

Toronto's 2008 Performance Measurement and Benchmarking Report

Date:	May 31, 2010
To:	Executive Committee
From:	City Manager
Wards:	All
Reference Number:	

SUMMARY

This report and the accompanying Attachment A, entitled Toronto's 2008 Performance Measurement and Benchmarking Report, provide service/activity level and performance measurement results in 27 service areas. It includes up to nine years of Toronto's historical data to examine internal trends, and compares 2008 results externally to 14 other municipalities through the Ontario Municipal CAOs Benchmarking Initiative (OMBI).

In November 2009, the 15 OMBI member municipalities released a joint report entitled OMBI 2008 Performance Benchmarking Report (OMBI Joint Report), which is included as Attachment B. The OMBI Joint Report provides 2006 to 2008 summary data in 26 service areas. Municipal results for each performance measure are presented as information in alphabetical order. The report does not attempt to interpret or rank the results of municipalities in any way.

Toronto's 2008 Performance Measurement and Benchmarking Report, expands on the OMBI Joint Report by focusing on Toronto's results in terms of our internal year-over-year changes and longer term trends, and the ranking of Toronto's results in an external comparison to the other OMBI municipalities. It also includes one additional service area, more performance measures and service level indicators, identification of key factors influencing Toronto's results, and highlights Toronto initiatives that have, or will be implemented that are expected to further improve the efficiency and effectiveness of our operations. There are also four new service areas included in this year's report being Accounts Payable Services, General Revenue Services, Investment Management Services and Legal Services.

Toronto is unique among Ontario municipalities because of its size and its role as the centre of business, culture, entertainment, sporting and provincial and international governance activities in the Greater Toronto Area. The most accurate comparison for Toronto is to examine our own year-over-year performance and longer-term historical trends. Toronto's 2008 Performance Measurement and Benchmarking Report includes up to nine years of historical data for 44 service/activity level indicators and 118 measures of efficiency, customer service and community impact.

Notwithstanding Toronto's unique place in Ontario, there is also value in comparing Toronto's 2008 results to those of other Ontario municipalities. Toronto's results have been ranked by quartile, in relation to other municipalities for 52 service/activity level indicators and 118 performance measures. Between Toronto's 2007 and 2008 Benchmarking Reports, there has been very little change in Toronto's quartile ranking for each of the indicators and measures in relation to other municipalities. Changes in Toronto's quartile ranking for individual measures are more likely to occur over a five-year or longer period.

Factors that make Toronto unique, such as our high population density, more developed urban form and older infrastructure, can have a significant influence on why Toronto's results are higher or lower in relation to other municipalities. To assist in understanding the impact these factors can have on Toronto's ranking, the attached report has grouped measures from across service areas based on these key influencing factors.

It has also been recognized that Toronto should expand its benchmarking work beyond Ontario to a broader world context. Staff have been dealing first with the World Bank, and now with the Global City Indicators Facility (GCIF) to develop a standardized set of city indicators that measure and monitor city performance and quality of life globally. Toronto staff have made a significant contribution to this work to date, such as the sharing of our experiences in benchmarking work done through OMBI and FCM's Quality of Life Initiative. Toronto has been recognized by staff of the World Bank and the GCIF as one of the world leaders in these areas.

Toronto's 2008 Performance Measurement and Benchmarking Report also includes, in Appendix 1 to Attachment A, findings from a supplementary review of By-Law Enforcement Services. Toronto's average time to close complaints/requests for investigations, is higher/longer than other municipalities and this review describes the steps that have, and are being taken to improve the efficiency, and timeliness of service.

RECOMMENDATIONS

The City Manager recommends that:

1. The Executive Committee receive this report for information.

FINANCIAL IMPACT

As this report deals with performance measurement results of prior years, there are no direct financial implications arising from this report. However, staff analysis of performance measurement results are utilized as part of the City's service reviews, budget process and continuous improvement initiatives.

EQUITY IMPACT STATEMENT

This report summarizes Toronto's performance measurement results in 27 service areas and also includes data of up to 14 other Ontario municipalities. The measures and indicators included are at a high level and therefore are not at a level of detail that would allow for an equity impact analysis to be undertaken.

DECISION HISTORY

In April 2006, Council recommended that "Benchmarking results of additional program areas, not covered by the provincially-mandated Municipal Performance Measurement Program (MPMP), also be reported to the Executive Committee."

This report on Toronto's 2008 Performance Measurement and Benchmarking Results is the fourth such report that has been prepared and includes four additional service areas not included in previous reports bringing the total to 27.

