

CITY CLERK

Clause embodied in Report No. 2 of the Policy and Finance Committee, which was before the Council of the City of Toronto at its meeting held on February 13, 14 and 15, 2002.

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Other Items Considered by the Committee

(City Council on February 13, 14 and 15, 2002, received this Clause, for information.)

(a) Final Report - Special Advisor to the Chief Administrative Officer and Commissioners

The Policy and Finance Committee reports having:

- (1) received the following report; and
- (2) requested the Chief Administrative Officer to consult with the Chief Financial Officer and Treasurer and the City Auditor and report to the Policy and Finance Committee on any other initiatives with respect to the report (October 4, 2001) prepared by Mr. David L. Gunn, Special Advisor to the Chief Administrative Officer and Commissioners, regarding budget preparation and reporting procedures that will improve accountability:

(January 16, 2002) from the Chief Administrative Officer and Acting Chief Financial Officer providing a final report on the work completed by the Special Advisor (David Gunn) to the Chief Administrative Officer and Commissioners; advising that Mr. Gunn provided a brief report, as his efforts were focused on assisting to implement change; that his advice and recommendations are already incorporated in the 2002 Operating and Capital Budgets; that in particular, Mr. Gunn's recommendations to present organizational charts with authorized positions, and budgets which address defined goals, objectives and service levels will provide Members of Council and the public with a much clearer understanding of City services and the impacts of any budget recommendations; that the assistance which was received from Mr. Gunn in improving the Capital and Operating budget process for 2002 is appreciated; that during the period of his contract, he reviewed and commented on the draft capital proposals in all the Departments and ABC's, however, he did not have the opportunity to review the operating budget details, nor the final Capital budget recommended for Council consideration; and recommending that this report be received for information.

TORONTO STAFF REPORT

January 16, 2002

To:	Policy and Finance Committee
From:	Shirley Hoy, Chief Administrative Officer and Acting Chief Financial Officer
Subject:	Final Report – Special Advisor to the CAO and Commissioners

Purpose:

To provide a final report on the work completed by the Special Advisor (David Gunn) to the CAO and Commissioners.

Financial Implications and Impact Statement:

On October 2, 3, and 4, 2001 City Council adopted Clause No. 4 of Report No. 12 of the Policy and Finance Committee entitled "Special Advisor to the CAO and Commissioners." This report recommended that City Council approve an increase by an amount not to exceed \$10,000.00 to cover the transportation costs for Mr. David Gunn for a total budget of \$25,000.00 in fees and \$20,000.00 in expenses (to cover costs such as economy class return flights, hotel accommodation, mileage, parking and airport bus costs). Mr. Gunn's contract is now complete at a total cost, inclusive of expenses of \$36,090.17.

Recommendations:

It is recommended that this report be received for information.

Background:

On July 17, 2001, I advised the Mayor and Members of Council that Mr. David Gunn had agreed to become a Special Advisor to the Acting CAO on a part-time, temporary contract basis. Mr. Gunn was hired to work with myself and senior staff to review the City's budget process and management information systems to ensure that appropriate controls are in place for staffing, salaries and expenditures across the corporation.

Comments:

Summary of Key Recommendations

Based on Mr. Gunn's recommendations we have adopted the following improvements to the City's budget process:

- presenting Capital and Operating budgets together so that cost implications can be considered at the same time
- separation of base budget from new and enhanced service requests
- corporate-wide approval of capital projects so that those with the highest priority receive funding
- departmental budget presentations include key achievements, service level indicators, performance measures, and program issues and opportunities
- standardized formats are being used to bring uniformity and clarity to the process
- for the 2002 capital budget, all projects previously approved and new were all reviewed to establish the priority for capital projects
- budget schedule is being accelerated to allow for approval of the 2002 budget in March and approval of 2003 budget in December 2002.

<u>Note:</u> Departments don't budget specifically to past year's spending but rather use previous year's actuals as a guidelines for the development of the following year's budget. Since projects are not always completed within the anticipated timelines previous years actuals are not always effective indicators of the next year's requirement. The City has historically been accurate in budget forecasting: 2000 actuals were within 0.4 per cent (operating) of projections and 2001 is expected to be similar.

<u>Note:</u> Under expenditures on the capital side can occur due to lateness of approvals, shortness of construction season, etc. Most capital projects are fully spent at their completion which may span several years.

