordance with Treasury Board policies or directives, if any.

#### Accessibility

6 The responsible authority with respect to a fee must ensure that the performance standard established in respect of the fee, or any amended standard, is *accessible to the public*.

GC Service Fees Act S,C. 2017, c.20,2.451 (May 2019)





### **Common Applications of Costing**

- Understanding the impact of legislative or policy changes
- Decisions about offering a new service or program
- Level of service decisions
  - Cost-recovery decisions
  - Capital investment decisions
- Make-or-buy decisions
  - Decisions about reorganizations



TBS Guide on Cost Estimating, June 2019





### **Common Challenges in Public Sector Costing**

Current approaches to operational service costing have significant weaknesses that seriously handicap managers' effectiveness

#### Some of the perceived limitations of traditional costing approaches:

- Limited to a small number of specialized personnel
- Lack of confidence in the data used to generate accurate costs
- Too detailed/time consuming...too many iterations
- Lack of adaptability (flexibility to change)
- Lack of alignment with organizational performance
- Lack of buy-in from all areas of management





### **Various Techniques to Estimate Costs**

- Activity-based costing identification of direct and indirect costs and aligning these with the
  departmental categorization of costs by activity to determine program or project cost. The cost
  allocations should be reasonable, consistent and documented
- Extrapolation from actuals use of actual cost experience or trends to estimate future costs for the same project
- Analogous adjustments from a previously similar cost estimate using objective (vs. subjective) differences
- Parametric statistical approach using regression analysis of historical cost data as it relates to key cost drivers
- Bottom-up decomposing large programs/projects into components and then developing/summing component cost estimates

TBS Guide on Cost Estimating, June 2019





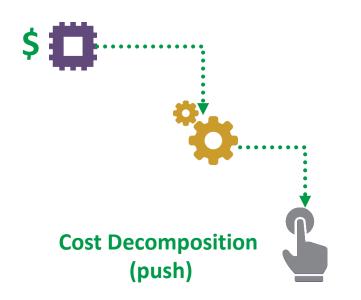
### **Evolution of Cost Management Methodologies**

TRADITIONAL COSTING

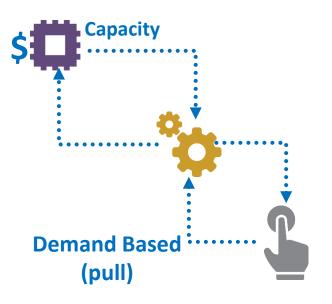
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Allocations
&
Percentages

"TOP DOWN"
Activity Based Costing (ABC)



"BOTTOM UP"
Activity Based Planning (ABP)





**Services and/or Products** 





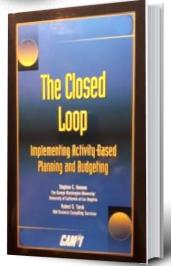




### **Activity-Based Planning (ABP)**

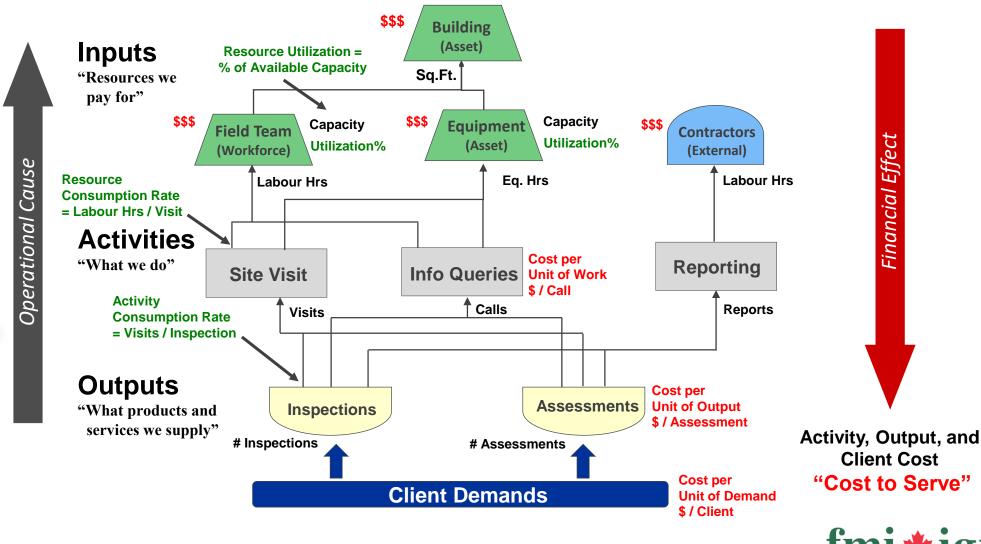
Using Business Process Modeling (BPM) and CAM-I's "Closed Loop" Approach





#### **Performance Indicators**

- **Process-based Indicators**
- Cost-based Indicators







**Client Cost** 

Financial Effect

### **Attributes of a Credible Cost Estimate**



Participative - wide range of stakeholders and SMEs are engaged in developing/using



Comprehensive – clear boundaries in terms of time and scope



Data driven - recently obtained data from objective, primary sources



• Risk-assessed - understanding, prioritization, and testing of uncertainties in cost drivers



