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Service Efficiency Study Program

Centralized Communications Model

Report to the City Manager

Submitted by

Western Management Consultants

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EXECUTIVE SUMMARY

Scope of the Study

This Service Efficiency Study examines the communications function within the City of Toronto. The Study is one of fifteen identified in support of the 2012 City Council budget deliberations. It covers 62 of the staff positions in the 2011 budget. As of September 2011, the actual headcount had been reduced to 59, down 3 from the budgeted positions.

The study excluded communications functions located in Toronto Emergency Medical Services, Toronto Fire Services and the Economic Development and Culture Division as these areas perform a mix of activities that are not traditionally communications including site and incident management, public education and marketing. The study also excluded communications functions located in the City's Agencies, including Toronto Public Health. Other areas not included were political communications related to the Mayor and Councillors and the Print and Design Services in the City Clerk's Office. 2 positions were subsequently identified as not being communications positions (program / policy work and issues management for Parks, Forestry and Recreation and for Affordable Housing) and are not included in the count above. As well, there are 3 temporary, project based positions in Cluster C that are not included above.

It should be noted that all City staff are subject to the policies and standards set for communications whether part of a specific communications unit or not.

The general purpose of the study was to assess the delivery cost and effectiveness of the communications function and to recommend opportunities for improvements. In particular, the study was to assess the potential of moving from the current dual reporting structure towards a centralized organizational structure for the communications function and to assess the effectiveness and the organization of the City's web governance process.

The Role of the Communications Function



The communications function encompasses a wide range of activities, such as: media relations, brand and image management, advertising, communications advice, planning and strategy, etc. directed at internal, external and inter-

government audiences, across a range of media, including the web and increasingly, social media.

Current Organizational Structure of the Communications Function

The current structure of the communications function was set up in 2008 as a dual reporting (matrix) entity. It currently consists of a Strategic Communications Division to serve as the "corporate office" (22 positions, reporting through a Director to the City Manager) and three Cluster Communications Units, one for each cluster (27 positions in total). The Cluster Communications Units are responsible for the specific City programs within their cluster. The staff are located near to and are immediately accessible to their assigned client departments (co-located.) Each Unit is led by a manager who has a dual reporting structure. In the 2008 structure, the managers were to report directly and equally to the Finance and Administration function of their respective cluster and to the Director, Strategic Communications.

In addition, within Cluster A, there are 10 positions in two specific Divisional Communications Units. These employees report solely to their specific Divisions with no direct reporting either to the Cluster or to Strategic Communications. They do, however, operate within the City's overall communications policy and procedures framework. Some of these 10 positions are mandated and financed by other levels of government.

There are also a few temporary positions, embedded in specific projects within Cluster C. These positions were not part of this analysis.

Current Structure of the City's Web Operations and Governance

The current structure of the City's web operations and governance was put in place in 2008. Operations consist of 30 positions in a Web Competency Centre which is part of the Information & Technology (I&T) Division. When set up, the Centre was tasked with resolving the difficulties attributed to the City's prior decentralized web development approach and to create and deploy a content management system. The Centre manages the technical aspects of the web site (system design, hardware selection and hosting.) The City's operating divisions supply the content for the web pages and the Centre transforms it into HTML code and loads it onto the web. A content management system consists of software tools that enable users (as opposed to Centre staff) to create and



manage website content without having to know the technical aspects of HTML coding, etc.

The governance structure consists of a Web Governance Committee (WGC) plus two sub-committees. The WGC is one of five I&T-related committees that report via a Business Advisory Panel to the City Manager. The WGC and its two subcommittees are three of 13 cross-divisional committees in the I&T-related committee structure.

Findings and Recommendations

Delivery Cost of the Communications Function

Delivery costs for the communications function consist almost entirely of salaries and benefits; therefore, looking at headcount is an appropriate way of addressing the costs. There were 62 positions approved in the City's 2011 Operating Budget and 60 positions approved in the City's 2012 Operating Budget.

Delivery costs are being managed downwards. Little further can be expected at this time.

A caveat would be appropriate at this point. Council and the public are requesting that the City increase its capability to use the various social media to improve response times and enable greater sharing of City-related information. Social media consist of on-line technologies such as internet forums, blogs, wikis, picture sharing, pod casts, etc. Developing this capability will put upward pressure on costs.

Effectiveness of the Communications Function

The heads of the various business units have confidence in the communications staff assigned to them. They particularly like the co-location strategy. In the co-location strategy, specific communications personnel are assigned to a business unit. They are physically located close at hand and, thus, accessible. The co-location strategy enables the communications staff to develop subject matter expertise and to establish trust and credibility with their clients. The co-location strategy should be continued.



The Strategic Communications Division is seen to be doing a good job in the areas that a "corporate office" should be addressing, that is, policy, guidelines, media training, corporate identity, etc.

Organization Structure of the Communications Function

The current organization structure is excessively complex and the dual reporting relationship has become misinterpreted.

The complexity is illustrated by the fact that the communications function is a combination of corporate, cluster and divisional units and by the fact that some units are included in the structure and others are not. While there may be much merit in this "one size does not fit all" approach, it has gone too far. The consultants recommend that the Cluster A divisional communications units be absorbed into the cluster as, when and if certain conditions (e.g., agreed-to Key Performance Indicators, agreed-to Service Level Agreement) are met.

Since it was introduced in 2008, the original equal and direct dual reporting relationship of the managers of the Cluster Communications Units has evolved into a direct relationship to their Cluster Finance and Administrations function and a dotted line relationship to the Director, Strategic Communications. The reporting relationship needs to be both clarified and simplified. As such, the consultants recommend a centralized structure. In this structure, the managers of the Cluster Communications Units would report solely to the Director, Strategic Communications.

The physical location of the staff would remain the same, that is, co-located in their assigned business units. In the recommended centralized structure, the City will benefit from a better coordinated communications function, the business units will retain what they want (co-located communications staff) and they will get better back-up and coverage from the center when their specific co-located people are away. In addition, as part of a larger group, the communications employees will have better opportunities for mobility and career advancement. A centralized structure also supports a centre of excellence approach that will help drive innovation and performance excellence.



Recommendations also include the creation of a City-wide communications strategy, annual communications action plans for each business unit and an

increase in the use of Key Performance Indicators and Service Level Agreements (accompanied by additional staff training in how to create and use them.)

Effectiveness of the Operations of the Website

An assessment of the effectiveness of the operation of the website itself was outside the scope of this study, however, that topic consistently surfaced during discussions about the effectiveness of and organization of the web governance process. In the minds of many, there is a linkage between the two, and so, it is appropriate to have this report touch on the subject.

Internally, there is dissatisfaction with the amount of obsolete material on the website and the length of time it takes to get new material posted. There is also frustration at what is seen as an excessive delay in getting the content management system in place. After years of waiting, the roll-out to the business units is now just beginning and it is expected to take several more years to reach full implementation. There is currently no documented strategy, deployment plan or training plan for the roll-out of the content management system. Equally, the Web Competency Centre (the responsible entity) is frustrated by the lack of resources at its disposal to concentrate on this initiative.

This project is so far along that it makes sense for the Web Competency Centre to retain responsibility for producing the roll-out plans and managing the actual roll-out. To change now would be counter-productive. A cross-corporate team should be created with membership from communications and business areas to help facilitate the development of a content management strategy and deployment plan.

Effectiveness and Organization of the Web Governance Process

The Web Governance Committee (WGC) has 14 members of which seven are from the I&T Division, one is from Strategic Communications, six are from various business units and there are no representatives from any of the Cluster Communications Units. Meeting agendas are dominated by technical issues leaving little time for the discussion of strategic or business unit issues. The consultants believe that I&T is over-represented on the Committee. The communications function is under-represented.



One of the original tasks of the WGC (from 2008 when it was set up) was to produce a strategic plan for the City's website. The WGC has not yet succeeded in doing so. Several attempts have been made over the years, but each got bogged down at the "draft" stage with no firm decisions being adopted. Part of the problem was that the City itself does not have a city-wide strategic plan. In the absence of an overarching City plan, the WGC had difficulty in defining a website strategy. Now there is pressure to create a strategic plan for social media. If nothing changes, a plan for social media is unlikely to be decided upon anytime soon.