<u>Note:</u> The City has moved from FTE to authorized positions. Staff are now in the process of developing monthly workforce plans. The accelerated budget schedule for 2002 did not permit the creation of monthly reports at this time; however, this will be considered as part of the 2003 budget process.

In addition, unfunded positions in organization charts are eliminated.

General:

Mr. Gunn's review was action oriented; he provided me with a letter including his recommendations, rather than a final report. A copy of his letter is appended (the attachments are on file with the City Clerk).

The bulk of Mr. Gunn's work focused on the 2001 Capital Budget submissions. He had numerous meetings with Commissioners, senior staff, City Councillors and representatives of the CUPE Locals 79 and 416. In addition he met with front line staff and conducted some site visits. His meetings with these groups led to a number of recommendations that have been implemented by myself and the Commissioners.

Financial controls were of particular concern to Mr. Gunn and he has recommended that City Council be provided with timely quarterly variance reports, and sometime in 2002, monthly reports on financial and management results. It is anticipated that corporate variance reports will be submitted to Budget Committee on a monthly basis by the 2nd quarter in 2002.

Operating Budget:

Mr. Gunn recommended that each Commissioner should be responsible for his/her own presentation and that every presentation should follow a standard format and style. In keeping with these recommendations a standard budget presentation template has been developed that will capture a department's mission, customers, key achievements, key business services, goals and objectives, service level indicators, performance measures, organizational charts, budget estimates by service and category of expenditures, base budget pressures, prioritized reductions, new services, and program issues and opportunities.

He also recommended that the operating base budget be constructed using prior year's service levels, authorized positions and actual vacancy rates and that any changes to the base budget be clearly identified in terms of goals and objectives, service levels, and authorized positions. To that end, we have developed a budget submission template that provides a zero-based budget for consultants and furniture, and requires business cases for all budget requests in either of these categories of expenditure. In addition, any requested enhancement to a prior year's service level must also be accompanied by a business case.

Departmental organizational charts are standardized and include reporting relationships and authorized positions.

Capital Budget:

Mr. Gunn has also advised us that approving the 2001 budgets (6) months into the year caused capital projects to be delayed, the construction season missed and increased costs. As approved by Council, the 2002 Operating and Capital Budgets are targeted to be approved by early March and the 2003 Operating and Capital Budgets are planned for approval by December 2002.

Working with the senior staff of the City, he has assisted us in restructuring the 2002 Capital budget using the following categories:

Health and Safety Legislated State of Good Repair Service Improvements and Enhancements Growth Related

The Commissioners and I have met on many occasions to review the capital budget submissions on a City wide basis and have put forward a budget proposal that addresses all of our health and safety, legislated requirements and our state of good repair requests to our affordability level.

In addition, we reviewed previously approved projects and deferred expenditures in the place of higher priority projects, as recommend by Mr. Gunn.

Conclusion:

Mr. Gunn provided a brief report, as his efforts were focused on assisting us to implement change. His advice and recommendations are already incorporated in the 2002 Operating and Capital Budgets.

In particular, Mr. Gunn's recommendations to present organizational charts with authorized positions, and budgets which address defined goals, objectives and service levels will provide Members of Council and the public with a much clearer understanding of City services and the impacts of any budget recommendations.

The Commissioners and I appreciated the assistance which we received from Mr. Gunn in improving the capital and operating budget process for 2002. During the period of his contract, he reviewed and commented on the draft capital proposals in all the Departments and ABC's; however, he did not have the opportunity to review the operating budget details, nor the final capital budget recommended for Council consideration.

Contact:

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Shirley Hoy Chief Administrative Officer

List of Attachments:

Attachment No. 1 – David Gunn's letter to Shirley Hoy dated October 4, 2001

Attachment No. 2 – Summary of David Gunn's recommendations to the CAO

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Tel: 416-392-3551 Fax: 416-392-1827

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October 4, 2001

Ms. Shirley Hoy Acting Chief Administrative Officer Chief Administrator's Office 11th Floor, East Towcr City Hall

Dear Shirley,

This letter will constitute my report concerning my role as Special Advisor to the CAO. Specifically, I was asked to review the capital and operating budget process at the city and to make recommendation for improvements. I was also asked to review capital budgets to the extent available and furnish comments to the CAO. My comments must be put in context.

