

City of Toronto
Core Service
Review Project

Council Committee Presentation: Public Works and Infrastructure

July 18, 2011

Core Service Review Project

Terms of Reference

In May of 2011, the City engaged KPMG LLP (KPMG) to conduct the Core Service Review. As per the City's Statement of Work, the purpose and intent of the review is as follows:

 The project purpose is to review and analyze all City of Toronto services, activities and service levels provided by divisions and agencies and to apply a core service filter to assist Council's decision-making. The filter identifies services that are not core, or that are provided at higher than standard service levels.

In Scope

- Review and analysis the City's approximately 105 services.
- Review and analysis of approximately 50 services provided by the City's agencies, boards, and commissions.
- Research and analysis of several comparable municipalities and jurisdictions.

Out of Scope

- Detailed analysis of services to identify efficiency and effectiveness opportunities (these will be delivered through a separate Efficiency Review process).
- Detailed articulation of cost savings potential to be achieved through service changes.
- Management decisions on what actions to pursue with respect to City services.

Roles and Responsibilities

Projects of this nature require a very clear governance structure, unambiguous roles and responsibilities, and well-defined accountabilities. The following table outlines the roles of the City and KPMG:

Roles and Responsibilities

City of Toronto

- Provide an inventory of all services, service standards and service levels
- Provide, validate, and ensure accuracy of all financial and budget data and all other available information related to particular services and activities
- Provide relevant service-related policy directions, reports, and Council decisions
- Provide any input gathered through the public engagement process (if available in time)
- Review and validate factual information of service assessment
- Present results of this report at Council's Standing Committees
- Council to decide on changes to services provided

KPMG

- Conduct an assessment of all in-scope services provided by the City and its agencies, boards, and commissions
- Conduct a jurisdictional review of comparable municipalities/jurisdictions
- Apply a core service filter to determine the degree to which services are core and whether service levels are above standard
- Identify options and opportunities to change services and service levels
- Support the City at Council Committee presentations
- Provide guidance, advice, and support to the City, as required

Project Approach

To meet the objectives of this review, KPMG conducted an assessment of services delivered and service levels, and identified options and opportunities the City could potentially undertake to make changes to its suite of services. The approach is described below and on the following pages.

Service and Service Level Assessment

- Assessment involved evaluation of each service through a core ranking filter on a mandatory/discretionary continuum
- KPMG also compared current service levels against established service standards set by legislation, council, management, funding sources or industry best practices
- KPMG used four sources of input to perform the assessment (also detailed on the next two pages):
 - Program maps and type profiles provided by the City. These were developed by the City as a result of its service mapping and cost allocation initiative, and included financial data submitted by programs and divisions
 - 2. Jurisdictional review of comparative cities and governmental bodies. These included municipal, regional, and provincial governments either of similar size and profile, or of similar approach to delivering specific services
 - Input and validation from City of Toronto senior management. Numerous interviews and workshops were held with City representatives to gather and subsequently review and validate service assessment information
 - 4. KMPG experience, including global KPMG Specialist Panel. KPMG involved its own senior employees in other countries with specialized expertise related to a particular domain (e.g., law enforcement, transportation, etc.) to identify global trends and leading practices to inform analysis of services

Project Approach (continued)

Jurisdictional Review

Jurisdictional review included an analysis of OMBI data for Ontario cities and research of jurisdictions, which are comparable to Toronto, were generally established and built out in the same timeframe, and with similar urban characteristics. Provincial and federal jurisdictions were reviewed for information primarily related to governance and administration of large public sector organizations. Note that all cities do not necessarily provide a good comparison for all services (e.g., snow and ice control). List of jurisdictions was validated with City management. Some additional jurisdictional information was provided by the City.

