



## STAFF REPORT ACTION REQUIRED

### Toronto's 2011 Performance Measurement and Benchmarking Report

<b>Date:</b>	April 9, 2013
<b>To:</b>	Executive Committee
<b>From:</b>	City Manager
<b>Wards:</b>	All
<b>Reference Number:</b>	

#### **SUMMARY**

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This report and the accompanying Attachment A, entitled "Toronto's 2011 Performance Measurement and Benchmarking Report", provide approximately 230 service/activity level indicators and performance measurement results in 33 service areas. Up to eleven years of Toronto's historical data are included to examine short- and long-term internal trends, and 2011 results are compared externally to 15 other municipalities through the Ontario Municipal CAOs Benchmarking Initiative (OMBI).

This 2011 report differs from previous years through the addition of:

- Five more service areas:
  - City Clerk's Office
  - Court Services
  - Fleet Services
  - Payroll Services
  - Purchasing Services

It should be noted that the annual data collection process for the information published in this report is a result of a joint effort with other OMBI municipalities. The 2012 data and results will not be available until mid-2013. However, in some instances, Toronto's 2012 results were available and have been included in this report.

More timely information is reported on a quarterly basis to the Executive Committee through the Management Information Dashboard that provides current information for Toronto with respect to economic, social and divisional indicators. The most recent report for 2012 Quarter 4 is available at <http://www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-56578.pdf>.

Toronto's 2011 Performance Measurement and Benchmarking Report is centred on results that can be quantified. It is equally important to consider achievements from 2012 and initiatives planned for 2013 that can further improve Toronto's services. These have been included at the end of each service section in Attachment A and highlights are also provided related to continuous improvement initiatives (on pages 11 to 15 of the attached) under the headings of customer service, efficiency, effectiveness and quality of life. These initiatives are illustrative of staff efforts to build and foster a climate and culture of continuous improvement in our 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. Therefore, the most accurate comparison for Toronto is to examine its own year-over-year results and longer-term historical trends. Results from the report show:

- Toronto's 2011 service or activity level indicators increased or were maintained for 78 percent of the indicators in relation to 2010.
- Toronto's 2011 performance measurement results in the areas of customer service/quality, community impact and efficiency showed 72 percent of the measures had either improved or stable results relative to 2010.

Notwithstanding Toronto's unique place in Ontario, there is also value in comparing Toronto's 2011 results to those of other Ontario municipalities for additional perspective. The report also includes comparative results of the cities of Winnipeg, MB and Calgary, AB in a number of the service areas.

Toronto's 2011 results have been ranked by quartile in relation to these other municipalities. Results show:

- Toronto's service/activity indicators are at or higher than the OMBI median for 59 percent of the indicators. Toronto's much higher population density is a key factor in areas with lower activity levels or resources devoted to the service.
- Toronto's performance measurement results in the areas of customer service, community impact and efficiency are at or higher than the OMBI median for 50 percent of the measures.

Factors that influence why Toronto's results are higher or lower in relation to other municipalities include its high population density, its more developed urban form and older infrastructure. These influencing factors are discussed in the report.

There were few changes in Toronto's quartile ranking for each of the indicators and measures between Toronto's 2010 and 2011 Benchmarking Reports. Changes in Toronto's quartile ranking for individual measures are more likely to occur over longer time periods, especially from 2012 and beyond with enhanced efficiencies identified through the City's Service Efficiency Studies.

It has been recognized that Toronto should expand its benchmarking work beyond Ontario to a broader world context. Staff are working with the Global City Indicators Facility (GCIF), based at the University of Toronto, 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 date, including the sharing of our experiences in benchmarking work done through OMBI and the Federation of Canadian Municipalities (FCM) Quality of Life Indicators. Toronto has been recognized by staff of the World Bank and the GCIF as one of the world leaders in these areas.

## **RECOMMENDATIONS**

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The City Manager recommends that:

1. The Executive Committee receive this report and forward it to the Budget Committee for information related to the 2014 budget process.

### **Financial Impact**

As this report deals with performance measurement results for 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 review program, service planning and budget processes and continuous improvement initiatives.