The background for this assignment is amalgamation. Creating the new City of Toronto out of the six former municipalities and Metro represented an enormous political and managerial challenge. The Budget process should have been a key tool for building the unified City – establishing clear measurable goals, assigning resources, clearly delegating authority and responsibility, measuring results, identifying success and areas for improvement.

The problem of creating the City was made difficult because of the financial implications of amalgamation. Basically, the new City with only the property tax and user fees as revenue was not fiscally sustainable no matter how well run. A principal reason for this was the downloading of transportation functions, GO and the TTC, with their enormous on-going need for capital to replace existing plant and equipment — any thought of expansion despite need was out of the question.

In summary, the managerial and financial pressures facing the City were enormous – the situation called for tough decisions made in a timely fashion and tightly managed results. The organizational structure of City Council did not help – without a clear executive function with the legislated role to prepare and submit an operating and capital budget for hearings, comments, and a vote, the political handling of the budget was not timely. Approving the 2001 Budgets 6 months into the year means that the Operating Budget as a Management Tool is nearly useless. In addition, capital projects are delayed – the construction season missed and costs increased.

The budget process developed by management exacerbates the problem. The budget process at the new City can be characterized as cumbersome, voluminous and confusing. Talk to the Councillors, and the majority find the budget books and materials useless or at best a good place to find issues to be used in interrogating staff. I could not find a Councillor who was happy with the process, however, I did not talk to all of them, there may be one or two who are. Staff views the process in much the same way.

A weak budget process coupled with Council's failure to adopt and enforce strict bylaws governing changes to the Budget resulted in Council taking actions with enormous budgetary impact during the budget year in isolation and without reference to corporate priorities or fiscal reality. This failure to set priorities within an affordability framework further gutted the process.

In summary, a bad situation was made worse by confusing budget submissions. Council reacted in frustration and attempted to understand the budget. This resulted in a horrendous process which produced more smoke than light and consumed time. Budget Advisory Committee (BAC) alone requested over 440 reports from staff adding to the confusion and creating an additional workload during the 2001 budget process.

Partly as a result of behaviour developed in the budget process, there is now no effective definition of duties between the staff and elected officials – Committee Chairs and Councillors often talk as if they are the General Managers of various functions. Orders are given directly to employees by-passing the Chief Administrator's Office which was nearly invisible in budget matters. Much of Council behaviour which is counter productive and adds to the sense of confusion is perfectly understandable. The budget process does not provide Council with confidence in management's effectiveness; it does not clearly lay out strategic choices or policy decisions. The lack of any regular reporting on the capital or operating budgets compounds the problem. The only option left to Councillors is to meddle or grab the reins and try to manage.

The problem is further exacerbated by the management style which has evolved at the new city. Basically, the management style is one of consensus as opposed to assigning authority and responsibility to individuals. Committees at various levels make many decisions. Thus, a manager who is attempting to take action or institute change is faced with many hurdles.

The budget process has exacerbated many of city's problems. The budget process needs to be improved. I believe that success in this area will help restore Council's confidence in staff and a proper relationship between elected officials and the bureaucracy.

As we agreed at the beginning of July, my role – at the City was not only to identify needed changes but, once you agreed to a specific change, to begin implementation. Therefore, some of what I recommend is underway.

My recommendations are as follows:

A. CAO's Budget

The City is faced with an enormous challenge in 2002, both financially and physically. A repeat of the 2001 budget experience would be very unfortunate.

- the approvals were late;
- decisions of great fiscal impact were made in isolation;
- key positions became vacant; and
- the 2002 budget process started late, final budget guidelines were not issued until September.

Historically, the CAO's Office has not driven the budget process, see the 2002 Budget Schedule for the TTC and the City. The first mention of the CAO in the City schedule is the November 26th review. 13 out of 18 key events involve the Council. The reverse is true for the TTC, 13 out of 18 steps involve trying to create a budget *(Exhibit 1)*.

It is strongly advised that the CAO produce a recommended capital and operating budget which represents her best efforts to balance needs with resources.

Preparing this budget will require a departure from consensus decision-making staff and Council will be faced with some unpleasant choices. Important service can be preserved. Some discretionary activities and projects will be curtailed or deferred.