Accurate – use of an appropriate technique and validation of cost estimates



Relevant – information to develop cost estimates is current and meaningful



 Documented – development of a "cost estimate report" that details methodology so as to withstand scrutiny/audit and allow readers to assess the credibility and maturity of the estimates including the ability to reproduce results



All enhanced with ABP

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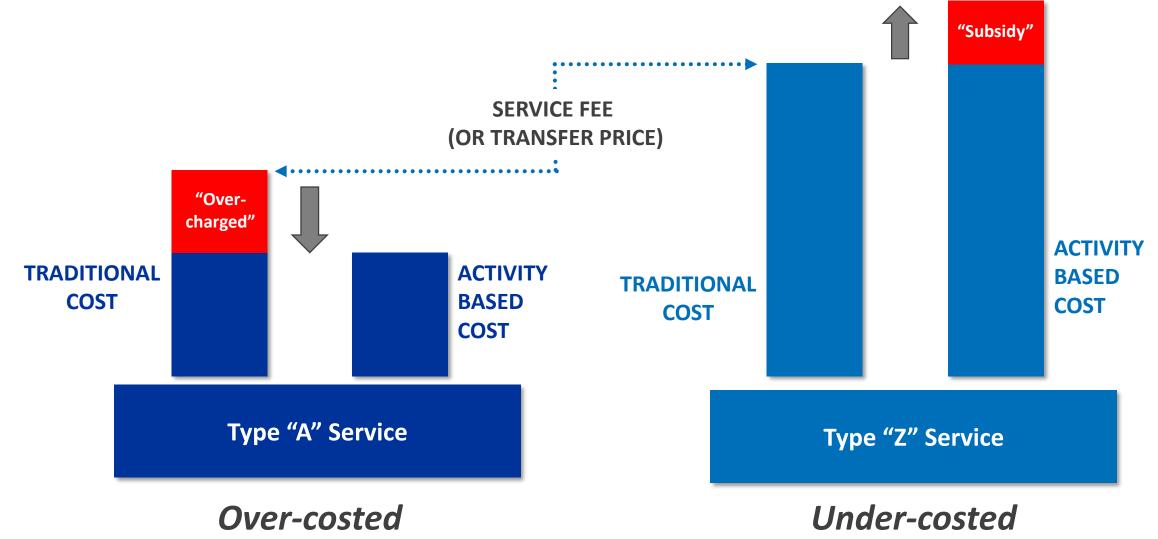
## "The Operational Costing Spectrum"

	Cost Allocations	Activity-Based Costing (ABC)	Activity-Based Planning (ABP)				
Basic Concepts	<ul> <li>Direct costs attribution where available</li> <li>Pooling and allocation of indirect/overhead costs using high-level assumptions (i.e. FTE, output volumes)</li> </ul>	<ul> <li>"Top Down" 2-stage push of resource costs through activities to cost objects</li> <li>Introduction of more elaborate "cost drivers" to manage allocations</li> </ul>	<ul> <li>"Bottom Up" operational flow calculation to establish</li> <li>"Top Down" financial flow</li> <li>Capacity utilization determines resource requirements</li> <li>Identification of fixed, step-fixed and variable resource</li> </ul>				
Focus	Reporting of high-level program output/service costs	More accurate program output/service costing     Identification of activity costs	<ul> <li>Operational improvement impacts on program output and service costs</li> <li>Developing future plans/budgets</li> </ul>				
Data Requirements	<ul><li>Bill of material costs</li><li>Direct labour tracked costs</li><li>Overhead costs from financials</li></ul>	<ul> <li>Resource costs from financials</li> <li>Activity driver quantities</li> <li>Revenue (as appropriate)</li> </ul>	<ul> <li>Resource consumption rates</li> <li>Activity quantities and consumption rates</li> <li>Operational capacity levels</li> </ul>				
Typical Users	Cost Accountants	• Finance	Multi-functional managers				
Benefits	Quick     Easily understood     No software investment	<ul> <li>Inclusion of operational data that act as "cost drivers"</li> <li>Multi-stage allocations for improved indirect cost attributions (i.e. overhead)</li> </ul>	<ul> <li>Understanding resource constraints/utilizations</li> <li>Dynamic scenario-playing</li> <li>Collaborative approach with non-financial managers</li> </ul>				
Challenges	<ul> <li>High-level assumptions</li> <li>Snapshot in time</li> <li>Frequent disagreements on allocation approaches</li> </ul>	<ul> <li>"Owned" by finance</li> <li>Misleading extrapolations using unit cost information</li> <li>Limited scenario-playing</li> </ul>	Gathering reliable operational data     Specialized operational modeling skills				
Supporting Tools	• Excel • ERP Systems	Excel     ERP Systems     ABC Software	<ul> <li>Some ABC Software – SAS, Decimal</li> <li>Specialized Business Process Modeling (BPM) Software – Collaborative Business Planning (CBP)</li> </ul>				





### Why is Service Costing Important?









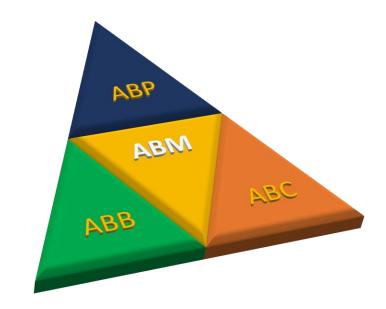
# Immigration, Refugees and Citizenship Canada Passport Canada