As previously stated, the WGC and its two sub-committees are three of 13 crossdivisional committees in the overall I&T committee structure. There is significant overlap of mandates and people on the various committees. For example, some people are members of up to ten of these committees.

In summary, the consultants found that both the effectiveness and organization of the web governance process are weak. Furthermore, the existing structure will most likely be incapable of dealing with the emerging broader issue of emedia governance. The City is currently reviewing the I&T committee structure. Preliminary recommendations from this review include the elimination of the WGC and its two sub-committees and the distribution of the web responsibilities (augmented to include e-media strategy and governance) to two steering committees – eManagement (for the internal City management website) and eService (for the City's external transaction-based system.) The consultants support this two-prong approach and recommend that the review be expedited and that decisions be made.

Recap of the Consultants' Mandate

This report presents the consultants' findings and recommendations derived from a Service Efficiency Study of the City's communications function. The general purpose of the study was to assess the delivery cost and effectiveness of the communications function and to recommend opportunities for improvements. In particular, the study was to assess the potential of moving from the current dual reporting structure towards a centralized organizational structure for the communications function and to assess the effectiveness and the organization of the City's web governance process.



Western Management Consultants of Ontario is pleased to present this report to the City Manager.



BACKGROUND

During the latter part of 2011, Western Management Consultants of Ontario conducted a Service Efficiency Study of the communications function within the City of Toronto. This was one of fifteen such studies identified for 2011 to support City Council's 2012 budget deliberations.

The study covers communications units that account for 62 of the staff positions approved in the 2011 City budget. The purpose of this study was to assess the delivery cost and effectiveness of the communications function and to identify and recommend opportunities for improvements. As part of the assignment, the consultants were asked specifically to examine the potential of moving towards a centralized organizational structure for the communications services and to assess the effectiveness and organization of the City's web governance processes.

As the project proceeded, the terms of reference were expanded to include e-media governance. "E-media" means the web plus social media such as Twitter, Facebook, Linked-In, YouTube, blogs, etc.

The study excluded communications functions located in Toronto Emergency Medical Services, Toronto Fire Services and the Economic Development and Culture Division as these areas perform a mix of activities that are not traditionally communications including site and incident management and marketing. The study also excluded communications functions located in the City's Agencies, including Toronto Public Health. Other areas not included were political communications related to the Mayor and Councillors and the Print and Design Services in the City Clerk's Office. 2 positions were subsequently identified as not being communications positions (program / policy work and issues management for Parks, Forestry and Recreation and for Affordable Housing) and are not included in the count above. As well, there are 3 temporary, project based positions in Cluster C that are not included above.

It should be noted that all City staff are subject to the policies and standards set for communications whether part of a specific communications unit or not.

THE COMMUNICATIONS FUNCTION

The communications function in a municipal setting typically includes some or all of:

- Communications advice and planning
- Relationship management with external parties (other levels of government, etc.)



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- Brand management including visual identity, reputation management, etc.
- Employee and corporate communications
- External communications and marketing
- Issues communications
- Media relations and social media relations
- Social media marketing and communications
- Crisis communications
- Internal and external engagement including events and presentations
- Web design and digital development
- Web services and operations.

The function ensures that messages to the public are clear and consistent, that they are supportive of civic participation and that they enhance the understanding of Council priorities and City policies, programs, services, initiatives and events that affect residents.

The Government of New Zealand recently published a set of reports on the Public Sector communications function (<u>http://psnetwork.org.nz/resources-comms-function-review/</u>). They included a definition of the communications function, rationale for it and a graphic that demonstrates how the function contributes to the achievement of objectives. This is shown below and on the next page.

The Public Sector Communications Function

Definition:

"The public sector communications function enables the effective flow of information and ideas between an agency and its internal and external publics, to facilitate participation, service delivery, and informed decision-making, and to build accountability and trust in government. This is achieved by developing, delivering and evaluating public agency communications based on good practice communications techniques, supported by the principles of integrity and neutrality of the public service."

Rationale:

Effective communication enables an informed and participating public.



PARTICIPATION

Contributing to openness

Building appropriate internal cultures

Understanding service needs

Building trust

Engaging in a genuine way

> Understanding services

INFORMED DECISION MAKING Understanding the needs of the public

Facilitating dialogue between public and the government

Communicating clearly and credibly in a coordinated way

Understanding government policy

government organisations

Understanding

Reinforcing public sector neutrality

ACCOUNTABILITY

10

Enabling judgment of performance



THE STRUCTURE AND STAFFING OF THE COMMUNICATIONS FUNCTION IN THE CITY

As of September 2011, there were 59 filled communications positions assigned to the units within the scope of this study (down three from the 62 budgeted positions that are part of this study.)



- 22 people work in the Strategic Communications Division reporting through the Director, Strategic Communications to the City Manager. This unit serves, in effect, as the "corporate office" for the City's overall communications function.
- 27 people are spread across three Cluster Communications Units, one for each of Clusters A, B and C. These units are responsible for the communications requirements of specific City programs and services within their cluster. Each unit is led by a manager who has a dual reporting structure. The managers report to the Director, Strategic Communications as well as to the Finance and Administration function of their cluster. In Cluster A, three of the 10 positions in the Communications Unit are funded 50% by TESS Ontario Works Program. Some positions in Cluster B are funded by rate-based budgets (Water and Solid Waste) as opposed to the tax-based budget.
- 10 people work in two specific Divisional Communications Units within Cluster A. These employees report solely to their specific Divisions with



no direct reporting to the Cluster A Finance and Administration function or to the Director, Strategic Communications. The Divisional Units do maintain informal connections with their Cluster Communications Units and they operate within standards and processes established by Strategic Communications. Some of the 10 divisional positions are mandated and financed, in whole or part, by other levels of government:

- Shelter, Support & Housing Administration three positions are 100% funded by the federal Homeless Partnership Initiative.
- Employment and Social Services Communications is 50% funded by the Ontario Works program.

The Strategic Communications Division and the three Cluster Communications Units were set up in 2008 within a dual (matrix) organizational structure. The dual structure refers to the dual reporting relationship of the managers of the Cluster Communications Units. The Cluster A Communications functions within the divisions noted above are independent. As such, they remain outside the dual reporting structure.

Please refer to Appendix I: *Briefing Note: Role of Strategic Communications Division (October 22, 2010)* and to Appendix II: *Communications Policy – Roles and Responsibilities (April 11, 2008)* for the details of the organization of the City's communications functions.

WEB COMPETENCY CENTRE AND WEB GOVERNANCE

The Web Competency Centre is located in the Information and Technology (I&T) Division. The Centre was set up in 2008 as one of the outcomes of an internallyconducted Organizational Alignment Review of the City's Design, Web, Photo, Video and Pre-Press Services. The Centre's three priorities (relevant to this study) set out in the Review are:

- To lead the City's Web Revitalization Initiative and address the difficulties and drawbacks attributed to the City's decentralized web development approach prior to that time;
- To develop a content management strategy for the City's web and other emerging information channels; and
- To develop a deployment plan for the content management solution.

The Centre's 30 permanent employees are responsible for supporting and managing the City's internal and external web sites while ensuring the effective use of the enterprise management framework. They deal with the technical aspects (overall system design, hardware selection and hosting) and they coordinate the communications content. The City's operating divisions supply the content and the Centre transforms it into HTML code and loads it onto the



web. The unit also provides web application lifecycle services to the various City divisions. These services include strategic planning, creative design, development, sustainment and consulting.

The governance structure consists of a Web Governance Committee (WGC) plus two sub-committees; a Web Architecture Working Group and a Web Editorial Advisory Group. The WGC is one of five I&T-related committees that report via a Business Advisory Panel to the City Manager. The WGC and the two subcommittees are three of 13 cross-divisional committees in the I&T-related committee structure.



The WGC is co-chaired by the Director, Information Technology and the Director, Strategic Communications. The 14 members of the Committee represent the I&T Division with some representatives from the business areas and one from Strategic Communications. The Committee has an 11-part mandate, the first of which is "to provide leadership and strategic direction for, and communicate out, the City's official Web presence, ensuring alignment with the City's mission, goals and objectives."