Council should adopt and enforce a policy that Standing Committees can recommend changes to the CAO Budget but any increased cost must be off-set by real revenue or savings both agreed to by the Chief Financial Officer (CFO) in terms of being realistic.

The starting point for the budget debate at Council must be an operating and capital budget which could overall be adopted. Individuals challenging the proposed budget must deal with both costs and revenue so changes proposed are neutral from a budgetary point of view.

Drifting towards consensus will be much more difficult in 2002 than it was in 2001 at the very least it will take longer.

B. Presentation

1. The CAO's recommended Capital and Operating Budget should be considered together. This avoids agreeing to fund capital projects only to discover unsupportable operating costs or vice versa.

2. Departments should be responsible for their own presentations for their portion of the CAO's budget.

In the past Finance Department has produced numbers which were different from Departmental Submissions. This led to confusion at the Budget Committee. I have personally spent hours trying to reconcile TTC's budget submission with a Finance Department submission. The differences were totally due to format. But they thoroughly confused the Council and myself.

3. All staff budget presentations should follow a standard format and style. When every budget presentation is unique, it makes it more difficult for Council to absorb. Certain basic information should be in every presentation for example:

- description of department;
- organization charts in the new format showing authorized positions;
- goals and objectives and service levels, etc.; and
- etc.

I understand standardized formats are being designed.

- C. Budget Process
- 1. Base Budget

The operating base budget should be constructed using prior years service levels, authorized positions and actual vacancy rates.

- 2. Budget Request
 - Changes to the base budget should be clearly identified in terms of service levels, goals and objectives and authorized positions.
 - Requests to fill vacancies in authorized positions resulting from forced gapping should include the impact on service levels.
 - New initiatives must be separately justified in terms of new authorized positions, and service level or improvements.
 - The proposed budget should contain a monthly Human Resource Plan showing authorized positions by classification - by month or accounting period.

The above process is designed to switch from FTE's to authorized positions as a basis of the labour budget. It will give control over the actual number of authorized employees, which the City does not have.

The use of authorized positions, monthly workforce plans and a detailed labour budget will permit the setting of goals for overtime and absenteeism – at present many managers cannot answer questions about absenteeism, is it a problem?, what are current rates?, etc. The use of authorized positions vs. FTEs will force management to clearly identify the impact of budget reductions in terms of specific positions and service levels. Unfunded positions should be abolished - they are not authorized.

D. Organization Charts

Organization charts should be submitted representing authorized positions planned for year-end. The format should be standardized and include chain of command and authorized positions. (This recommendation is well under way. I have attached a sample prepared by Facilities and Real Estate - Exhibit 2).

The organization charts are designed to identify the individuals responsible for various activities, services and goals and objectives. A draft set of organization charts for the City is complete.

E. Goals and Objectives and Service Levels

Quantifiable goals and objectives and proposed service levels recommended by the CAO should accompany the budget submissions. Of course, the budget is included as a goal. The goals and objectives should track the organization chart so that each cost centre has its goals, objectives and planned service levels with a responsible manager. I have attached the TTC goals and objectives as a sample (*Exhibit 3*).

The Capital Budget should contain schedules and cash flows for each project. These would be included in the appropriate manager's goals and objectives.

F. Capital Budget

The CAO's recommended capital budget should be prepared using the approved categories:

- safety/legislative
- state of good repair
- improvements
- growth

The projects should be evaluated corporation-wide not by department. It may make no sense to be deferring essential maintenance in Transportation while undertaking improvements and growth projects in another area for example.

All projects should be ranked including prior approvals – consideration must be given to deferring previously approved projects of relatively lower priority which have not been started.

All projects must have an assigned project manager committed to a schedule and budget.

All Information Technology projects should have a standardized business case as required by IT and put in priority order on a city-wide basis by IT.

I have reviewed a number of capital programs – see my calendar (*Exhibit 4*). I have made a number of suggestions which I will share with you. The most concrete results are related to the TTC, I have attached a Commission Report, dated September 25, 2001, which explains some of the changes we agreed to (*Exhibit 5*).

I should state that the quality of departmental briefings varied from excellent to unacceptable, again I will brief you orally.