### **EQUITY IMPACT STATEMENT**

This report summarizes Toronto's performance measurement results in 33 service areas and also includes data of up to 15 other Canadian 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**

This report on Toronto's 2011 Performance Measurement and Benchmarking Results is the seventh such report that has been prepared and has expanded to include 33 service areas, up from 28 service areas last year.

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.

In April 2008, Council recommended that the City Manager select one of the best areas of performance and report on how this was achieved.

Since 2007, supplementary reviews of performance results were completed and previously reported on Winter Maintenance of Roads, Solid Waste Diversion, Bylaw Enforcement, and Library Services.

Because of the continuing service review program, as well as resource constraints, no supplementary reviews have been completed with this report.

## **ISSUE BACKGROUND**

From 2000 to 2005, the City Manager prepared a series of reports on Toronto's performance measurement results under the Municipal Performance Measurement Program (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 primarily data available through the OMBI process, supplemented with other informative measures.

City staff have been working for a number of years in collaboration with other municipalities through OMBI. In October 2012, the 16 OMBI member municipalities released a joint report entitled "OMBI 2011 Performance Benchmarking Report (OMBI Joint Report)", which can be found <http://www.ombi.ca/resources/?did=56>.

The 2011 OMBI Joint Report presents results for each performance measure in alphabetical order and does not attempt to interpret or rank the results of municipalities in any way.

Toronto's 2011 Performance Measurement and Benchmarking Report, included as Attachment A, builds on the OMBI Joint Report by expanding the indicators and measures examined, focussing on Toronto's internal short and long term trends, and ranking Toronto's 2011 results by quartile relative to other municipalities.

This 2011 report differs from previous years through the addition of:

- Five more service areas:
  - City Clerk's Office
  - Court Services
  - Fleet Services
  - Payroll Services
  - Purchasing Services

- More community impact and quality measures such as:
  - The percentage Child Care Centres that are meeting quality standards (Children's Services).
  - The frequency that Toronto beaches are posted as unsafe to swim (Wastewater Services).
  - The percentage of patients with cardiac arrest that have their pulse return upon arrival at the hospital (EMS).
- More customer service measures.
- Web links where similar neighbourhood-based data is available through Wellbeing Toronto (<http://map.toronto.ca/wellbeing/>) to complement the city-wide information in this report.
- The introduction of total cost measures in a number of service areas, which are comprised of operating costs plus amortization (depreciation) of capital assets.
- Timelines to assist readers by illustrating the components of an emergency 911 call for Fire Services and Emergency Medical Services.

Toronto's 2011 Performance Measurement and Benchmarking Report is centred on results that can be quantified. It is equally important to consider achievements from 2012 and initiatives planned for 2013 that can further improve Toronto's services. These have been included at the end of each service section in Attachment A and highlights are also provided related to continuous improvement initiatives (on pages 11 to 15 of the attached) under the headings of customer service, efficiency, effectiveness and quality of life. These initiatives are illustrative of staff efforts to build and foster a climate and culture of continuous improvement in our services.

### **Other Related Reports and Initiatives**

In the past two years, a total of 13 service efficiency studies were completed by external consulting firms. These studies reviewed how these services are delivered to identify new and more efficient ways to deliver them at a lower cost. Study findings are available at <http://www.toronto.ca/torontoservicereview/efficiencystudies.htm>.

The City Manager prepared a report in February 2013 on how the City of Toronto is using data in five City Divisions to make informed changes to business practices that have resulted in tangible and quantifiable improvements in productivity and enhanced customer service. <http://www.toronto.ca/legdocs/mmis/2013/gm/bgrd/backgroundfile-56134.pdf>.

The City Manager also prepares a quarterly Management Information Dashboard that provides a high level summary of key economic and social indicators, as well as operational statistics from City Divisions, Agencies and Corporations. It is intended to provide information to assist in assessing trends and directions of key indicators for the City of Toronto as a whole, and City of Toronto services in particular. It includes the most current information available to date and compares it to previous periods, previous

years and any associated targets established for those indicators.