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METHODOLOGY FOR CONDUCTING THE STUDY

In conducting the study, the consultants reviewed documents provided by the City, examined previous studies of the communications function, including a review of other jurisdictions, and conducted 25 personal interviews with both users and providers of the City's communications and web services. The consultants held a series of three meetings with the City Manager and the Deputy City Managers. During these meetings, the consultants presented their findings and recommendations and received feedback.

The documents that the consultants reviewed included background material on the Strategic Communications Division, organization charts and job descriptions, roles and responsibilities, processes, standards, directions, web policy and presentations. The interviewees covered a broad and deep range of positions. The list included, for example, the City Manager, all three Deputy City Managers, Mayor's office communications staff, staff from the Strategic Communications Division, cluster communications units, some general managers and divisional managers.

For a full list of the interviewees and the interview guides, please refer to Appendix III.



FINDINGS

THE COMMUNICATIONS FUNCTION

The Organization Structure

The client interviewees reported that they have come to respect and trust the service level of their Cluster Communications Units. As a result, compared to 2008 when the existing structure was put in place, the heads of the various divisions have more confidence in the communications function. They indicated a relatively low level of interest in either the reporting relationship or the organization structure of the communications function (be it dual, centralized or other.) As far as they were concerned, the communications people could belong to a Cluster or a Divisional Communications Unit. What *was* important to the heads of the divisions, however, was that their communications people be dedicated to their division and be located physically close at hand. This change in attitude means that organizational changes can be made with few objections and little disruption.

Having the various communications units located close to their users (colocated) enables the communications staff to develop subject matter expertise and to establish trust and credibility with their clients. The interviewees were not particularly concerned about the possibility of changes in reporting relationships so long as this co-location arrangement was preserved.

The interviewees reported that the Strategic Communications Division was doing a good job in those areas that a "corporate office" should be addressing. The areas that they particularly cited were the provision of guidance on policies, the establishment of overall guidelines, media training, controlling the corporate identification program, issue / media management and advertising.

The division heads reported that the three Cluster Communications Units (and the Divisional Units in Cluster A) are highly supportive and successful in fulfilling their specific day-to-day functions.

While there many positive aspects of the communications function, the consultants believe that the organizational structure of the function is overly complicated. This situation is the legacy of decisions made in 2008 when the current structure was put in place. As previously stated in the Background section, the City adopted a dual structure encompassing the Strategic Communications Division and the three Cluster Communications Units. In a dual reporting structure, managers report directly (and equally) to two different positions.



Since that time, many interviewees have become confused as to the nature of the reporting structure. The prevailing belief (on which behaviour is based) is that the reporting structure is a direct line to the Cluster Finance and Administration function and a dotted line to the Director, Strategic Communications.

Also, since that time, the Cluster B Communications Unit has shown that it can successfully support the requirements of the non-tax base funded divisions (Toronto Water and Solid Waste Management.) Within Cluster A, the communications staff in the Divisions (whose work is mandated and financed, in whole or part, by other levels of government) have remained outside the communications reporting structure. They report neither to the Cluster Communications Unit nor to Strategic Communications. They do follow all the City standards and policies applicable to their work.

Cost Management

The operating costs of the communications function consist almost entirely of salaries and benefits. As such, managing the costs means managing the staff headcount. According to reports supplied to the consultants, at the start of 2011, there were 62 budgeted positions of which 59 were filled as of the October start date of this study. In the 2012 budget, funding was approved for 60 positions. The proposed staffing level includes the positions mandated by the other levels of government. The City cannot unilaterally terminate these positions.

Caveat: An Increase in Social Media Communications Demands

While the above budget numbers are an indicator that costs are being managed down, a caveat would be appropriate here. Several of the interviewees stated that there are increasing demands from Council and the public for additional communications support. These demands have been to add social media to the current portfolio of communications methods. Requirements include monitoring social media activity and implementing a more robust social media capability in order to provide a faster means for City residents to access and share cityrelated information.

In general, *social media* is defined as "Online technologies and practices that people use to share opinions, insights, experiences and perspectives. Social media can take many different forms, including internet forums, web books (blogs), social blogs, wikis, podcasts, pictures, video, rating and bookmarking. Technologies include blogs, picture-sharing, e-mail, instant messaging, music-sharing, crowdsourcing, to name a few."



Communications Staff Training and Development

The Strategic Communications Division organizes and runs an annual one-day communications training session. This is the only coordinated training and development activity for the City's communications staff. The attendees include staff from Strategic Communications, Cluster Communications Units as well those who perform communications-related functions in other units. Interviewees stated that they appreciated and valued that session and that more such training would be of benefit to them and the City. The interviewees reported very little additional training activity within the Cluster and Divisional Units. The consultants believe that the City would benefit from greater attention to this area.

The Strategic Communications Division also conducts media training courses for City personnel. The interviewees indicated that these courses are well received and that refreshers would be appreciated.

Communications Strategy and Goals

The interviewees reported that the City lacks an overall communications strategy and set of goals. At the same time, they acknowledge that the City does not have an overall strategic plan on which to base a communications strategic plan. Without an agreed set of corporate communications goals, the City lacks the framework within which to establish Key Performance Indicators (KPIs) for the various communications units. Without KPIs, it is difficult to measure and objectively evaluate the success of the individual units.

Annual Action Plans

The Strategic Communications Division has completed an annual action plan for 2011. This plan identifies the schedule of projects and activities for the year and assigns the resources to each. The annual action plan integrates the work of various units, but there is no overall annual plan for all known communication activity for the year. The interviewees reported that several communications units have not created annual action plans. The lack of such plans and the inability to look at the big picture for the City can lead to unexpected workloads when "surprises" occur.



FINDINGS

E-MEDIA GOVERNANCE

Web Site: an Internal Perspective

The interviewees were of mixed opinion with regard to the City's web site and the overall web services. Some said that they felt it was adequate for their purposes. Some felt that other municipalities were significantly more advanced.

In general, the interviewees felt that the website contained too much obsolete material. They commented on the long lead time required by the Web Competency Centre to get new and updated content coded into HTML and onto the site. They were clearly frustrated. They would like to do more, but they feel constrained by the backlog at the Web Competency Centre and their own lack of resources.

Interviewees were asked about workflow and how they understood the processes to work in actual practice. The most common response was that the process is clear and understood, but the amount of time that it takes to get things done was an aggravation. A few units have taken it upon themselves to do their own HTML coding in order to expedite the creation of new / updated pages.

Some interviewees did point out examples of where the Toronto system shines. These areas include the web design work achieved by Water, Children's Services, Public Health and the City Clerk's Office. This is not, however, an entirely unalloyed commendation. To get the resources to do the work, these divisions used outside contractors.

The consultants reviewed a detailed slide presentation (*toronto.ca Current Situation* May 2011.) prepared by an internal working group. Among other elements, this presentation contained a range of user comments from the public. Examples included:

- "Difficult to navigate and find (or re-find) information."
- "Search often returns irrelevant results."
- "Can't always complete transactions on-line."

The presentation acknowledged the weaknesses of the website and suggested several actions that would help improve the site.



Content Management System

A content management system is software that provides tools for website authoring, collaboration and administrative purposes. Content management tools enable users (as opposed to I&T staff) to create and manage website content with relative ease. Users do not need to know the technical aspects of HTML coding and markup programming languages.

In the previously mentioned 2008 Organizational Alignment Review, one of the four main recommendations with respect to the web was to "Accelerate the implementation of the content management system to ensure website content is accurate, timely and current." In 2008, I&T had already been working on the project for some time. Now in 2011, three years later, the system is just being piloted and may not be fully implemented for one to two years. The divisions are clearly frustrated by the delays. The Web Competency Centre attributes the delays to a lack of sufficient resources. As implementation proceeds, the problems related to content management should become less pressing for the Web Competency Centre. However, the transition to having divisional staff maintain their own web pages will require training and resources across business units in order to implement content management effectively.

Web Governance

The Web Governance Committee has 14 members. Of these 14 members, seven are from the I&T Division, one is from Strategic Communications, none are from Cluster Communications, and six are from various departments. As a result, interviewees say that the agenda and discussions are dominated by technical issues and that strategic or operational / business issues are rarely discussed. The consultants believe that the I&T Division is over-represented on this Committee and that the communications function is under-represented.