In April 2007, Council recommended that the City Manager be requested to annually select, as the 'target improvement area of the year', one area where the City's performance is found to be within the fourth quartile, and to review that target improvement area and develop a remediation plan for consideration by the Executive Committee and the Budget Committee.

Appendix 1 to Attachment A, findings from a supplementary review of By-Law Enforcement Services. Toronto's average time to close complaints/requests for investigations is higher/longer than other municipalities and this review describes the steps that have, and are being taken to improve the efficiency, and timeliness of service.

In April 2008, Council recommended that the City Manager select one of the best areas of performance and report on how this was achieved. Because of time constraints, a supplementary review of one Toronto's service areas in the top quartile of municipalities could not be completed for this report.

ISSUE BACKGROUND

From 2000 to 2005, the City Manager prepared a series of reports on Toronto's performance measurement results under MPMP, a provincially-mandated program that requires all Ontario municipalities to report annually on performance measurement results.

With the development of OMBI, which is more comprehensive than MPMP, commencing with 2005 data, the City Manager has reported annually to the Executive Committee on Toronto's results utilizing data available through the OMBI process.

This report on Toronto's 2008 Performance Measurement and Benchmarking results (Attachment A) builds on the work of the previous three reports and includes for the first time results for Accounts Payable Services, General Revenue Services, Investment Management Services and Legal Services.

City staff have been working for a number of years in collaboration with other Ontario municipalities through OMBI. In November 2009, the 15 OMBI member municipalities released their fourth annual joint report entitled OMBI 2008 Performance Benchmarking Report (Attachment B - OMBI Joint Report).

This OMBI Joint Report provides 2006 to 2008 summary data in 27 service areas. Municipal results for each performance measure are presented as information in alphabetical order, but the report does not attempt to interpret or rank the results of municipalities in any way. Each OMBI member has the option of doing further analysis to interpret their own OMBI data and issuing a local public report.

Toronto's 2008 Performance Measurement and Benchmarking Report is included as Attachment A. It differs from the OMBI Joint Report through the inclusion of:

- A section on Governance and Corporate Management
- Many additional performance measures and service level indicators not included in the OMBI Joint Report
- Up to nine years of Toronto's historical data, to better understand trends in our own internal service levels and performance, and the description of Toronto's 2007 to 2008 change as either favourable, stable or unfavourable
- A ranking of Toronto's results, by quartile in relation to the other municipalities, to assist in interpreting how well Toronto is doing
- Factors that have been identified as significantly influencing Toronto's results

Toronto's 2008 Performance Measurement and Benchmarking Report is centred on results that can be quantified. It is equally important to consider achievements from 2009 and initiatives planned for 2010 that could further improve Toronto's operations in the future. These have been included as the end of each service section in Attachment A.

These initiatives are illustrative of staff efforts to build and foster a climate and culture of continuous improvement in our programs. Appendix 1 a of Attachment A to this report (Review of By-Law Enforcement Services) provide further examples describing staff efforts to find ways to improve services delivered to the public.

COMMENTS

The table of contents to Toronto's 2008 Performance Measurement and Benchmarking Report (Attachment A) provides page references to all of the sections included in the report.

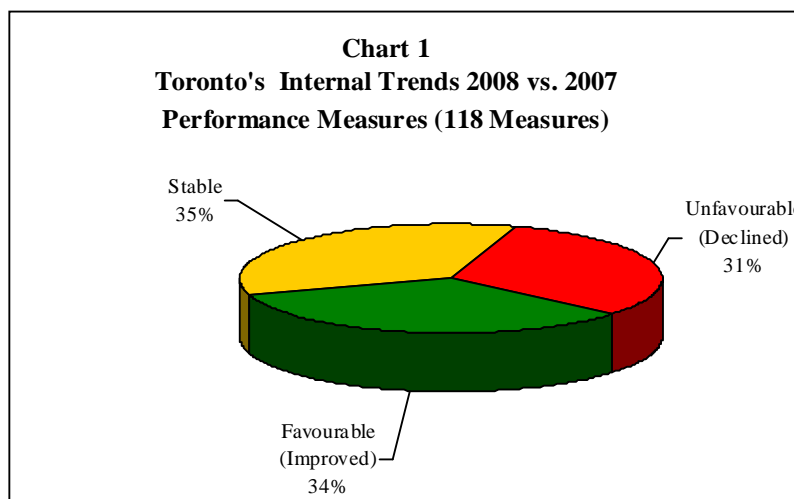
The report includes:

- Contextual information on how much taxes, in all forms, the average Ontario family pays to all three levels of government and how the City of Toronto's 6.6% share of those taxes was spent in 2009
- Summaries of :
 - How Toronto's service levels changed between 2007 and 2008
 - How Toronto's performance changed between 2007 and 2008
 - How Toronto's 2008 service levels compare to other Ontario municipalities
 - How Toronto's 2008 performance measurement results compare to other Ontario municipalities
- Continuous improvement initiatives - Actions Toronto's service areas are taking to further improve operations and performance and the quality of life of Torontonians:
 - Initiatives to improve customer service and quality
 - Initiatives to improve effectiveness
 - Efficiency improvement initiatives
 - Initiatives to improve the quality of life of Torontonians
 - Additional initiatives to protect vulnerable communities in Toronto
 - Initiatives to increase service levels
- Links to other report cards and indicator reports for Toronto
- A summary of Toronto in international rankings and reports
- A consolidated colour-coded summary of results by service area showing:
 - Toronto's 2007 vs. 2008 trends (favourable/stable/unfavourable)
 - Toronto's quartile ranking relative to other OMBI municipalities
 - A reference to more detailed supporting charts with actual results for Toronto and the other municipalities
- Detailed Results for each of the 27 service area including:
 - Colour coded summaries of Toronto's results
 - Charts with up to nine years of Toronto's results for each indicator and measure
 - Sorted 2008 results of the 15 OMBI municipalities for each indicator and measure, highlighting Toronto's quartile ranking (based on what would be considered as the most to least desirable result from Toronto's perspective)

- Identification of factors that influence municipal results for each measure and why Toronto ranks as it does
- Key initiatives completed in 2009 or are planned for 2010, that are expected to further improve the efficiency or effectiveness of operations

Internal Comparison – How Have Toronto’s Performance Measurement Results Changed Between 2008 and 2007?

Of the 118 performance measurement results of efficiency, customer service and community impact included in Toronto’s 2008 Performance Measurement and Benchmarking Report, 69% of the measures examined, had 2008 results that were either improved or stable relative to 2007, as reflected in Chart 1.

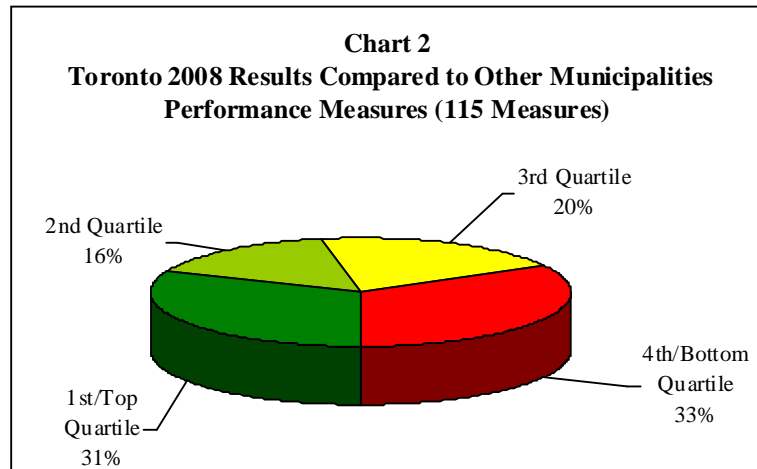


For further information on Toronto’s internal year-over-year results, please refer to pages xi to xii of Attachment A.

External Comparison - How Do Toronto’s 2008 Performance Measurement Results Compare To Other Municipalities?

There are 115 measures of efficiency, customer service and community impact, in Toronto’s 2008 Performance Measurement and Benchmarking Report where Toronto’s results can be compared and ranked with other municipalities and placed in quartiles.

Toronto’s results are higher than the OMBI median for 47% of the indicators as shown in Chart 2 below. Between Toronto’s 2007 and 2008 Benchmarking reports, there has been very little change in Toronto’s quartile ranking for each of the performance measures in relation to other municipalities. Changes in Toronto’s quartile ranking for individual measures are more likely to occur over a five-year or longer period.



For further information on Toronto's quartile rankings in relation to other Ontario municipalities, please refer to pages xiv to xvii of Attachment A.

Continuous Improvement Initiatives - Actions to Further Improve Operations and Performance

Each of the service area sections included in Attachment A includes a listing of some of the initiatives completed in 2009 or planned in 2010 that could further improve the efficiency and effectiveness of Toronto's operations. Highlights of those initiatives are provided on pages xviii to xxii of Attachment A, and examples of some of those initiatives are noted below.