Cities

- Chicago, USA
- · Philadelphia, USA
- Boston, USA
- Montreal, Canada
- Barcelona, Spain
- Melbourne, Australia

Governments

- Government of Canada
- Government of Ontario
- Government of Alberta
- Government of Saskatchewan

Project Approach (continued)

Options and Opportunity Identification

- Options and Opportunities were identified based on the service and service level assessment
- Services that were ranked closer to the "discretionary" side of the core/discretionary continuum were considered for opportunities for scaling down, divestiture, or elimination
- Services that appeared to have elevated service levels were considered for opportunities for service level reductions, alternate service delivery, or reengineering
- Other opportunities were also presented on the basis of jurisdictional review, City management input, and KPMG experience
- Risks and implications of each option were identified and validated with City Management
- While KPMG was not explicitly contracted to quantify the potential savings of each opportunity, a high-level classification of savings potential was nevertheless performed
- Potential timelines for implementation (when first financial impacts would begin to materialize), as well as barriers for implementation (conveying ease or difficulty in pursuing the option) were also identified

Project Approach (continued)

Options and Opportunities – Intended Use

- Options and opportunities presented in this report should not be construed as recommendations; they are included solely for informed decision making by the CMO. <u>Options are identified as things the City could consider doing, rather than advice to proceed.</u>
- Presented options are suggested for <u>consideration if the primary objective is cost savings</u>. Some may have negative effects on the City, its residents and communities, and these have been identified to the extent possible. KPMG has made no effort to evaluate whether the negative impacts outweigh the savings possible.
- Options and opportunities have been classified into several categories: potential savings, risks, timing, and barriers to implementation. These categories closely align with decision criteria, which have been used extensively by other public sector organizations to prioritize opportunities for change. The classification was done by KPMG to assist the Committee with prioritization and decision making, and should not be construed as detailed analysis of options.
- Potential Savings this is a categorization of cost savings that relates to a specific service, activity, or type.
 These related services and activities have been included in the summary table only to demonstrate relationship of options to services. The committee is not advised to calculate potential savings by multiplying savings categories and service/activity budgets.

Core Service Review Methodology

Methods and Tools

Core Service Reviews typically involve an assessment of a suite of services to understand to what degree they are core. Some organizations define this categorization as a simple binary choice – "core" vs. "non-core". Others adopt a more descriptive approach of classifying services as "mandatory", "critical", "discretionary" (or other relevant terms pertinent to their industry, scope, and scale). KPMG experience suggests that a "core continuum" is a more useful assessment method, yielding better results and more informative products.

KPMG, with validation by the City, has developed a customized continuum for assessing core versus discretionary services. Along the continuum, there are four descriptive categories, which, when applied to a service formed the "Core Ranking" for that service. Services that were deemed to be classified between these four categorizations were given a fractional ranking (e.g., 3.5).

Core Service Review Methodology – Service Assessment

Service Assessment Methodology

The "core continuum" was defined with the following categories:

- Mandatory(1): mandated or required by legislation from the federal or provincial government
- Essential (2): critical to the operation of the City. Without the service, the City would stop functioning
- Traditional (3): municipal service, provided by virtually all large municipalities for many years
- Other (4): service provided by the City to respond to particular community needs, based on a positive business case, or other specialized purposes

Core Service Review Methodology – Service Assessment

Service Level Assessment Methodology

In order to assess service level performance, we used the following scale to compare the current service levels of City of Toronto activities with service level standards:

- Below Standard (B)
- At Standard (S), with S- and S+ indicating somewhat below or above standard
- Above Standard (A)

Service level "At Standard" is:

- Consistent with the level required by legislation, or where there is no legislation...
- Consistent with industry standards and practices, and where they are not clear...
- Consistent with business case analysis justification, and where that is not clear...
- Consistent with service levels in other municipalities, and where that is not clear...
- Consistent with reasonable expectations

Solid Waste Collection

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Solid Waste Management Services

Service Type

External Service Delivery

Service Budget (\$m)

Gross	\$126.7
Net	_

Rationale for Core and Service Level Assessment

Solid Waste Collection is an essential service.

The diversion rate targeted by the City (47%) reflects the high cost and limited opportunities for landfill disposal, but, it is higher than what other municipalities are targeting and may not be possible given the high proportion of multi-residential housing in Toronto, however the Division indicates it expects to meet this target with forward thinking innovative waste management programs.

Funding is provided solely from User Rates, Fees and Charges – no reliance on Property Tax Base.

Jurisdictional Examples

OMBI report indicates that:

- Toronto receives a high number of garbage collection complaints relative to the median.
- The cost for waste collection in Toronto is lower than other Ontario municipalities, but the cost for disposal is high (though less than some GTA municipalities).
- All comparator municipalities have this service, although three provide it through an ABC and in Barcelona the service is provided by a private sector organization.