The Web Governance Committee has not yet succeeded in producing an overarching strategic plan for the City's website. This has not been from lack of trying. The consultants reviewed various documents dealing with strategic issues. They were typically marked, "Draft." Few of these documents, however, got past the "Draft" stage. The decision-making process seems to be so sticky that rarely did the strategies get "Approved" and officially adopted. The lack of a web strategic plan means that much of the work at the lower level is being done without a corporate framework into which to fit. As mentioned earlier, the City, itself, does not have an overall strategic plan, so this contributes to the difficulty of developing and implementing an appropriate web strategy.



There is also no strategic plan for social media.

As previously stated in the Background section of this report, the Web Governance Committee (and its two sub-committees) are three of thirteen cross-divisional committees in the overall I&T-related committee structure. The City is in the process of completing an I&T Committee Review. With respect to the Web Governance Committee, preliminary findings from this Review suggest (and the consultants agree) that membership was over-weighted with I&T people and under-weighted with divisional people.

The Review also pointed out that there is significant overlap of mandates and people on the various committees. For example, some individuals are the chair, co-chair or member of up to ten committees. This Review also discusses a revised committee structure for the governance of I&T in the City. As the Review is not yet finalized, we have not included it as an appendix.



RECOMMENDATIONS

THE COMMUNICATIONS FUNCTION

The Organization Structure

1. Retain the existing "co-location" strategy

The existing co-location strategy consists of embedding dedicated communications staff in the clusters and divisions which they serve. As previously stated in the Findings section, being physically located in or near the client divisions allows the communications staff to develop subject matter expertise and to earn the trust of their clients. This strategy is working well and should be retained.

2. Simplify the organization structure

The existing dual reporting (matrix) organization structure is too complex. It may have been appropriate when it was originally implemented, but it has become a source of confusion with the passage of time. The conditions are now right for it to be simplified.

The consultants believe that the structure should be more centralized. This move can be achieved by altering the existing dual reporting relationship of the managers of the Cluster Communications Units. Under the centralized structure, the unit managers would no longer co-report to their respective Cluster Finance and Administration Units. Instead, they would report solely to the Director, Strategic Communications. In line with the above cited co-location strategy, the Cluster Communications Units and staff would continue to be physically located within their clusters.

With this recommended structure, the clients get what they want (co-located communications staff) and the direct reporting relationship will enable closer coordination with the "corporate office." This should result in greater ability to provide back-up and coverage when their specific co-located people are away. In addition, as part of a larger group, the communications employees will have better opportunities for mobility and career advancement. A centralized structure also supports a centre of excellence approach that will help drive innovation and performance excellence.





Also, with more direct control, the corporate office can (and should) implement a more comprehensive staff training and development program.

3. Expedite the creation of a city-wide Communications Strategy and integrated action plan

The Strategic Communications Division should work on preparing a City-wide Communications Strategy. The Division should ensure that each Cluster develops its own annual action plan. Furthermore, the Division should develop an integrated Communications Action Plan that combines the various Cluster plans and highlights the major initiatives, timetables, etc. This Action Plan should indicate how it supports the City-wide Communications strategy and other plans.



4. Create "Key Performance Indicators" and expand the use of "Service Level Agreements"

When a City-wide communications strategy has been developed, the framework will be in place to develop Key Performance Indicators (KPIs.) These KPIs would serve as the basis for evaluating the degree of success and effectiveness of the various communications units.

Establishing KPIs is not easy. To do this, the communications units work with their respective client divisions to identify performance indicators (outcomes and inputs) that are relevant to the context of each division. As part of that work, they negotiate measurable goals for each indicator. When the goals have been established, then a reporting system has to be implemented to capture and present the data on each indicator and to compare it to the negotiated goal. To round out the process, the Director, Strategic Communications and the client divisions meet regularly to review and discuss the performance data.

The consultants recommend an expansion of the use of Service Level Agreements (SLAs) signed by each client division and its communications unit. SLAs are becoming a widely-accepted best practice in governments and other organizations for defining and documenting the parameters of service to be delivered. They are, in effect, a purchase order that spells out what will be provided, the standards that will be maintained and the costs, if any, that will be charged.

With KPIs and SLAs in place, the divisional managers will know what outcomes to expect and the communications units will know what they must provide. Both will know what level of resources will be devoted to the division. This combination of KPIs and SLAs facilitates transparency and good governance.

To see examples of KPI parameters for the communications function, please refer to Appendix IV. Also, please refer to Appendix V to see an example of a City Service Level Agreements – one between the City Clerk's Office and 519 Community Centre. The 519 / Clerk's agreement appears to be an appropriate model to be use in negotiating with the Clusters.

The City does already have some experience with KPIs and SLAs. However, this experience is still relatively limited. Given their importance, these two subjects would be a good starting point for the more comprehensive training and development activity recommended for the Strategic Communications Division.

5. Within Cluster A, integrate the two independent divisional communications units into the Cluster Communication Unit.



"Integration" means that the Divisional Communications Officer (or unit, as the case may be) would be transferred to the staff and budget of the Cluster A Communications Unit. In line with the co-location strategy, the former divisional communications staff would remain located close to their clients but they would report directly to the Cluster Communications Unit Manager.

The timing of the integration of each Divisional Unit into the Cluster A Communications Unit should be dependent on the development and acceptance of KPIs and the creation and acceptance of an SLA.

6. Consider integration of temporary Communications positions in Cluster C

Depending on how long the positions are expected to continue, consider integrating one or more of the positions into the Cluster C Communications Unit in order to provide support and development for the individuals. At a minimum, consider including the individuals in communications activities and meetings as appropriate.

Operating Costs and Staffing

In the Findings section, the consultants have reported that the headcount and costs are being well managed. The 2012 budget approved 60 full-time equivalents, down from 62 positions at the start of 2011. 59 of the positions were filled. No further reductions can be expected at this time.

In fact, the consultants are concerned that the City may not have sufficient resources to handle the additional demands that come from expanding the use of social media and implementing the content management system. Close attention needs to be paid to the effect of these changes on work load. It may be possible to handle the additional work load with staff freed up from the Web Competency Centre, but this remains to be seen.



RECOMMENDATIONS

E-MEDIA GOVERNANCE

Web Competency Centre

1. Expedite the implementation of the Content Management System by the Web Competency Centre

The Web Competency Centre has been responsible for developing and implementing the content management system. Good governance practice would have this division see the project through to the end. The Web Competency Centre should produce and communicate the content management strategy and the deployment plan as priority actions. A cross-corporate team should be created with membership from communications and business areas to help facilitate the development of a content management strategy and deployment plan. It is critical that the needs, experience and requirements of Strategic Communications and the business areas be strongly represented as the strategy and plan are developed and implemented.

As the project draws to a conclusion, and responsibility for content has shifted to the users, senior management may want to consider transferring the contentoriented staff in the Web Competency Centre to a more appropriate organizational location. The Web Competency Centre would then concentrate on the technical aspects of web delivery, that is the hardware, platform and hosting.

Responsibility for the training of the users of the content management software needs to be defined and resources assigned as part of the deployment plan. As part of the deployment, "owners" of web pages currently up on the web will need to be guided and resourced on updating or eliminating pages that are out of date.

E-Media Governance

1. Expedite the work of the Toronto I&T Committee Review and come to a decision on e-media governance.



The preliminary structure recommended in the Review (which the consultants support) eliminates the Web Governance Committee and re-distributes those responsibilities to the eManagement (internal City management systems) and the eService (external transaction-based systems) Steering Committees.

If Senior Management decides to maintain a separate Web Governance Committee, the mandate should be upgraded to include all e-media and it should be chaired by a senior business unit person such as a Deputy City Manager. In general, committees such as this are properly chaired by a senior business unit person (as opposed to an IT or communications resource person). A Deputy City Manager would demonstrate the importance of the Committee to the City and would bring the strategic insight of a senior person to the group.

2. Support and accelerate the development of the e-media strategy and goals for the City.

The slide presentation report prepared on the vision for Toronto.ca would serve as a good starting point for creating an overall e-media strategy for the City. Senior Management should fully mandate the group that produced this report (or another group) to continue its work with the aim of developing that strategy on an expedited basis. This e-media strategy should be aligned with the previously recommended City-wide Communications Strategy.