Initiatives to improve customer service and quality include:

- In May 2009, the Toronto Police Service established the Transit Patrol Unit (TPU) to raise the comfort level of riders and TTC staff
- Through the Multi Residential Apartment Building Inspection Program (MRAB), significantly increased inspections to 187 building with another 200 planned for 2010
- Expanded the off-peak bus network so that virtually all neighbourhoods in Toronto receive service every 30 minutes or better, all day, every day of the week. This improvement, also part of the Ridership Growth Strategy, results in 85% of the TTC's daytime routes operating until 1:00 am and provided approximately 300,000 additional hours of service on 91 routes in 2009

Initiatives to improve effectiveness include:

- A new Cardiac Care Program was commenced, whereby Advanced Care Paramedics began to use cardiac monitors to diagnose and begin treatment on "STEMI" (ST Elevation Myocardial infarction) heart attacks. Rapid diagnosis and treatment has reduced death rates associated with STEMI conditions by two thirds.
- Completed the installation of Pedestrian Countdown Signals at all feasible locations as well as the City's second Pedestrian Priority Signal at the Yonge/Bloor intersection

Efficiency improvement initiatives include:

- Parks Forestry and Recreation implemented systems that improve scheduling, safety, and service efficiency such as the Work Order Management System in all park locations and an Automated Vehicle Locate System in 170 vehicles
- Mobile technology was implemented in a number of divisions that allows staff to work more efficiently when they are out of the office in the field

Supplementary Review of By – Law Enforcement Services

Council requested the City Manager to annually select one service area where the City's performance is found to be within the fourth quartile in benchmarked results, and identify the reasons and factors behind this as well as steps the service area has and will be taking to improve the efficiency and effectiveness of operations.

The area selected for the review in this year's report was By-Law Enforcement Services. Toronto's average time to close complaints/requests for investigations is higher/longer than other municipalities and this review describes the steps that have, and are being taken to improve the efficiency, and timeliness of service. This review can be found in Appendix 1 to Attachment A. Noted below is a brief summary of the findings.

The review found that:

- There is value in analyzing key operational data, which the Municipal Licensing and Standards (MLS) Division has put increased emphasis on since the mid 2008
- Data was contrasted between their four districts in order to identify different practices that can potentially be shared to collectively improve service delivery. Results showed significant differences in the number of open by-law enforcement files and the age of those files between the districts and between individual by-law enforcement officers.
- As a result of their review, new processes and procedures have been implemented that have reduced the age of these open files
- Improvements have been, and will continue to be made to better handle the existing stream of complaints/investigation requests received, and reduce the time it takes to close files
- Through this work the, additional capacity has been identified within existing resource levels to undertake more proactive inspections and increase service levels in the Multi Residential Apartment Building Inspection Program and the Sign Enforcement Program

Comparing Toronto to Cities Beyond Ontario

Toronto has been involved in a number of initiatives that have looked at indicators beyond Ontario to a broader North American and world context. Much work has been done globally on quality of life type indicators, but there is much less comparable information available on municipal/city service delivery.

One interesting development is that the Cities of Calgary and Winnipeg have now entered into a partnership with the Ontario Municipal CAO's Benchmarking Initiative to compare and share data in selected service areas. This will allow Toronto to expand its benchmarking comparisons in the future.

Some of the other initiatives that the City is currently involved in with other Canadian and international cities are described in the following sections.

World Bank Initiative to Develop City Indicators

In November 2005, Toronto staff were approached by officials of the World Bank regarding participation in an initiative to develop an integrated approach for measuring and monitoring the performance of cities. Their objective was to develop a standardized set of city indicators that measure and monitor city performance and quality of life globally.

The key benefits that led to Toronto's agreement to participate in the initiative were:

- The opportunity to have some influence at the pilot stage, in the identification of city indicators, that if successful, could be adopted worldwide
- The possibility in the future of gaining access to comparable information from major Canadian and international cities, that would allow for meaningful comparisons of the service levels and performance of Toronto's services, as well as the quality of life of Toronto residents

The initiative was launched in June 2006 at the World Urban Forum and the pilot process involved nine cities from four countries:

- Canada - Toronto, Montreal and Vancouver
- United States – King County, Washington
- Brazil - São Paulo, Belo Horizonte and Porto Alegre
- Columbia - Bogotá and Cali

The indicators cover a total of 22 theme areas. Eight of the themes relate to quality of life indicators such as civic engagement, culture, economy and the environment.

Fourteen of the theme areas relate to city services and have been designed to capture both the service levels or amount of resources devoted to delivery of that service, and the outcomes or impacts those services have on the communities they serve. Examples of

service areas included are fire, recreation, police, social services, solid waste, water and wastewater.

Commencing in May 2008, the City Indicators Initiative was managed by a newly established Global City Indicators Facility (GCIF) within the Cities Center at the University of Toronto. Financial support for the facility has been provided for three years by the World Bank's Development Grant Facility and others.