<http://www.toronto.ca/progress/mgtdashboard.htm>

Information for approximately 165 indicators, broken down by by Toronto's 140 individual neighbourhoods, is available through Wellbeing Toronto at

<http://map.toronto.ca/wellbeing/>.

The Financial Planning Analysis Reporting System (FPARS) will enable service-based budgeting and service planning. Information will be presented as services the public can understand and relate to, as opposed to using the City's internal organizational structure. Along with the costs of these services, FPARS will incorporate performance measures as key components of decision-making and resource allocation processes.

## COMMENTS

The table of contents to Toronto's 2011 Performance Measurement and Benchmarking Report (Attachment A) provides page references to all of the sections included in the report.

The report includes:

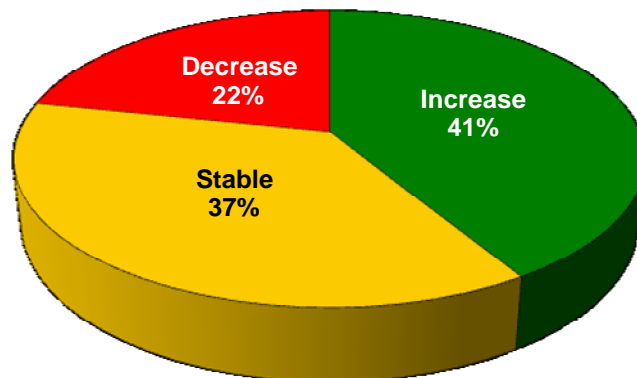
- Contextual information on the proportion of taxes, in all forms, the average Ontario family pays to all three levels of government and how the City of Toronto's 8.9 percent share of those taxes was spent in 2012 (pp. 2 to 3).
- Summaries of :
  - How Toronto's service and activity levels changed in 2011 compared to 2010 (pp. 5).
  - How Toronto's performance changed in 2011 compared to 2010 (pp. 6 to 7).
  - How Toronto's 2011 service/activity level indicators compare to other municipalities (pp. 8).
  - How Toronto's 2011 performance measurement results compare to other municipalities (pp. 9 to 10).
- A summary of continuous improvement initiatives: actions Toronto's service areas are taking to further improve operations and performance in the areas of:
  - Customer service (pp. 11 to 12)
  - Efficiency (pp. 12 to 13)
  - Effectiveness (pp. 13 to 15)
  - Quality of Life (pp. 15).
- Examples of Toronto's award-winning initiatives (pp. 16).
- A summary of Toronto's results in international rankings and reports (pp. 17 to 21).
- A guide to interpreting the summaries and charts in the report (pp. 24 to 30).
- A consolidated colour-coded summary of each of the indicators and measures included in the report referenced to supporting detail in the individual service sections (pp. 33 to 75).

- Detailed results for each of the 33 service areas including:
  - Colour-coded summaries of Toronto’s results.
  - Charts with up to 11 years of Toronto’s results for each indicator and measure.
  - Sorted 2011 results of the 16 OMBI municipalities for each indicator and measure, highlighting Toronto’s quartile ranking (based on the highest service/activity level, and for performance 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 2012 or planned for 2013 that have improved or are expected to further improve the efficiency or effectiveness of operations.

### **Internal Comparison – How Have Toronto’s Service/Activity Levels Changed Between 2010 and 2011?**

Of the 46 service/activity level indicators included in this report, Toronto's 2011 levels were maintained (stable) or increased for 78 percent of the indicators in relation to 2010, as shown in the chart below:

**Toronto's Internal Trends 2011 vs. 2010  
Service/Activity Levels (46 Indicators)**

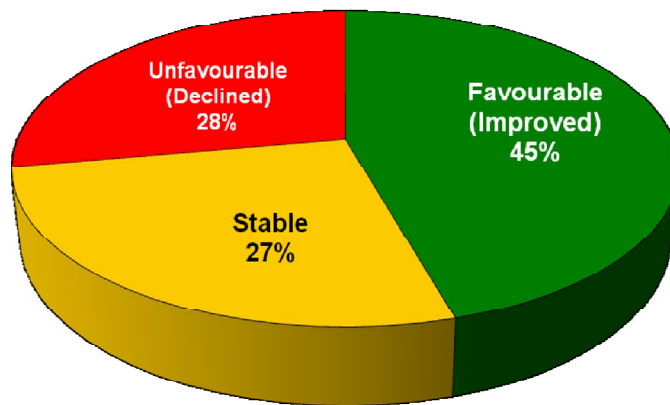


Examples of some of the areas in which Toronto’s 2011 service levels or levels of activity increased include a greater investment in childcare, increased library holdings, more off-street parking, and expanded parkland.