Activity-Based Management (ABM) at Passport Canada, is a continuous improvement tool that provides information to facilitate strategic and management decisions by gaining insight about :

- Profitability and cost of business activities, access channels and products/services;
- Capacity and resource requirements;
- Pricing strategies; and
- Ad-hoc analysis

#### **ABM Components**

- Activity-Based Planning (ABP)
- Activity-Based Budgeting (ABB)
- Activity-Based Costing (ABC)









#### Immigration, Refugees and Citizenship Canada Key Business Challenges

Understanding the impacts of business changes and enhancements related to:

- Simplified renewal process
- Distribution (shipping rates and processes)
- Introduction of lean methodology in the mail-in and print centres environments
- Workload management

Predicting the financial and/or capacity requirements for new initiatives such as:

- 10-year validity ePassport
- Remote entitlement

Determining reliable pricing strategies for:

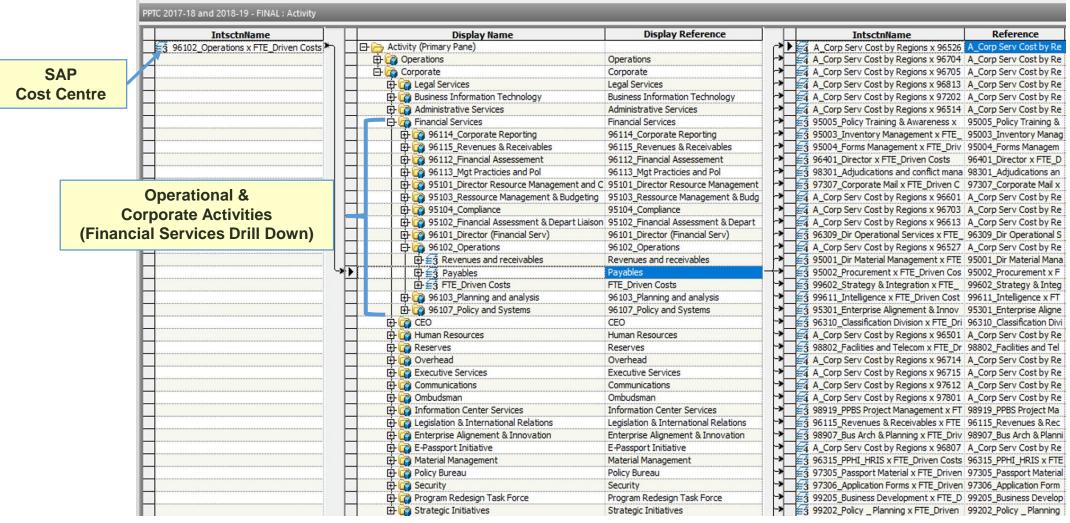
- New products and/or services (i.e. ePassport, Official Travel)
- Working with client partners (i.e. Service Canada)







# Immigration, Refugees and Citizenship Canada SAS Cost & Profitability Management



Pooling of corporate costs to allocate to outputs (Processing activities and passport document)

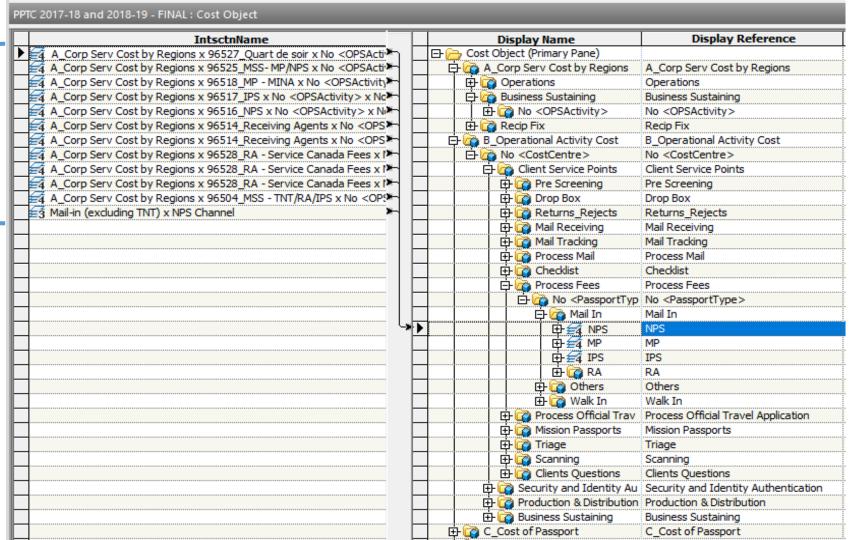






# Immigration, Refugees and Citizenship Canada SAS Cost & Profitability Management

Pooling of corporate costs to allocate to outputs (Processing activities and passport document)



Organizational
Outputs
(Cost Objects)