As of May 2010, the GCIF had 100 cities as members with approximately 23 of them having a population of over 1 million. Some of the best international comparators for Toronto would be from the United States, Europe, Australia and Japan. To date only Paris, Milan and King County (Regional Seattle services) are GCIF members, from those areas.

The GCIF has recently completed its latest round of data collection (2008) and Toronto has, in relation to other cities, provided a full data set. The results of other cities are not available to us as yet in data tables that will also us validate the comparability of our data to other cities.

Toronto has been recognized by staff of the World Bank and the GCIF as one of the world leaders in these areas in terms of the measures and indicators we collect and how we benchmark service delivery and quality of life within our own country. Being able to compare and benchmark internationally and creating networks and forums for Toronto staff to interact with their colleagues in other countries would be invaluable.

It is expected that this initiative will still take some time before we can report comparable results of other cities with Toronto, but we anticipate it will provide a valuable additional source of information to assess how well Toronto is doing from both a service delivery and quality of life perspective.

Federation of Canadian Municipalities – Quality of Life Indicators

Toronto has been a participant for a number of years in the Quality of Life Reporting System (QOLRS) of the Federation of Canadian Municipalities. The objective of the QOLRS is to measure, monitor and report on the quality of life in Canadian urban municipalities.

Toronto's participation in the QOLRS is being led by the Social Development Finance & Administration Division, and it currently includes members from 22 other Canadian cities and communities.

QOLRS Indicators have been developed in the areas of :

- Affordable, and Appropriate Housing
- Civic Engagement

- Community and Social Infrastructure
- Education
- Employment
- Local Economy
- Natural Environment
- Personal and Community Health
- Personal Financial Security
- Personal Safety

External Recognition of Toronto's Innovative Initiatives

Performance can't be evaluated solely on quantitative data. Achievements, accomplishments and completion of initiatives are equally important factors that must also be considered in any evaluation.

An example of this is the 120 awards received by Toronto between 2004 and 2008 for quality and innovation in delivering public services at the Public Sector Quality Fair (PSQF). It showcases service quality excellence in the government, health-care and education sectors across Ontario.

A description of Toronto's award-winning initiatives can be found at:

http://www.toronto.ca/city_manager/psqf/index.htm

Conclusion

Toronto has made progress in the reporting of performance measurement results from both an internal and external perspective, which has strengthened accountability and enhanced the level of transparency in the way performance of City services is reported.

The inclusion of up to nine years of data used to examine Toronto's own internal trends in results can provide valuable insights. The work being done with other Ontario municipalities through OMBI has been instrumental in gaining access to information provided directly by other municipalities, which is as comparable as possible. Together, these internal and external perspectives have proven to be very useful in providing a better understanding of our operations, where we are performing well, and in some cases, areas where we can improve.

There are a number of areas where Toronto has the best result of the OMBI municipalities such as:

- The highest pavement quality of roads
- The highest rate of transit use by residents
- The lowest rate of fire-related injuries

- The lowest rate of governance and corporate management costs as a percentage of total operating expenditures

There are also a number of areas where results show Toronto does not do as well. In these areas, we have tried to identify the reasons behind these results, and recognize that certain factors such as urban form and population density are not controllable and are some of the reasons why Toronto is unique among Ontario municipalities.

All service areas continue to look for opportunities to further improve operations and a number of these initiatives completed in 2009 and planned in 2010 have been described in Attachment A.

The attached report also focuses on performance measurement results in specific service areas, however, it is by no means the only type of reporting done in this area. There are also other report card initiatives or monitoring reports that are produced on a periodic basis such as:

- Quality of Life Reporting through the Federation of Canadian Municipalities (FCM)
- The Toronto Report Card on Children
- The Toronto Report Card on Housing and Homelessness
- Long-Term Care Report Card
- Toronto Health Status
- Reports on Economic Indicators

The value of comparing Toronto's results to other large Canadian and international cities has also been recognized. Toronto is participating in other initiatives such as the Global City Indicators Facility but it is expected that this initiative will take some time before comparable results of other world cities can be reported.

The average Toronto family with two incomes pays the vast majority of their taxes, in all forms, to the Provincial and Federal Governments. Only 6.6% of their taxes is paid to the City of Toronto, which is used to provide a wide range of services that are vital to the day- to- day lives of citizens. The performance of 27 of these City services are described in this report as well as a number of initiatives being undertaken to further improve the efficiency and effectiveness of our operations.

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ATTACHMENTS

Attachment A: Toronto's 2008 Performance Measurement and Benchmarking Report
Attachment B: OMBI 2008 Performance Benchmarking Report (OMBI Joint Report)