### **Internal Comparison – How Have Toronto’s Performance Measurement Results Changed Between 2010 and 2011?**

Of the 180 performance measurement results of efficiency, customer service and community impact included in Toronto’s 2011 Performance Measurement and Benchmarking Report, 72 percent of the measures examined had 2011 results that were either improved or stable relative to 2010 as reflected in the chart below:

**Toronto's Internal Trends 2011 vs. 2010  
Performance Measures (180 Measures)**



Examples of improved performance include:

- Decreases in residential fires, crime rates, vehicle collisions, water use per household, and days that beaches are marked as unsafe for swimming.
- Increases in, solid waste diversion rates, attendance at cultural events, transit usage, and cardiac arrest patients with a return of pulse upon arrival at the hospital.
- Reduction in the time it takes to resolve/close a bylaw complaint.
- Transportation Services achieved their standard for service requests 96 percent of the time in 2011 and 2012.
- Continuing high quality ratings for Long Term Care Homes and Child Care Centres.
- Reduced costs of processing a development application, administering a social assistance case, diverting a tonne of waste, providing a transit passenger trip and disposing a tonne of garbage.

Some areas of declining performance include:

- Reduced pavement condition and bridge condition ratings.
- Increased rates of sewer back-ups and watermain breaks.

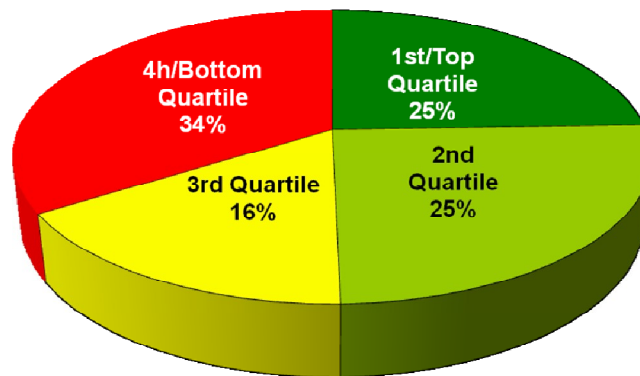
**External Comparison – How Did Toronto's 2011 Performance Measurement Results Compare To Other Municipalities?**

There are 147 measures of efficiency, customer service and community impact in Toronto's 2011 Performance Measurement and Benchmarking Report where Toronto's results can be compared and ranked with other municipalities and placed in quartiles.

Toronto's results were at or were higher than the OMBI median for 50 percent of the indicators as shown in the chart below. Between Toronto's 2010 and 2011 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 rankings are more likely to occur over a longer time period.



**Toronto's 2011 Results Compared to Other Municipalities  
Performance Measures (147 Measures)**



Areas where Toronto had the top/best result of the OMBI municipalities include:

- Highest proportion of patients with cardiac arrest that have their pulse return upon arrival at the hospital.
- Lowest amount of reactive (unplanned) vehicle maintenance as a percentage of all vehicle maintenance.
- Highest percentage of roads with a pavement rating of good to very good among single-tier municipalities.
- Highest solid waste diversion rate for houses.
- Highest number of conventional transit trips per person.
- Highest percentage of maintained parkland in relation to geographic area.
- Highest ratio of Industrial, Commercial and Institutional construction activity relative to residential construction.