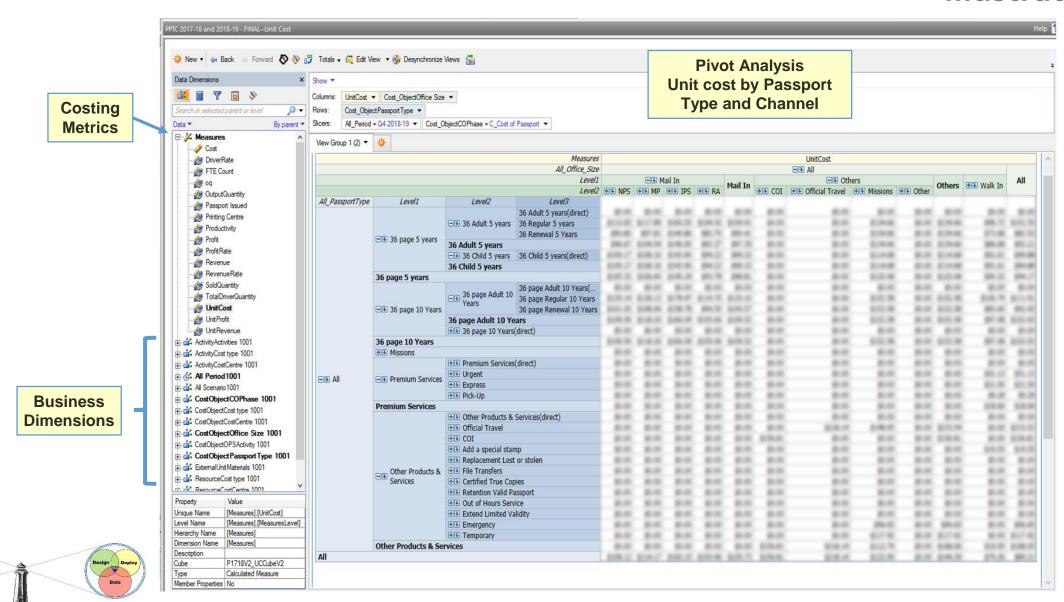






Performance Alignment Solutions

# Immigration, Refugees and Citizenship Canada Illustrative Results





#### Immigration, Refugees and Citizenship Canada Key Benefits Realized

#### **FTE** requirements

 Establish an FTE requirement baseline based on forecast volume to support the budgeting process

#### **Quarterly reports**

Capacity and Productivity segments are presented quarterly to Senior Management.

#### Ad-hoc analysis

- Requested by both senior and first level management, such as:
  - Walk-in office actual group and level composition compared to ABP recommended composition
  - Impact of central index replacement
- ABP models allows for what-if scenarios on business process changes and provide quantitative information to support decision making.

#### **Saving initiatives**

• Periodic saving analysis done for the organization, ideas are raised by various sections and evaluated by the ABM team. Findings are presented to Senior Management for decision.









### Nova Scotia Crown Lending Agencies

**Organizational Overview 2018-19** 

**Number of Offices: 3** 

Number of Staff: 26

**Operating Expenses: \$2.5 M** 



Number of Clients: ~500 ~600

Total Loans in Service: ~800 ~750

Approx. Value of \$164 M \$124 M Portfolio (\$M):









# Nova Scotia Crown Lending Agencies Key Business Challenges

- Legacy Acts and Regulations coming from 2 different provincial departments (Agriculture and Fisheries & Aquaculture)
- Historical business processes with many unique characteristics/steps
- Outdated Loan Administration systems
- Labour capacity issues (staffing, roles and responsibilities)
- Competitive pressures from commercial banks









# Nova Scotia Crown Lending Agencies Collaborative Business Planning (CBP) Technology

- Employed an Activity-based Planning (ABP) via Business Process Modeling (BPM)
- Leveraged Lean Kaizen initiative to document/understand business process flows and develop initial operational data
- Conducted more detailed activity analysis at all levels for enhanced operational data and full workload allocations
- Built a costed Business Process Model (BPM) using Collaborative Business Planning (CBP)
- Validated the model results against 2018-19 fiscals
- Developed detailed operational and financial analysis reports for key activities and outputs
- Evaluated various Lean initiatives (via scenario-playing) in terms of potential resource capacity and cost savings