IMPLEMENTATION OF RECOMMENDATIONS

Some of the recommendations can be implemented quite quickly. Others will happen over time as the structure and resourcing are put into place. Here, we outline some of the major tasks. In Appendix VI, we outline a number of points regarding requirements for and barriers to successful implementation.

Recommendation	Actions	Comments
Retain the existing "co-	Communicate to all concerned that	
location" strategy	this method of service delivery will	
	continue.	
	Timing:	
	Immediate	
Simplify the	Work with HR to deal with any issues	The initial change in
organization structure	arising from this change.	reporting should not
		create major issues.
	Over time, review and simplify job	
	titles – expand job descriptions to	The titles /
	that individual jobs are not tied to	descriptions have
	very narrow definitions.	evolved over time and
		should be made more
	Develop an inventory of	consistent and
	communication skills.	flexible.
	Timina	
	<i>Timing</i> : Within first 6 months.	Many staff have skills
		in e.g., e-media, that
		are not currently
		being used and / or
		could be shared more
		broadly.
Expedite the creation of	Develop the draft strategy and plans	Use as development
a city-wide	via a team approach to build	opportunities for
communications	knowledge and commitment.	Communications
strategy and integrated		staff.
action plan	Timing:	
	Try to have draft strategy and high	
	level plans in place by end of second	
	quarter.	
	Aim for full integrated plan and	
	Cluster plans for 2013 in place by	
	Jan. 2013.	

Recommendation	Actions	Comments
Create "Key Performance Indicators" and expand the use of "Service Level Agreements"	Begin KPI work by building on current data (input, output measures). Add outcome and impact measures as soon as is practicable.	Could be focus of Communications training sessions to develop knowledge and buy-in.
	Work with Clusters to find measures that are most meaningful to their operations. Use these to build SLAs.	
	<i>Timing:</i> Initial KPI work in 2012. Outcome / impact measures 2013.	
	Agreement on form of SLA and one cluster SLA in 2012. Two others in 2013.	
Within Cluster A, integrate the four independent divisional communications Units into the Cluster	Cluster A Communications Manager to work with independent units to build cooperation and knowledge of needs.	
Communications Unit	<i>Timing:</i> Dependant on other changes being in place, such as KPIs, SLAs, and experience of Cluster A divisions with service provision under new model.	
Expedite the implementation of the Content Management System by the Web Competency Centre and a cross-corporate team	Actions necessary and timing must be determined by WCC.	Outside of scope of review, but vital to many aspects of Strategic Communications functions and staffin
Expedite the work of the Toronto I&T Committee Review and come to a decision on	Build on existing work, work with City leadership to establish the appropriate overall structure going forward. Integrate web governance	
e-media governance.	into larger context (such as overall governance of communications).	

Recommendation	Actions	Comments
	quarter of 2012, implement third quarter.	
Support and accelerate the development of the e-media strategy and goals for the City.	Develop the draft strategy via a team approach to build knowledge and commitment. Critical input will from E-Management and e-Business Committees	Approach depends or decisions about e- media governance.
	<i>Timing</i> : Draft strategy in place by end of third quarter.	
	Review and revise as the overall City strategic plan is updated.	



CONCLUSION

This report presents the consultants' findings and recommendations derived from a Service Efficiency Study of the City's communications function. The general purpose of the study was to assess the delivery cost and effectiveness of the communications function and to recommend opportunities for improvements. In particular, the study was to assess the potential of moving from the current dual reporting structure towards a centralized organizational structure for the communications function and to assess the effectiveness and the organization of the City's web governance process.

The report recommends moving to a single reporting structure, with the continuance of having communications staff located near, knowledgeable about and available to their clients. It also recognizes that the staffing (and therefore the cost) of communications is being managed down and may not be able to withstand any further reduction.

Web governance needs to be considered in the larger frame of how the City intends to deal with overall governance of its businesses as they relate to the infrastructure that supports them, via considering e-Business and e-Management and e-Media. The current governance structure needs to be adapted within that and to be headed by a senior leader from the line businesses.

Western Management Consultants of Ontario is pleased to present this report to the City Manager.



APPENDICES

Appendix I: Briefing Note: Role of Strategic Communications Division

Appendix II: Communications Policy – Roles and Responsibilities

Appendix III: Interview Guide and List of Interviewees

Appendix IV: Examples of Key Performance Indicators

Appendix V: Example of Service Level Agreement

Appendix VI: Requirements for and Barriers to Successful Implementation



Appendix I: Briefing Note: Role of Strategic Communications Division



Briefing Note

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October 22, 2010

Role of Strategic Communications Division

Role of Division

The Strategic Communications Division provides advice, counsel and leadership to the City with respect to communications planning and research, media relations, issues management, advertising and corporate identity. The division ensures messages to the public are clear, consistent and support civic participation and understanding of Council priorities, and City policies, programs, services, initiatives and events that affect residents. The division develops and implements measures to enhance the coordination and quality of the City's communications activities, and support a strong and unified City brand.

The division consists of two units – Communications Planning and Research & Media Relations and Issues Management.

Some of the areas the division is responsible for include:

Media Relations and Issues Management

- Reviewing and distributing all news releases about City programs, policies and events. More than 850 news releases were issued in 2009.
- Providing a daily corporate clippings/media monitoring package of the day's news.
- Maintaining a News Room on the City's website that provides information to assist media in finding relevant media contacts, news releases, committee reports and descriptions of City services.
- Tracking and distributing information about media calls received by the City and coordinating responses for many of those requests (approximately 1000 calls logged in 2009)..
- Providing corporate media training for City spokespeople.
Communications Planning

 Developing communications strategies/plans that support corporate policies, programs, services, initiatives, and major events and announcements, including the City's 175th anniversary, Remembrance Day, 311 Toronto, Operating and Capital Budgets, G20, 2015 Pan American Games, 2010 Olympic Torch Relay and Toronto Votes (Elections).

<u>Advertising</u>

- Developing comprehensive advertising plans and strategies to leverage effective media buying opportunities and reach diverse audiences.
- Reviewing and approving advertising to ensure clear messaging and consistent brand application.
- Managing approximately \$2.6 million in leveraged transit shelter advertising space under the City's Street Furniture Agreement with Astral Media.
- Placing and approving more than 1,400 ads in 2009, including 176 statutory ads that the City is required to place.

Corporate Identity and Intellectual Property Management

- Managing the City's image and brand, including reviewing and approving promotional materials, including posters, banners, signage, flyers, ads and brochures to ensure consistent brand representation and adherence to corporate standards.
- Providing leadership for the City's Corporate Identity Program, and developing and implementing standards and processes to enhance coordination, consistency and the quality of City communications materials.
- Approving outside usage of City official marks, logos, graphics, photos and other intellectual property as it relates to visual identity.

Internal Communications

- Developing and implementing the City's internal communications strategies.
- Creating and distributing a weekly broadcast e-mail to all staff containing general information (Monday Morning News).
- Producing and distributing three editions of the City's internal corporate staff newsletter to all staff (City Insider).

Emergency Communications

- Co-ordinating a rapid response protocol to respond to crisis situations and major incidents.
- Leading and coordinating all City communication activities and materials in the event of an emergency or major incident, including communications with affected residents and businesses, Members of Council, 311, media, general public and City employees.

Communications Research and Evaluation

• Providing advice and leadership in the areas of communications research and evaluation.

 Coordinating corporate contracts related to the provision of external research services.

Relationship with Divisional/Cluster Communications

Each cluster – A, B, and C – has its own communications staff. The communications unit in each cluster is responsible for the communications requirements for specific City programs and services. Each communications unit is led by a manager who has a dual reporting relationship to both the Director, Strategic Communications and to the Finance and Administration areas within that cluster.

Support to the Mayor and Members of Council

The division supports the communications activities for City/Council-approved programs, services and initiatives, and may work with the Mayor's Office to develop communications strategies and plans. Communications advice and support of a political nature is provided by Councillor/Mayor's staff.

The communications and media relations needs of Members of Council are generally managed by staff from those offices. This would include media requests for interviews, constituency newsletters and other communications materials, Councillor websites, and issuing news releases for non-corporate/City programs or events. The division may work with the Mayor's staff to develop a presence on the City's website.