Some of the key factors contributing to results falling below the OMBI median include:

- Social program measures over which Toronto has little control, such as longer waiting lists for social housing or subsidized childcare, and higher benefit costs for social assistance.
- Measures impacted by Toronto's high population density and urban form including higher rates of violent crime, more traffic congestion, a higher vehicle collision rate and higher solid waste disposal costs that arise from not having a local landfill site.
- Results impacted by the advanced age of Toronto's infrastructure, such as the highest rates of watermain breaks and sewer backups.
- Areas of higher costs that in some part can be related to higher levels of effectiveness such as the highest costs for paved roads (with the highest pavement quality), or the second highest cost of solid waste diversion (with a very high diversion rate for houses).

The report includes detailed charts and a discussion of the factors that have influenced Toronto's results both over time and in relation to other municipalities.

## **Continuous Improvement Initiatives – Actions to Further Improve Operations and Performance**

Each of the individual service area sections included in the report includes a listing of some of the initiatives completed in 2012 or planned in 2013 that will further improve the efficiency and effectiveness of Toronto's operations. Highlights of those initiatives are provided on pages 11 to 15 of the attached report and have been grouped in the following categories:

- Initiatives to improve customer service;
- Efficiency improvement initiatives;
- Initiatives to improve effectiveness; and
- Initiatives to improve the quality of life of Torontonians.

## **External Recognition of Toronto's Innovative Initiatives**

Performance cannot be evaluated solely on quantitative data. A number of Toronto's initiatives received awards from external organizations in 2012 including:

- Long-Term Care Homes & Services (2012 Innovation and Excellence Workplace Quality Award from the Ontario Association of Non-Profit Homes and Services for Seniors)
- 311 Toronto's mobile apps that allow residents to quickly and easily report potholes and graffiti vandalism (Municipal Information Systems Association, Ontario Chapter, innovation award).
- Toronto Water's Earl Bales Stormwater Management Pond (the Living City Award for Healthy Rivers and Shorelines).
- The City Manager's Toronto Urban Fellows program (Finalist; The Institute of Public Administration of Canada (IPAC) Award for Innovative Management).

Further information on Toronto's award-winning initiatives can be found at [Awards by City Division](#).

## **Toronto in International Rankings and Reports**

Toronto is one of the most liveable and competitive cities in the world as demonstrated by various international rankings and reports issued by external organizations. Highlights of these rankings are summarized on pages 17 to 21 in the report and are also available at [www.toronto.ca/progress/world\\_rankings.htm](http://www.toronto.ca/progress/world_rankings.htm). Toronto's ranking in four of these studies are noted below.

### Toronto continues to be world's fourth most liveable city

Toronto is ranked fourth for the third time after only Melbourne, Vienna and Vancouver in the [Economist Intelligence Unit's 2012 Liveability Ranking Report](#) of 140 world cities. Cities are ranked on political and social stability, healthcare, culture and environment, education and infrastructure.

Rank (of 140)	City
1	Melbourne
2	Vienna
3	Vancouver
<b>4</b>	<b>Toronto</b>
5	Adelaide
6	Calgary
7	Sydney
8	Helsinki
9	Perth
10	Auckland

### Cities of Opportunity: third overall

The fifth annual [Cities of Opportunity](#), a report from Price Waterhouse Coopers and the Partnership for New York City, looked at 2012's emerging picture of city life in 27 world cities of finance, commerce and culture in various categories. In this study, Toronto was ranked third overall, after New York and London.

Rank (of 27)	City
1	New York
2	London
<b>3</b>	<b>Toronto</b>
4	Paris
5	Stockholm
6	San Francisco
7	Singapore
8	Hong Kong
9	Chicago
10	Tokyo

### Aon Hewitt ranks Toronto 3rd in the lowest risk city in the world for employers

[Aon Hewitt's study, the 2013 People Risk Index](#), ranked Toronto as the world's third lowest risk city. The Index measures the risks organizations face with recruitment, employment, and relocation in 138 cities worldwide by analyzing factors such as demographics, access to education, talent employment, employment practices, and government regulations.