# Nova Scotia Crown Lending Agencies Workload Analysis (Operational Data)

Activities Loan	d Roles:	Step 1 Activity Description		FTEs: (Total FTEs for this Role)	3.5	Sten 2	St	2			_		
Loan						Step 2 Step 3			Step 4				Step 5
Loan		Activity Description				Est. % of Total Time	<u>Volume Estimates</u>		<u>Unit</u>	<u>Total</u>	<u>Total</u>	% of	% Time
25			<u>Unit of measure</u>	Triggers (what drives this activity)	Next Step (what this activity supports)	by Activity	Number	<u>per</u> Time Period	Level of Effort (in Hrs)	Annual Volume Calc.	Annual Time Calc.	Time Calc.	Difference (Green is within 3%)
Clients	· ·	al loan request on the phone cumenting with a call note	# of calls	Client Initiated. They call the Farm Loan Board	Potential new loan application	15%	3.5	per day	1.17	756.0	884.5	16.3%	1.3%
	loan applicatio	t most likely at the farm to pick up on and relevant informatiuon this meetings and may not result in a	# of meetings	Initial call and a loan seems plausable	Write up loan summary	17%	7	per week	2.67	329.0	878.4	16.2%	-0.8%
Loan ry	Manager. Call a	summary for review by Risk and meet with clients again to ns and finalize loan summaries	# of applications/ loan	The number of loan applications	Review by Risk Manager	25%	7.5	per month	13.50	90.0	1215.0	22.4%	-2.6%
rence d	ce Review Concurr Commitment Let	ence and write/review the tter	# of Concurrences	The amount of Concurrences	Provide Commitment Letter to Client	4%	7.5	per month	1.80	90.0	162.0	3.0%	-1.0%
nt to sign ment letter	-	ient/ phone call/ email to review lly at their farm	# of commitment letters	the need to present the terms of the loan to the client	Have Admin Staff send to legal counsel for documentation	2%	7.5	per month	1.35	90.0	121.5	2.2%	0.2%
s for legal		counsel and admin on questions and other general	# of loans	the commitment letter	the funding of the loan	4%	7.5	per month	1.80	90.0	162.0	3.0%	-1.0%
/ Releases	· ·	y Release (Lilac Sheet) for review by and Credit Manager	# of releases	Client request security be released	Release of security	5%	7	per month	4.00	84.0	336.0	6.2%	1.2%
Reviews	riews Prepare Annual	reviews of selected accounnts	# of annual reviews	Internal driven by FLB's Accounting Department	to obtain an overall annual loan loss	4%	28	per year	7.00	28.0	196.0	3.6%	-0.4%
ement		ents to get them to pay their loan lop a plan to getthem back ontrack	# of arrears accounts	Client has not paid their loans as agreed	Get loans back in good standing	4%	17	per month	1.00	204.0	204.0	3.8%	-0.2%
Projects/ ies		tside commitments	# of projects	Request by Management	Networking/ Public Releations	6%	30	per year	10.00	30.0	300.0	5.5%	-0.5%
ime	attend a worksh	ed to travel to meet with a client, hop (receiving or delivering), or quired event. The time would be	# of travel events	Requested attendance at a meeting/event	Information deliver/receipt	7%	7	per week	1.50	329.0	493.5	9.1%	2.1%
er Activities		ivities that collectively take more	Estimated Hrs/week	Left initentionally blank	Left initentionally blank	3%	Total Time	per week	4.50	N/A	211.5	3.9%	0.9%
	Activities relate updating skills,	ed to receiving educational training, , and conducting personal research	Estimated Hrs/year	Left initentionally blank	Left initentionally blank	2%	Total Time	per year	70.00	N/A	70.0	1.3%	-0.7%
:h, ional iment and	A collection of a		Estimated Hrs/week	Left initentionally blank	Left initentionally blank	2%	Total Time	per week	4.00	N/A	188.0	3.5%	1.5%
•	ı,	than 5% of your  Activities relate updating skills, nent and (vs. project relate A collection of	than 5% of your time here Activities related to receiving educational training, updating skills, and conducting personal research	than 5% of your time here Hrs/week  Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management Hrs/week	than 5% of your time here Hrs/week  Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management Hrs/week Left initentionally blank	than 5% of your time here  Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management  Hrs/week  Left initentionally blank  Left initentionally blank	than 5% of your time here  Hrs/week  Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management  Hrs/week  Left initentionally blank  Left initentionally blank	than 5% of your time here  Hrs/week Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management  Hrs/week Left initentionally blank Total Time	than 5% of your time here  Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management  Total Time  Left initentionally blank  Total Time  Per week  Total Time  Per week  Left initentionally blank  Left initentionally blank	than 5% of your time here  Hrs/week Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management  Hrs/week Left initentionally blank Total Time  Per week 4.50  Total Time Per week 4.50  Total Time Per week 4.00	than 5% of your time here  Hrs/week  Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management  Hrs/week  Left initentionally blank  Z%  Total Time  Total Total Time  Per week  4.50 N/A  Time  Per week  4.50 N/A  Total Time  Per year  Total Total Time  Per week  4.50 N/A  N/A  N/A  Left initentionally blank  Left initentionally blank	than 5% of your time here  Hrs/week Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  A collection of administrative activities such as mandatory department training, management  Hrs/week Left initentionally blank Lef	than 5% of your time here  Hrs/week Activities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  Actilities related research Activities related research Actilities related to receiving educational training, updating skills, and conducting personal research (vs. project related research).  Accilication and mandatory department training mandatory dep

#### 24.1 FTE across 13 Roles

Practical Capacity Calculations	Avg.Est.
Paid Working Days (less Stats)	251
Avg. Annual Vacation	20
Avg. Sick Leave	4
Avg. Other Leave	4
Net Working Days	223
Hours/Day	7
Breaks	0.5
Net Working Hrs/Day	6.5
Annual Practical Capacity (Hrs) per FTE	1450