G. Labour Strategy

The City faces many labour issues:

- City contracts must be renegotiated in 2002.
- Harmonization of wage rates and work rules is not complete.
- Alternative Service Delivery (ASD) is being pushed in various committees waste, custodial, etc.
- Work rule changes are being pursued in some committees.

A city multi-year labour strategy is essential otherwise efforts in one area may have unintended consequences. The City should prioritize its demands on the unions, it will not get all it wants, trade-offs are required. Currently, it appears that many efforts are being undertaken in isolation and there is no effective process to establish strategy.

The Executive Director of Human Resources vacancy has just been filled and Ms. Holn should be given control over developing a Council approved strategy as soon as possible. Obviously the budget process should be completed prior to active negotiations and fully funded. This establishes the direct correlation between new labour costs and taxes.

H. Reporting

Regular monthly reporting should be initiated as soon as practical. This should include financial variances in detail, a year-end projection, progress on goals and objectives, etc. (as discussed). This is underway for Spring 2002 implementation – use the TTC CGM Report as a template.

General Recommendations

Staffing

The current vacancies in key positions is very worrisome:

- Chief Administrative Officer (CAO)
- Chief Financial Officer (CFO) and Treasurer

I cannot stress too much the importance of permanently filling the jobs of CAO and CFO. The CFO must clearly report to the CAO.

In addition it appears that there are a number of areas with managers who are struggling. Without being specific, I suggest you take steps to strengthen the talent pool. There are also a large number of very competent individuals.

Summary

I believe that the above recommendations will help the City deal with its fiscal realities. Clearly you must find several hundred million dollars of annual savings or revenue in 2002.

Some of the savings must be found in the labour budget. I would caution anyone assuming that this will be easy.

Easy results indicate the City operations have approximately 23,000 full time positions. If an assumption were made that \$100 million were to come out of the labour budget, that would require abolishing approximately 2000 positions in January or 4000 positions in June almost 20% of the workforce. This is not practical without drastic effects on service. The 2002 budgets will not be balanced by edicts. It can only be balanced with a well thought out coherent plan. The basic outlines of such a plan must come from staff....that is their job.

I believe this completes my activities under my contract with the City. I will have consumed 22 out of 30 days. There are 8 days remaining.

I am willing to consider a further role with the City if you wish, however, let me make the following comments:

First, my management style is very different from the consensus management practiced at the City. I am much more inclined toward assigning individuals authority and responsibility and holding them accountable. I find it very frustrating to make recommendations, have them apparently accepted by staff, only to find them rejected during my absence. I guess I'm not cut out to be a consultant.

Secondly, I'd be willing to return for the purpose of explaining my recommendations which can be accomplished within existing contract limits.

Thirdly, I believe any further role would only be useful if there were a task which included authority and responsibility.

I have really enjoyed working with you. You are a great boss - the City is lucky to have you.

Sincerely,

David L Lm

David L. Gunn Special Advisor

Attachments

cc: Mayor Mel Lastman Deputy Mayor Case Ootes Councillor David Shiner Mr. Gunn made a number of recommendations that have been implemented in the 2002 budget proposal that is currently before the Budget and Standing Committees:

	Gunn's recommendations	Status	Comments
1.	The CAO produce a recommended capital and operating budget which represents her best efforts to balance needs with resources.	Implemented	
2.	The Capital and Operating Budgets should be considered together to ensure that operating cost implications are dealt with when capital budget is approved.	Implemented.	
3.		Implemented	 The 2002 budget identifies priorities within an affordability framework. City Council has adopted a Financial Policies and Protocols Guide that guides Council in financially sustainable decision- making.
4.	Council should adopt and enforce a policy that Standing Committees can recommend changes to the CAO budget but any increased cost must be off-set by real revenue or savings both agreed to the by the CFO.	Implemented.	• The Budget Chair and CAO has advised that any increased costs should be off-set by savings, or a new revenue source be identified.
5.	City Council be provided with timely quarterly reports, and sometime in 2002, monthly reports on financial and management results. This should include financial variances in detail, a year-end projection, progress on goals and objectives etc.	Being implemented.	• It is anticipated that corporate variance reports will be submitted to Budget Committee on a monthly basis by the 2 nd quarter in 2002.
6.	Need to staff key positions and increase training and competencies of staff.	Being Implemented	 Mr. Gunn states that there are a large number of very competent individuals in the organization. The organization is enhancing the development of competencies by embedding role and core competencies in its management training programs. The City-wide Employee