- Introducing and expanding the contracting of solid waste collection is the most significant cost reduction opportunity.
- Elimination of some small, specialized services like the Toxic Taxi program and Community Environment Days may impact achievement of some program goals.

Solid Waste Processing, Transfer and Disposal

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Solid Waste Management Services

Service Type

External Service Delivery

Service Budget (\$m)

Gross	\$198.8
Net	_

Rationale for Core and Service Level Assessment

Solid Waste Processing, Transfer and Disposal is an essential municipal service.

The diversion rate targeted by the City (70%) reflects the high cost and limited opportunities for landfill disposal, but, it is higher than what other municipalities are targeting and may not be possible given the high proportion of multi-residential housing in Toronto, however the Division indicates it expects to meet this target with forward thinking innovative waste management programs.

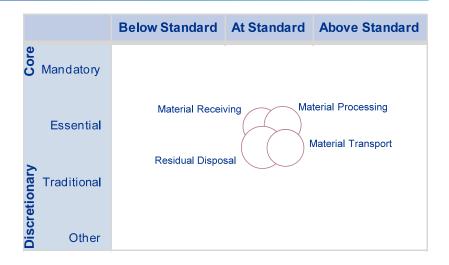
Funding is provided solely from User Rates, Fees and Charges – no reliance on Property Tax Base.

Jurisdictional Examples

OMBI report indicates that:

Toronto's diversion rate is lower than the median – 44% verses 47.6%, And the cost of diversion (\$343 per ton) is the highest in the province, far higher than the cost of disposal (\$111 plus \$79 for collection).

Most of the comparator municipalities are responsible for solid waste processing, transfer and disposal. In Barcelona a private company is responsible. Montreal and Boston achieve a 20% diversion rate, Chicago 45%, Philadelphia has a 15.7% rate with a 25% target for 2015, Barcelona achieves 12% diversion.



Key Opportunities

 Toronto has established a very aggressive recycling target, seeking 70% diversion from land fill sites. This derives from the difficulty of finding and developing land fill sites, but is much more aggressive than the targets of other municipalities and will be very difficult (and expensive) to achieve given the high proportion of apartments in Toronto. Despite the challenges of finding landfill sites, landfill is already cheaper than diversion, and the gap will grow as the rate of diversion increases.

Public Education, Revenue Generation, Contract Management *

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Solid Waste Management Services

Service Type

External Service Delivery

Service Budget (\$m)

Gross	\$12.0
Net	-

* The three services listed are individual services in the Solid Waste Management Services program. The figure shown in the budget box above is the combined budget. Individual service are assessed in the table on the next page.

Rationale for Core and Service Level Assessment

Solid Waste Management program is an essential service and these services are important components.

Funding is provided solely from User Rates, Fees and Charges – no reliance on Property Tax Base.

		Below Standard	At Standard	Above Standard
Mand	atory			
Ess	ential	Contra Manag		evenue eneration
Discretionary	tional		Public Educat Awareness	ion /
Discr	Other			

Jurisdictional Examples

All municipalities provide some public education component. Some still include solid waste costs on the property tax, but there is a tendency to treat it more as a utility. Strengthening the financial accountability for the amount of residual not recycled is a best practice that improves recycling rates.

Key Opportunities

• The review did not identify opportunities for elimination of services or reduction of service levels.

Engineering Review and Approval

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Technical Services

Service Type

Internal Support Services

Service Budget (\$m)

Gross	\$8.9
Net	\$4.2

Rationale for Core and Service Level Assessment

Engineering Review and Approval is a necessary support service required to operate the City.

Engineering Review and Approval service levels are not being achieved or service standards have not been indentified.

Jurisdictional Examples

Mandatory

Essential

Traditional

Other

Note: * denotes that bubble position is not reflective of service level – data not available.

Key Opportunities

 Technical Services generally does not meet its performance standards and may benefit from process improvement to achieve service level standards.

Engineering Policies, Standards and Support

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Technical Services

Service Type

Internal Support Services

Service Budget (\$m)

Gross	\$5.6
Net	\$2.3

Rationale for Core and Service Level Assessment

Engineering Policies, Standards and Support is an essential support service required to run and operate the City.

Engineering Policies, Standards and Support service standards have not been indentified.