Total Time Calc. (Hrs) 5422 100%

FTE Calc. 3.74

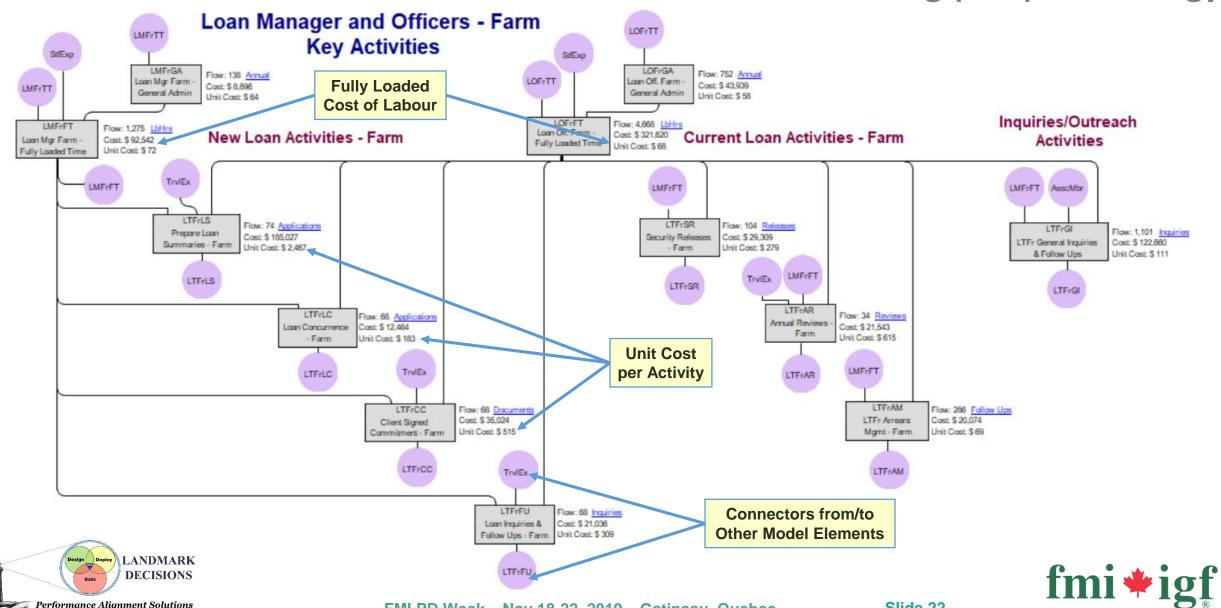
FTE Difference + 0.24





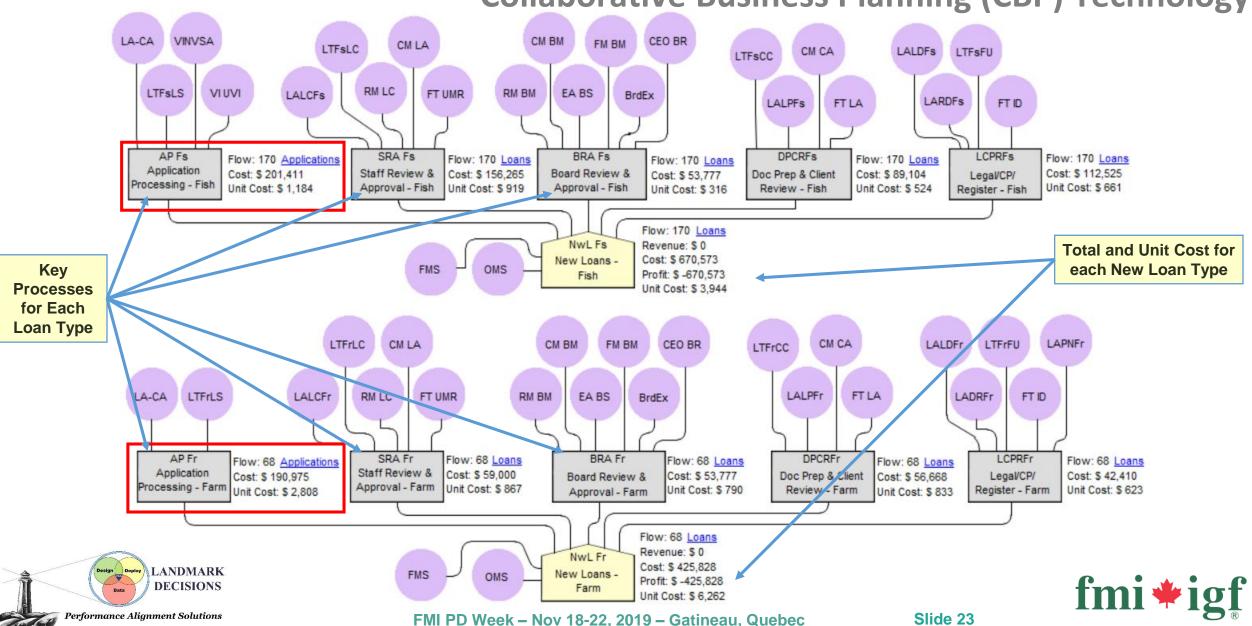
### **Nova Scotia Crown Lending Agencies**