Strategic Communications can assist Councillors who wish to issue their own news releases (on the Councillor's letterhead) by providing a list of press gallery members and assignment editors. The Mayor's communications staff have direct access to the division's media lists to issue special interest or direct communications.

The Mayor's Office and Members of Council and their staff are copied on all news releases issued by Strategic Communications on behalf of the City.

Strategic (and cluster) Communications staff provide logistical support to events that support official City programs, services or policies. They may develop speaking notes, media advisories and news releases, and other background information in consultation with the Mayor's Office, as well as for Councillors who attend and speak at events on behalf of the City.

Appendix II: Communications Policy – Roles and Responsibilities



Communications Policy

Policy # 2008-04

1. Policy Objective

Roles and Responsibilities

The purpose of this policy is to ensure that communications across the Toronto Government are well coordinated, effectively managed, support City programs and initiatives, and are reflective of the priorities of the City Manager and Deputy City Managers, Mayor and Council.

2. Principles

This policy is based on the following principles:

i) Accessibility and Diversity

The City is committed to providing timely, accurate, relevant and objective information about City initiatives, policies, programs and services to internal staff, stakeholders, elected officials and the public. The City's communications will be clear, relevant, and objective and will use plain language. A variety of ways will be used to provide information in order to accommodate the diverse information needs of the public and reach as wide an audience as possible. In keeping with existing City policies, the City's communications materials in all formats will depict the diversity of Toronto and its residents.

ii) Coordination

An integrated and collaborative approach in communicating about City initiatives, programs and services and policies is essential to the success and effectiveness of the City's overall communications. Communicators will ensure coordination and cooperation across the corporate, cluster and divisional communications functions to ensure consistency of information, promote common goals and leverage resources whenever possible.

iii) Collaboration

Communications is a management function with shared responsibility that requires cooperation and support from across the organization. Clear working links will be maintained between communications at all levels and core functions such as policy development, program and service delivery, human resources and information technology. Communication needs and requirements will be routinely identified and addressed in the development, implementation, and evaluation of City initiatives, policies, programs and services. Communications staff will work collaboratively to determine specific roles and responsibilities in undertaking communications activities.

iv) Integration

Communications is a core function that will be integrated into annual planning and budget cycles, corporate management processes, and program and service delivery. The development, implementation and evaluation of City policies, programs, services and initiatives will be done with the involvement of communications staff. Communications requirements will be identified and adequate resources assigned to enable the Toronto Government to engage in open communication with staff, Council, other levels of government, stakeholders and the public about the City's programs, services and initiatives.

Communications activities across the City will be provided in a framework of integrated service delivery and link to related corporate initiatives at every possible opportunity. Divisions will collaborate with other divisions and with Strategic Communications in communications activities that promote common or corporate-wide messages or themes.

v) Internal Communications

Effective internal communications is a shared management responsibility. The City Manager and Deputy City Managers will lead the City's commitment to open and collaborative internal communications, with the support of the management team. Collaboration among senior management, core corporate functions such as human resources, corporate policy, information and technology and communications is essential to achieving effective and open internal communications with City employees.

The City is committed to ensuring open, accessible and timely communications with employees using a variety of communications vehicles. Communications plans and strategies will include internal communications activities and products to ensure that City employees have access to information about internal and external City initiatives, policies, programs and services. Managers and supervisors will communicate with employees openly, frequently and before or at the same time as information is communicated to the public.

A corporate-wide internal communications strategy will articulate standards for internal communications for all divisions; divisions should develop their own internal communications plans that align with the corporate strategy and ensure that corporate standards for effective internal communications are met.

vi) Corporate Identity

Clear and consistent corporate identity helps the public to recognize, access and participate in City programs and services and to make informed decisions about City policies and initiatives.

To ensure the appropriate and consistent use of the City's official symbols (corporate logo, coat of arms and flag), all City communications will comply with the Corporate Identity Standards as identified in the Corporate Identity Program (CIP). Communications should promote a common look and feel for the City of Toronto.

vii) Consistency

Communications will reflect the messages and direction of the City's overall communications plans and Mayor and Council priorities and decisions whenever possible.

Communications will be timely, and messages consistent in all methods of communication, from advertising and print materials, Internet and media, to customer service communication such as in-person service, telephone and mail.

viii) Evaluation

Communications planning should be integrated into corporate, cluster and divisional annual business planning processes and communications work should be evaluated as an integral part of business operations.

Evaluation and measurement must be built into communications plans at all levels of the City (corporate, cluster, divisional, program). Evaluating the effectiveness of the City's communications is important to ensure the continuous improvement of communications plans, strategies and activities. Divisions will work collaboratively to share performance measures and results of evaluations.

ix) Training and Development

The City is committed to a work environment that encourages continuous learning as a means of maintaining a competent workforce which provides a high standard of services to the public. Continuous learning and providing professional development opportunities contributes to a strong and productive workplace and is essential to staff success.

The City will foster and support professional development opportunities for communicators to ensure staff are trained in current and emerging tools and techniques and best practices in communications.

3. Roles and Responsibilities for the City's Communications

A. Strategic Communications

The Strategic Communications Division is organizationally located in the City Manager's Office and reports to the City Manager. The Division has a central role in leading, coordinating and managing the City's communications.

The Strategic Communications Division is responsible for:

- providing strategic communications advice and counsel to the City Manager, Deputy City Managers, Mayor's Office and City Council;
- setting the City's overall communications directions and developing a City-wide Communications Plan;
- directing, reviewing and approving the communications work of cluster communications units, including approving annual communications work plans for each cluster;
- developing corporate communications priorities, policies, protocols and standards and ensuring adherence to these throughout the organization;
- supporting the City Manager in communicating to the Toronto Public Service by developing an internal communications strategy, tools and standards for effective internal communications;
- protecting the City's corporate reputation by directing cluster communications work and by working
 collaboratively with divisions to ensure communications policies are adhered to and quality communications
 materials produced;
- setting standards, policies and managing the City's overall Corporate Identity Program (CIP);
- assigning and approving communications plans for major corporate initiatives and significant advertising on behalf of the City;
- directing the City's issues management processes;
- leading communications on behalf of the City related to crisis communications, major emergencies and incidents, and labour relations;
- directing media relations activity for the City, including media relations training; and
- providing communications support to initiatives in the City Manager's Office;

 developing performance measures for City communications work and evaluating corporate and cluster communications staff against established performance targets and measures.

B. Deputy City Managers

The Deputy City Managers are responsible for:

- ensuring that communications objectives and priorities in their cluster are aligned with the City's Communications Plan;
- integrating communications as a core function into annual planning and budget cycles, management processes and program and service delivery;
- ensuring that communications staff are involved in the development, implementation and evaluation of City policies, programs, services and initiatives;
- ensuring all cluster communications conform to strategic communications policies, protocols and standards;
- increasing horizontal collaboration by identifying and championing opportunities to communicate cross-cluster on related or associated initiatives, policies, activities, and campaigns;
- promoting collaboration, innovation and coordination across the organization and between programs and services to achieve the overall communications objectives; and
- coordinating and aligning communications resources among the divisions in their clusters to achieve Council
 priorities and directives.

C. Cluster Communications Units

Communications units in each cluster have a dual reporting structure. They report to Director, Strategic Communications as well as to the Financial and Administration function in their cluster.