Rank (of 138)	City
1	New York
2	Singapore
<b>3</b>	<b>Toronto</b>
4	London
5	Montreal
6	Los Angeles
7	Copenhagen
8	Hong Kong
9	Zurich
10	Vancouver

## **KPMG's Competitive Alternative Study ranks Toronto fifth in the world and second in North America**

[KPMG's 2012 Competitive Alternative study](#) found that Toronto offers one of the world's most cost effective business and investment climates. Toronto ranks fifth in the world and second in North America of cities with a population over 2 million. The KPMG study compares business cost and other competitiveness factors in more than 133 cities in 14 countries.

<b>Rank (of 44)</b>	<b>City (population over 2 million)</b>
1	Manchester
2	Montreal
3	Rotterdam
4	Amsterdam
<b>5</b>	<b>Toronto</b>
6	Cincinnati
7	Atlanta
8	Orlando
9	Tampa
10	Vancouver

## **Global 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.

Commencing in May 2008, the City Indicators Initiative was managed by a newly-established Global City Indicators Facility (GCIF) within the Cities Centre at the University of Toronto. Financial support for the facility was initially provided by the World Bank's Development Grant Facility. In 2012, the Ontario Ministry of Municipal Affairs and Housing committed to funding the GCIF for three years.

The GCIF 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 are designed to capture the service levels (or amount of resources devoted to delivery of that service) and the outcomes (or impacts) of the services on the community. Examples of service areas included are fire services, recreation services, police services, social services, solid waste management services, water services and wastewater services.

As of March 2013, there were 248 cities in 78 countries (a year earlier, there were 171 cities in 61 countries) represented in the Global City Indicators Facility, which includes members from:

- Argentina – Buenos Aires
- Australia – Melbourne and Brisbane
- Brazil – Sao Paulo, Belo Horizonte and Porto Alegre
- Canada – Montreal, Edmonton, Toronto and Vancouver
- Chile – Santiago
- Columbia – Bogotá and Cali
- England – Birmingham
- Egypt – Cairo and Alexandria
- Finland – Helsinki
- France – Paris
- Indonesia – Jakarta
- India – Mumbai
- Italy – Milan
- Iran – Tehran
- Israel – Tel Aviv
- Jordan – Amman
- Netherlands – Rotterdam
- Peru – Lima
- Portugal – Lisbon
- Saudi Arabia – Mecca and Riyadh
- South Africa – Cape Town, Johannesburg and Durban
- Spain – Madrid and Barcelona
- United Arab Emirates – Dubai
- USA – King County (Regional Seattle), Portland and Dallas

The World Bank and the GCIF recognizes Toronto as one of the world leaders in terms of measures and indicators collected, as well as benchmarking initiatives of service delivery and quality of life indicators. The ability to compare and benchmark internationally, as well as develop knowledge networks between international partners, is an important aspect in order to compare service performance and ensure City residents receive value for their tax dollars.

To date, Toronto has provided full data sets to the GCIF, and in 2013 the GCIF will be encouraging its larger city members to allow their data to be publicly reported. This will enable Toronto to include comparisons to these other international cities in future reporting and 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.

## **Conclusion**

The average Toronto family with two incomes pays the vast majority of their taxes, in all forms, to the Provincial and Federal Governments. Only 8.9 percent of their taxes are 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 33 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.

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 eleven years of data used to examine Toronto's own short- and long-term internal trends in results can provide valuable insights. Through collaborative efforts with other Canadian municipalities, the OMBI process also provides comparable information and data access to other municipalities. Combined, the internal and external perspectives are useful in providing a better understanding of the City's operations over time, where Toronto is performing well with respect to other municipalities, and where it can improve.

In areas where Toronto can improve, some key factors behind these results have been identified. Nonetheless, it must be recognized that certain other factors, such as urban form and population density, are not controllable and make Toronto unique among Ontario municipalities.

Comparing to other large international cities in the future through the work of the GCIF will provide better comparators for a number of indicators in this report.

Toronto continues to be one of the most liveable and competitive cities in the world as confirmed by various international rankings and reports issued by external organizations which are also highlighted in this report.

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## **SIGNATURE**

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Joseph P. Pennachetti  
City Manager

## **ATTACHMENTS**

Attachment A: Toronto's 2011 Performance Measurement and Benchmarking Report