**Collaborative Business Planning (CBP) Technology** 





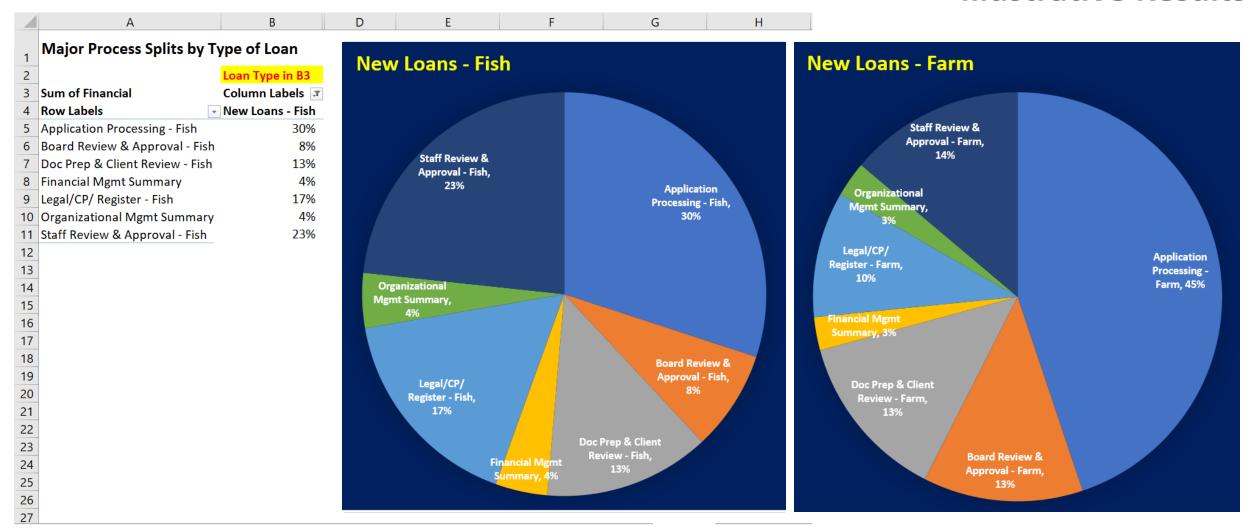
# Nova Scotia Crown Lending Agencies Collaborative Business Planning (CBP) Technology





### **Nova Scotia Crown Lending Agencies**

**Illustrative Results** 









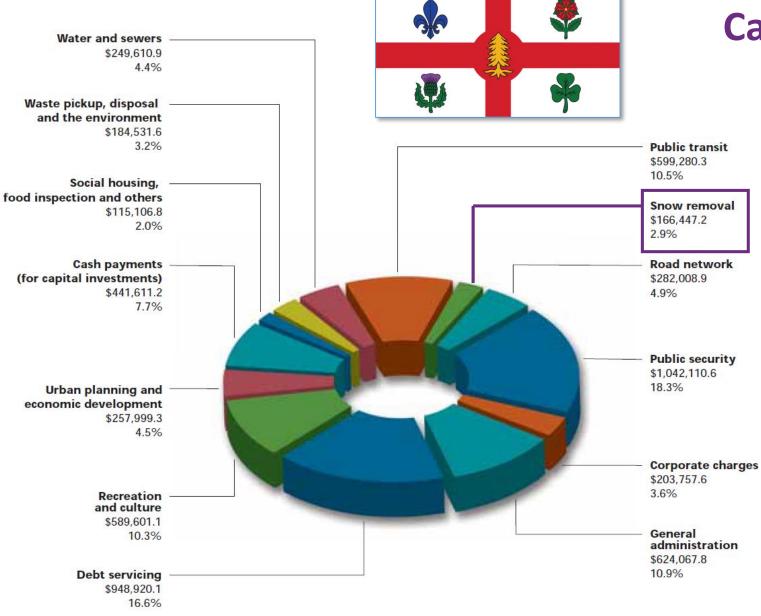


# Nova Scotia Crown Lending Agencies Key Benefits Realized

- Workload analysis "who's on first"?
- Operational modeling/costing
  - visual map of business and cost flows including resource utilization/constraints
  - comparative analysis of different work streams towards unified process
  - identification of "big hitter" costs for "explanation" and as targets for optimization
- "Lean Experiments" testing determination of potential impact on resource capacity and costs to aid in prioritization of experiments
- Future state scenario playing simulate expected service demand changes and their impact on operations and costs including staffing requirements







# Case Study – City of Montreal Organization Overview 2018

19 Boroughs

**Population: 1.8 Million** 

**Operating Expenses: \$5.7 B** 

4000 km of Streets

1000 Snowplows

400 Salt/Abrasive Vehicles

140,000 tonne of Salt/Abrasives

300,000 truckloads dumped







### Case Study – City of Montreal Key Business Challenges

Snow removal is a challenge for every city with many unique characteristics (aka cost drivers) that must be considered:

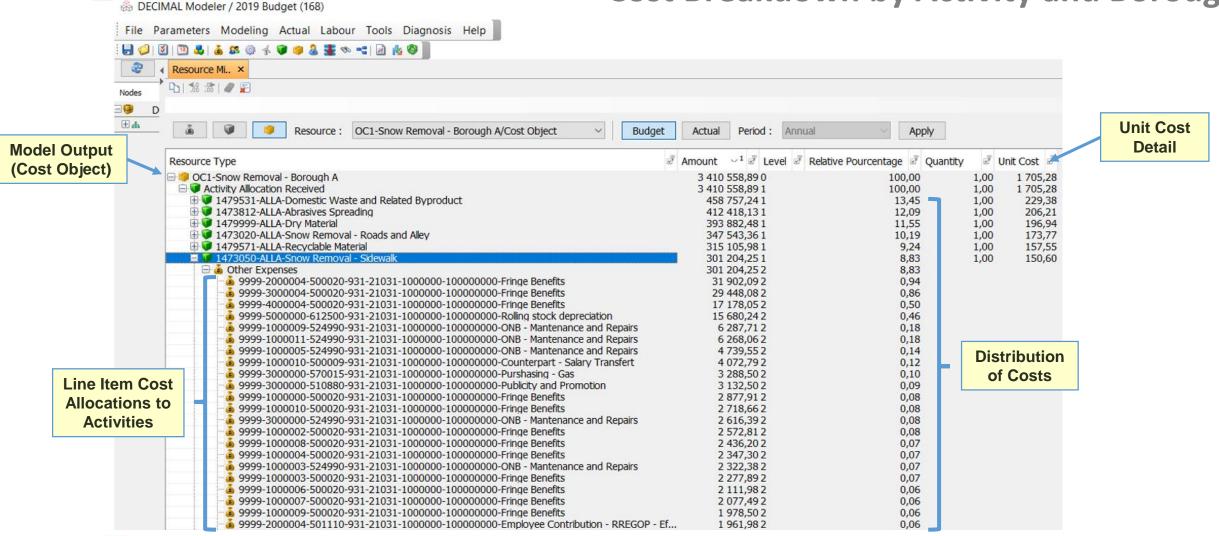
- Mix of road / sidewalk / alley is different in each borough
- Mix of snow plowing, blowing, and snow loading (removal)
- The use of different abrasive recipes for different conditions/priorities
- Amount of snowfall and snowfall type (Normal, Snowstorm, Freezing rain...)
- Internal removal vs. external contracts
- The level of service from one area to another is different, and the decision to change a priority level has a direct impact on the internal operational cost and contracting costs