Cluster Communications units are responsible for:

- providing strategic communications advice and counsel to senior management on operational issues that fall within the cluster, under the direction of Strategic Communications;
- working collaboratively with communications staff across the organization to contribute to the development and achievement of the City's overall communications directions;
- preparing an annual communications work plan for the cluster that supports the Deputy City Manager and division heads in meeting communication priorities and objectives at the divisional and cluster level, as well as those identified in the City's Communications Plan;
- coordinating issues management processes across the cluster;
- providing program-based communications support to divisions in their assigned areas;
- providing communications support for public consultations and civic engagement initiatives as required;
- adhering to communications policies, protocols and standards; and
- coordinating communications activities with Strategic Communications on issues or initiatives that have horizontal or City-wide implications.
- D. Role of Division Heads

Division Heads are responsible for:

- identifying, in consultation with communications staff and other key divisional program and policy staff, annual communication priorities and requirements and key messages;
- championing effective internal communications in their division;
- approving annual communications plans for their division;
- ensuring communications is integrated into budget and planning processes, divisional initiatives, and is included in the development, implementation and evaluation of divisional policies, programs and services early in the process;
- facilitating and identifying opportunities for cross-divisional, cluster and corporate coordination of communication plans, strategies and activities;
- ensuring divisional communications activities and messaging are in compliance with Corporate Policies and support the City's overall Communications Plan where appropriate;
- ensuring effective processes are in place for the identification, management and resolution of issues within the division and working cooperatively with the Deputy City Manager's Office, Strategic Communications and relevant corporate areas on issues that have cross-cluster or City-wide implications; and
- ensuring consistency of communications across the various methods of communicating to the public in their division, including print materials, Web, media relations activities, and through front counter services to the public.

E. Divisional Communications Units

Communications units are also located in some divisions of the City such as Shelter, Housing and Support, Toronto Public Health, Fire Services and EMS and others.

Divisional communications units are responsible for:

- providing communications advice and counsel to senior management in their division, in collaboration with Strategic Communications on matters that have impact beyond the division;
- adhering to City communications policies, protocols, procedures and templates;
- contributing to the development and achievement of the division's overall communications directions, ensuring they align with corporate and cluster plans;
- supporting the Division Head in meeting divisional communication priorities and objectives;
- coordinating issues management processes in the division, ensuring compliance with processes and standards established by Strategic Communications;
- providing program-based communications support;
- providing communications support for divisional initiatives, activities, public consultations and civic engagement initiatives as required;
- managing communications processes to ensure consistency of information across all methods of communicating with the public (print, web, counter service);
- ensuring compliance with corporate communications standards and the corporate identity program and other corporate policies related to communications such as accessibility/diversity;
- developing and supporting internal communications initiatives for the division; and
- coordinating communications activities with Strategic Communications on issues or initiatives that have horizontal or City-wide implications.

F. Areas of Shared Responsibility

In the case of the cluster communications units, the Director, Strategic Communications and the Executive Director/Directors of the Finance and Administration functions have a shared responsibility to support the work of the cluster communications functions.

In the case of divisional communications units, staff will work collaboratively with the Strategic Communications Division to ensure clarity, consistency and coordination of City communications, and to ensure that divisional work is delivered within the framework of the City's corporate priorities and overall communications plan and the City's communications policies, protocols and standards. Cluster Communications Units: New Dual Reporting Structure

1



Other Communications/Marketing/Program/Issues Functions: No change



Appendix III: Interview Guide and List of Interviewees

Interview Guide for Communications Study

Context:

Further to the announcement of the Central Communications Models Service Efficiency Study, we are now interviewing internal stakeholders one-on-one. We would like to gather input from *your* perspective on how to best make a centralized model effective for those who use its services, for the communications staff and for the City as a whole.

We would like to explore all the Communications services that might be applicable to your unit. These might include:

- Communications advice and planning
- Relationship management with external parties (other levels of government, etc.)
- Brand management including visual identity, reputation management, etc.
- Employee and corporate communications
- External communications and marketing
- Issues communications
- Media relations and social media relations
- Social media marketing and communications
- Crisis communications
- Internal and external engagement including events and presentations
- Web design and digital development
- Web services and operations.

Excluded from our study are Creative Services (print, graphic design, etc.) and 311 services.

The review and its recommendations will ensure that the City's Communication organizational structure is optimized to deliver exemplary, cost-effective public services, meet future challenges and provide opportunities for growth and development for staff.

Your responses will be consolidated into themes and will not be attributed to any individual. Your privacy and confidentially will be strictly adhered to. These are the questions we will explore with you. You may have other areas you wish to discuss as well. Thank you for your time and participation.

- 1. What is the role and responsibilities of your unit? Who are your primary clients?
- 2. What are your major communications requirements? How are they being met now?
- 3. What do you require currently from Strategic Communications? How well are those requirements being met now?
- 4. Looking at your organization chart, please outline the duties and responsibilities of each person who provides communication services. What percentage is spent on communication and what percentage on other work?
- 5. What communications skills does each person have (web, content development, issues, etc.). Do any have skills that are not currently being used in your area?
- 6. What other central services models do you deal with now and what makes them effective?
- 7. What suggestions do you have for ensuring your communication needs get met under a new model?

List of Interviewees

Name	Position and Area
Joe Pennachetti	City Manager
Brenda Patterson	Deputy City Manager, Cluster A
John Livey	Deputy City Manager, Cluster B
Cam Weldon	Deputy City Manager & Chief Financial Officer
Adrienne Batra	Press Secretary, Office of Mayor Rob Ford
Jackie De Souza	Director, Strategic Communications
Kim McKinnon	Manager, Communications Planning
Wynna Brown	Manager, Media Relations and Issues Management
Lydia Fitchko	Director, Social Policy Analysis and Research (Cluster A)
John Gosgnach	Manager, Communications (Cluster A)
Sean Gadon	Director, Affordable Housing Office
Darrin Vermeersch	Manager, Research Development and Reporting - Toronto Employment and Social Services
Graham Mitchell	Manager, Public Relations and Issues Management – Parks, Forestry and Recreation Division
Patricia Anderson	Manager, Communications – Shelter, Support and Housing Administration
Phil Brown	General Manager, Shelter, Support & Housing Administration
Michael Williams	General Manager, Econ Dev & Culture
Carol Moore	Executive Director, Policy, Planning, Finance and Administration Division

Name	Position and Area
Bill Forrest	Director, Program Support – Policy Planning,
	Finance and Administration
Nicole Dufort	Manager, Communications (Cluster B)
Bruce Shintani	Director, Finance and Administration
Cindy Bromley	Manager, Communications (Cluster C)
Lou Di Gironimo	General Manager, Toronto Water
Dave Wallace	Chief Information Officer
Howard Wunch	Director, Solution Development and Deployment –
	Information and Technology Division
Trish Garner	Manager, Web Development – Information and
	Technology Division

Appendix IV: Examples of Key Performance Indicators

Examples of Key Performance Indicators

There have been a variety of studies lately dealing with Key Performance Indicators of Communications Functions in the Public Sector. In general, their assessment has been that this is an area under development, but not yet matured.

Indicators can be in the form of:

- Input measures:
 - \circ $\$ how much we spend on print communications, how many staff we have
- **Output measures**: Measures of Activity
 - how many press releases we issued, how many consultations we held, how many people visited our website
- Impact Measures: Measures of changes in awareness, understanding or attitude
 - Stakeholder satisfaction, employee satisfaction, opinions in surveys and focus groups
- **Outcome measures**: Measures of changes in behaviour
 - Reductions in number of 911 "pocket dials", changes in numbers of incidents reported, staff turnover, reduction in cost of recruitment

Of these the outcome measures are the most meaningful and the most difficult to establish and track.

The Public Audit Forum of the UK is a group that provides a focus for developmental thinking on public audit. They have published a number of "best practices" in audit and here we present their take on what are the best performance indicators for the Communications function in the public sector. Not all of these will be applicable to the City of Toronto. None really get at the outcome measures. For more information on this chart please visit <u>http://www.public-audit-forum.gov.uk/publicat.htm</u>

Indicator 1:	Communication costs as a percentage of organizational running costs:	
	Total cost of communications as a percentage of organizational running cost	
	 Cost of the central communication function as a percentage of organizational running cost 	
	Cost of embedded communication as a percentage of organizational running	
	cost.	
Indicator 2:	Communication Staff as a percentage of total staff	
	Communication staff as a percentage of the total organizational staff	
	 Central communication function staff as a percentage of the total organizational staff 	
	 Embedded communication staff as a percentage of the total organizational staff 	

Summary List of Indicators

Indicator 3:	Professional communication staff as a percentage of communication staff	
	 Professional communicators as a percentage of all communicators 	
	Professional communicators within the central communications function as a	
	percentage of all communicators in the central communications function	
	Professional embedded communicators as a percentage of total embedded	
	communications staff.	
Indicator 4:	Internal client and stakeholder satisfaction	
	• A composite indicator compiled from the responses to a set of statements by	
	clients and stakeholders	
Indicator 5:	Management practice indicator	
	• The number of practices that have been adopted by the central communicatio	
	function out of a possible total of 10	
	1. Communication strategy and activity is explicitly linked to	
	organizational business objectives.	
	2. Communication activity, for the most part, is underpinned by a	
	recorded communications strategy.	
	3. Communication strategy and annual plan are signed off by the relevant	
	board or equivalent governance group.	
	4. Communication strategy, plan and activity are based on customer /	
	audience understanding and insight where appropriate.	
	5. External communication activity is integrated across channels and	
	includes an appropriate mix of marketing, media, digital and	
	stakeholder activity.	
	6. Communication outputs and outcomes are evaluated through	
	appropriate methods and the findings used to inform future activity.	
	7. The most senior officer in the organization with a dedicated	
	communication role is a member of or has a direct report to the board	
	or equivalent management group.	
	8. Communicators regularly advise policy and business delivery	
	colleagues in the development of strategy.	
	9. The organization offers continuing professional development for all	
	communication staff and all members of staff undertook this activity	
	this year.	
	10. The organization has driven down the cost of acquiring procured	
	communication products and services this year based on a like-for-like	
	comparison with the previous year.	