Jurisdictional Examples

		Below Standard	At Standar	d Above Standar	rd
Core	Mandatory	Develop / Update Standards, and P			
	Essential	Data and Appli Maintenance a Support *		uipment and stems Support *	
Discretionary	Traditional	,			
Disc	Other				

Note: * denotes that bubble position is not reflective of service level – data not available.

Key Opportunities

 Technical Services needs to develop service standards for this service so accountability can be established.

Municipal Infrastructure Design and Construction

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Technical Services

Service Type

Internal Support Services

Service Budget (\$m)

Gross	\$43.3
Net	\$1.6

Rationale for Core and Service Level Assessment

Municipal Infrastructure Design and Construction is an essential support service required to run and operate the City.

Municipal Infrastructure Design and Construction service levels are not consistently achieved or standards have not been indentified.

Jurisdictional Examples



Note: * denotes that bubble position is not reflective of service level - data not available.

- Technical Services needs to develop service standards for this service so accountability can be established.
- More extensive use of contract resources may help address requirements that vary over time.

Land Surveys and Mapping

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Technical Services

Service Type

Internal Support Services

Service Budget (\$m)

Gross	\$8.5
Net	\$2.1

Rationale for Core and Service Level Assessment

Land Surveys and Mapping is an essential support service required to run and operate the City.

Land Surveys service standards are being achieved while Utility Mapping service levels are not.

		Below Standard	At Standard	Above Standard
Core	Mandatory			
	Essential	Utility Mapping	Land Surveyin	g
Discretionary	Traditional			
Disc	Other			

Jurisdictional Examples

- Technical Services needs to develop service standards for this service so accountability can be established.
- More extensive use of contract resources may help address requirements that vary over time.

Water Treatment and Supply

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Toronto Water

Service Type

External Service Delivery

Service Budget (\$m)

Gross	\$172.2
Net	_

Rationale for Core and Service Level Assessment

Provision of safe, potable water is an essential service. As the City is the owner of the water treatment and supply system, it is mandatory to comply with the Safe Drinking Water Act and its associated regulations.

Funding is provided solely from User Rates, Fees and Charges – no reliance on Property Tax Base.

Mandatory Water Distribution Water Treatment Essential Other

Jurisdictional Examples

OMBI indicates that Toronto's cost of water treatment is relatively low , while the cost of water distribution is very high, likely due to a relatively high number of water main breaks.

The comparator cities all have water systems. Some have a utility ABC to operate the system, particularly where it serves more than one municipality (Montreal, Melbourne).

The Division reports that:

- Toronto Water implemented a major restructuring at its treatment plants and district yards over the past few years.
- The Works Best Practices Program (WBPP) introduced new technologies in the treatment plants and water pumping stations. This reduced staffing levels by 532 position and provided a sustained annual savings of \$35 million.
- The District Services Improvement Program (DSIP)
 harmonized and amalgamated the district operations. This
 reduced staffing by 106 positions and provided sustained
 annual savings of \$10 million.

- The fluoridation of drinking water could be eliminated, with impacts on dental health.
- Toronto Water can continue its restructuring program (WBPP and DSIP) improving efficiency across Toronto Water services.

Wastewater Collection and Treatment

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Toronto Water

Service Type

External Service Delivery

Service Budget (\$m)

Gross	\$201.1
Net	_

Rationale for Core and Service Level Assessment

Wastewater collection and treatment is essential to public health. As the City is the owner of the waste water collection and treatment system, it is mandatory to comply with the Ontario Water Resources Act and the Nutrient Management Act (and the associated regulations).

Funding is provided solely from User Rates, Fees and Charges – no reliance on Property Tax Base.

Mandatory Essential Other Wastewater Collection Wastewater Treatment Wastewater Treatment

Jurisdictional Examples

OMBI indicates Toronto has more frequent back-ups of mains than other municipalities, resulting in higher water water collection costs and contributing to higher than average amounts of waste water bypassing treatment.

Key Opportunities

 The review did not identify opportunities for elimination of services or reduction of service levels.

Storm Water Management

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Toronto Water

Service Type

External Service Delivery

Service Budget (\$m)

Gross	\$16.7
Net	_

Rationale for Core and Service Level Assessment

Management of storm water is essential to the functioning of the City, and requirements for collection and treatment is increasing to meet standards set by legislation. As the City is the owner of the storm water management system, it is mandatory to comply with the Ontario Water Resources Act (and the associated regulations).