# Case Study – City of Montreal Cost Breakdown by Activity and Borough









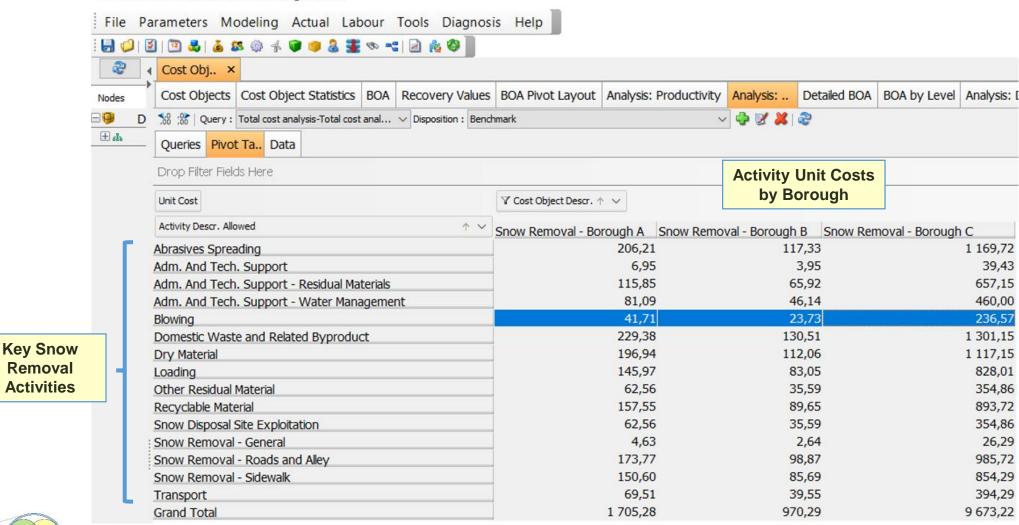
LANDMARK

**DECISIONS** 

Performance Alignment Solutions

# Case Study – City of Montreal Unit Activity Costs by Borough

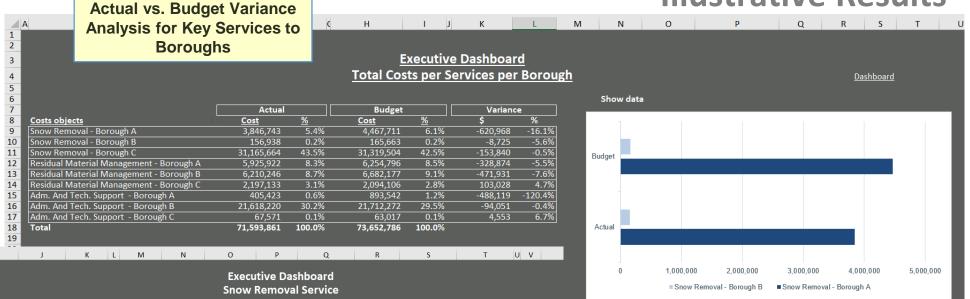
B DECIMAL Modeler / 2019 Budget (168)

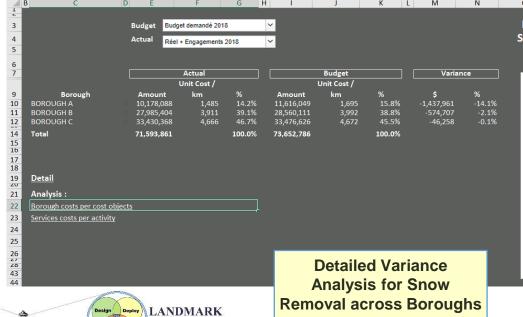






# Case Study – City of Montreal Illustrative Results





**DECISIONS** 

Performance Alignment Solutions







### Case Study – City of Montreal Key Benefits Realized

- Identified the operational leaders across the Boroughs to establish "best practices" in snow removal activities and contract management
- Cross-examined the contracting costs per Km of street in the different Boroughs to generate guidelines on what should the correct contract price should be
- Established a better overall city budget for snow removal with priority level changes and expected snowfall forecast scenarios
- Analyzed the Borough's performance in time to ensure they are improving the efficiency of limited resources.





# For additional information

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