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Gunn's recommendations	Status	Comments
7. The 2002 budget should be based on 2001 actuals not the 2001 base budget.		 Development Program is a competency based program ware reviewing our core competences for management staff we are developming financial training for non-financial managers. Corporate Project Management training is supporting the development of management competencies in the areas of results orientation, innovation fiscal accountability, and particularly planning, organizing and coordinating. Departments don't budget specifically to past year's spending but rather use previous year's actuals as a guidelines for the development of the following year's budget Since projects are not always completed within the anticipated timelines previous years actuals are not always effective indicators of the nex year's requirement. The City has historically been accurate budget forecasting: 2000 actuals were within 0.4 per ce (operating) of projections and 2001 is expected to be similar
Operating Budget:		
 Each Commissioner's budget presentation should follow a standard format and style for ease of understanding. 	Implemented.	
9. Each Commissioner should be responsible for his/her own presentation.	Implemented.	· · · · · · · · · · · · · · · · · · ·

Attachment #2

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Gunn's recommendations	Status	Comments
 10. Each presentation to capture a department's mission; customers; key achievements; key business services; service level indicators; performance measures; goals and objectives; organizational charts; budget estimates by service and category of expenditures, base budget pressures, prioritized reduction, new services and program issues and opportunities. 11. The operating have budget be 	Implemented.	
 The operating base budget be constructed using prior year's service levels, authorized positions and actual vacancy rates. 	Implemented	
12. Any changes to the base budget be clearly identified in terms of service levels, goals and objectives and authorized positions.	Implemented.	 Staff have developed a budget submission template that provides a zero-based budget for consultants and furniture, and requires business cases for all budget requests in either of these categories of expenditure In addition, any requested enhancements to a prior year's service level must also be accompanied by a business case.
13. The use of authorized positions, monthly workforce plans and a detailed labour budget will permit the setting of goals for overtime and absenteeism.	Partial implemen- tation	 The City has moved from FTE to authorized positions. Monthly workforce plans are in the process of being developed The workload associated with the development of a new budget process in a short time-period did not permit the creation of monthly reports at this time. This will be considered as part of the 2003 budget process.
14. Organizational charts should be submitted representing authorized positions for year-end. The format should be standardized and include	Implemented	• Departmental organizational charts are standardized and include reporting relationships and authorized positions.

Attachment #2

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Gunn's recommendations	Status	Comments
chain of command and authorized positions.		
15. Develop a multi-year labour strategy.	2003 Budget	• Commencing with the 2003 budget submission departments will be required to submit a Multi-Year Business Plan which will include a multi-year labour strategy.
Capital Budget:		
16. Earlier approval of the capital budget.	Implemented.	 Last year the capital budget was approved late in the year and this caused capital projects to be delayed, the construction season was missed and there were increased costs. The 2002 Capital Budget will be adopted in March 2002 and the 2003 Capital Budget will be adopted in December 2002.
 17. Gunn reviewe of a number of capital programs and recommended restructuring the entire capital budget using the following categories: Health and Safety Legislated State of Good Repair Service Improvements and Enhancements Growth Related 	Implemented.	
 To review all previously approved projects and defer expenditures in place of higher priority projects. 	Implemented.	· · ·
19. All projects should be evaluated corporation-wide not by department.	Implemented.	
20. All projects must have an assigned project manager committed to a schedule and budget.	Implemented	 Departments assign project managers to all their projects. To ensure consistency,

Gunn's recommendations	Status	Comments
		 implementation of a standard project management infrastructure is scheduled to start in 2002 and phased in until 2005. This infrastructure provides project managers with the skills and tools to plan, monitor and manage project schedules, budgets and resources. All forms and templates will be made available via the intranet and the use of tools such as the project charter will address Mr. Gunn's concerns regarding commitments to schedules and budgets.
21. All Information and Technology projects should have a standardized business case as required by IT and put in priority order on a city-wide basis by IT.	Implementing	 Corporate I&T is implementing this recommendation. All Departments have been told that business cases must be prepared and signed off by Corporate I&T. The Executive Director has met with all departments regarding their 2002 I&T capital budget submissions amd now reviews all requests for I&T acquisitions, contract staff or consultants.

Attachment #2