Funding is provided solely from User Rates, Fees and Charges – no reliance on Property Tax Base

Below Standard At Standard Above Standard Essential Storm water Treatment Collection Other

Jurisdictional Examples

Requirements for management/treatment of storm water as part of new developments are leading to higher expectations and requirements for areas with existing storm water collection and combined sewer areas. Requirements for the management and treatment of storm water differs across jurisdictions. In two tier municipalities, the lower tier may be responsible for providing the service and is paid for through property taxes.

Some jurisdictions have implemented a separate user fee system for storm water management that is not tied to water consumption data.

As new developments within the City are required to provide better management/treatment of storm water, there is a higher expectation from existing residents for upgrades to older storm water collection and combined sewer systems.

Key Opportunities

 The review did not identify opportunities for elimination of services or reduction of service levels.

Road and Sidewalk Maintenance

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Transportation Services

Service Type

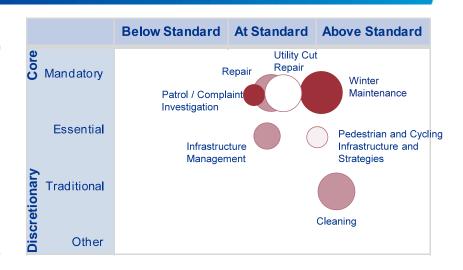
External Service Delivery

Service Budget (\$m)

Gross	\$230.3
Net	\$144.2

Rationale for Core and Service Level Assessment

City of Toronto Act provides requirements and standards for many types of activities, while some types of activities have standards that are set by council or management directives.



Jurisdictional Examples

OMBI report indicates that relative to other municipalities in Ontario:

- Collision rates are high in Toronto relative to the kilometers travelled.
- Roads in Toronto are in very good condition.
- · Winter control costs in Toronto are high.
- Costs are higher per lane kilometer in Toronto than other municipalities in Ontario that receive more snow.
- Costs of road maintenance are high in Toronto.

Calgary recently improved service levels to start plowing after twelve centimeters, whereas Ottawa starts at seven centimeters. Toronto currently starts at eight centimeters for local roads, 5 cms for arterials and 2.5 cms for expressways.

- There is an opportunity to eliminate the windrow clearing activity.
- There are opportunities to reduce the level of street sweeping carried out.
- There is a need to reduce the described service level for snow removal to better reflect the service the Division says it provides, e.g. for residential streets, only as they become impassable.
- There is considerable use of contracted forces now, but some adjustments to the use of in-house and contracted forces may reduce costs.
- Reducing bicycle infrastructure development would be consistent with volumes, but many cities are expanding bicycle infrastructure in a similar way.

Transportation Network Control and Safety

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Transportation Services

Service Type

External Service Delivery

Service Budget (\$m)

Gross	\$48.0
Net	\$41.6

Rationale for Core and Service Level Assessment

The traffic control system is an essential element of the transportation system.

Some of the activities are traditionally carried out by municipalities to enhance effectiveness.

Below Standard At Standard Above Standard Mandatory **Transportation Operations** Investigations Construction Traffic Traffic Control and Management Incident Management Essential Systems Transportation Electrical Plant Installation and Sign Fabrication and Maintenance **Discretionary** Installation and **Traditional Pavement Markings** Red Light Camera Operations and Transportation Safety and Data Other

Jurisdictional Examples

The review did not identify enpertunities for elim

 The review did not identify opportunities for elimination of services or reduction of service levels.

Public Right of Way Management

Standing Committee

Public Works and Infrastructure

Cluster

Cluster B

Program

Transportation Services

Service Type

External Service Delivery

Service Budget (\$m)

Gross	\$13.5
Net	-\$12.5

Rationale for Core and Service Level Assessment

Municipal management of public, private and utility demands in the public right of way is essential to viability, mobility and delivery of essential utility services.

Municipalities have traditionally allowed events to happen on the street in a controlled manner.

Parking permits accommodate identified community needs.

Below Standard At Standard Above Standard Essential Construction Development Review Traditional Street Events Other Parking Permits

Key Opportunities

Jurisdictional Examples

Ensuring all events requiring street closures pay the related fee would reduce the net cost to property tax payers.