Appendix V: Service Level Agreement Example City Clerk's Office / 519 Community Centre

The 519 - RIM SLA

Service Level Agreement for Record Keeping Services Between

Records & Information Management, City Clerk's Office, Toronto ("RIM") and

The 519 Church Street Community Centre, Toronto ("The 519")

Effective Date: January 1, 2010

Preamble

The City of Toronto has a corporate program for managing the records of the City, including their authorized disposition through transfer to the City Archives or secure destruction.

The City of Toronto Act, 2006 ($\underline{ss.200-201}$), requires the secure and accessible retention and preservation of City records, including those of local boards. The *Act* also does not permit the destruction of City records, including those of local boards, except where the retention period for the records has expired or the record is a copy of the original record.

Toronto's Municipal Code ($\underline{s. 217-7(A)}$ authorizes the Director of RIM to extend Records Centre (off-site records storage) and other services to City agencies, boards and commissions, by special arrangement.

This Agreement extends the City's existing Relationship Framework established with the Association of Community Centres in 2006 (Clause 17, Report No. 7 of the Policy and Finance Committee as adopted by <u>Council</u> at its meeting on September 25, 26 and 27, 2006.)

Range of Services and service levels

The following services will be provided by RIM at no cost to The 519:

 Set up of records program. Upon completion of the inventory by The 519, RIM staff will develop a file plan appropriate to the record keeping requirements of The 519 and governed by the authorized retention and disposition requirements of the City of Toronto's records retention schedule: <u>Schedule A to Ch. 217, Art. II</u> of the Toronto Municipal Code. RIM will coordinate the conversion of The 519's existing records to the approved file plan.

<u>Service level</u>: A qualified RIM staff person will advise The 519 on preparation of an inventory and prepare a file plan and identify appropriate record classes from the City's authorized retention schedule, including development of any new classes required, in consultation with The 519, within three months of the receipt of a completed records inventory. Pre-labelled folders, if appropriate, will be provided by RIM but all other record keeping supplies are the responsibility of The 519.

 Implementation of records program. RIM staff will provide advice and support to The 519 staff regarding record classification concerns. RIM will coordinate the development of local record keeping procedures applicable to The 519 as well as making corporate procedures and training resources for the implementation of its records program, as required.

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<u>Service level</u>: Staff resources needed for data entry of existing records must be provided by The 519. RIM will provide an appropriate data entry template and coordinate the upload of data to LLRS with City Clerk's Office Information Technology. Requests for advice re classification will be responded to within two business days.

3. Advice/consultation on handling damaged or destroyed records resulting from water, fire or other damage.

<u>Service level</u>: Requests for advice relating to damaged or destroyed records will be responded to within four business hours of contacting RIM.

4. Off-site records storage services will be available for The 519's inactive records classified according to the City's record retention schedule and boxed in accordance with RIM procedures. Storage services include pickup and circulation services.

Service level: Offsite records storage for a set volume of boxes of records, based on the standard City records box, will be provided free of charge. The number of boxes stored by RIM for free will be negotiated following the completion of the file plan (item #3 above). Summary reports on records inventories in LLRS will be available to The 519 on request. NOTE: The 519 will be invoiced (\$15/box per year) for off-site records storage above the indicated number of boxes. Pickups of new boxes will occur within five business days of RIM's receipt of the request. Retrievals will be delivered to The 519 within four business days of RIM's receipt of the file request. RIM will provide procedures for initiating requests for records stored.

5. RIM will restrict access to The 519's records to staff of The 519 only. RIM will access data relating to The 519's records only to the extent needed to meet its obligations as set out in this Memorandum. Any requests for The 519's records from any other sources will be directed to The 519, with the exception of court ordered access.

<u>Service level</u>: RIM will consult with The 519 to establish appropriate levels of access to data about its records in LLRS. RIM will assist The 519 in identifying responsive records to access requests made under the *Municipal Freedom of Information and Protection of Privacy Act*.

6. Records disposal (transfer to Archives, destruction) services. Records of The 519 that are classified according to the City's record retention schedule will be acquired by the City Archives or securely destroyed, as authorized by the schedule. RIM will initiate this process and maintain documentation that the disposition has been implemented. These documents will be made available to The 519, as required.

<u>Service level</u>: RIM will prepare the disposition authorization forms annually for review by The 519. The 519's Executive Director will respond, either authorizing the disposal or indicating what records need additional retention and for what reasons, within four weeks of receipt of the forms.

Conditions for Services

• The City's record retention schedule, accessible in the *Municipal Code*, Schedule A to Ch. 217, <u>Art.II</u> will govern the records of The 519.

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- The 519 remains responsible for its records held by RIM, up to the point where it authorizes RIM to dispose of the records, according to the City's records retention schedule. This means The 519 must determine who has access to its records, advise RIM of any disposition holds resulting from on-going or pending litigation, and be accountable for record contents. RIM's responsibility is limited to the physical security of the records it stores at the Records Centre on behalf of The 519.
- RIM is authorized to record and maintain data about The 519's records in LLRS necessary for responsible storage of the records.
- The 519 will abide by RIM procedures, training materials, and applicable policies and standards, made available on the City intranet or other means as required. The 519 shall use standard City records storage boxes, available from City stores, for preparing records for off-site storage.
- The 519 shall allow RIM staff to confirm contents of boxes prior to their pickup for offsite storage or disposition.

Incident Escalation

Unresolved service concerns will be escalated by The 519's Executive Director to the Director of RIM, and vice-versa.

Review of the terms of this Agreement

A review of the terms and application of this agreement, including responsibility for costs, will take place one year after the date of this agreement.

Termination of Agreement

Either party may terminate this agreement if either party commits a material breach of the agreement or upon a minimum of thirty (30) days written notice.

Monaldson

Daphne Gaby Donaldson, Director Records & Information Management City Clerk's Office Toronto

Maura Lawless, Executive Director The 519 Church Street Community Centre

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Appendix VI: Requirements for and Barriers to Successful Implementation

Requirements for and Barriers to Successful Implementation

There are a number of factors / actions that will contribute to the success of this approach to Strategic Communications. These include:

- 1. Strategic Communications needs to have the structure and capability as well as KPI's to support delivery of centralized model and e-media outcomes.
- 2. The Communication strategy and approach needs to be created and disseminated throughout organization.
- 3. Improved planning, prioritization, scheduling and governance of cross-City communication projects, policies, and initiatives.
- 4. Strong cross-organization communication through education, protocols and relationships is vital. This includes cross and vertical sharing of information in the organization to preclude surprises wherever possible.
- 5. Best practices (e.g., Standard Operating Procedures, KPI's, reporting) can improve service and productivity and staff utilization (e.g. roles and responsibilities, special teams on projects / policy development, web content design, training and development; service back up for other divisions).
- Customer Service Levels / Service Level Agreements between Strategic Communication / Communication Clusters and their clients are needed to manage requirements and expectations with an effective escalation process.
- 7. Excellent administration and coordination of advertising and external contracts will build trust.
- 8. Clarification of all roles and responsibilities, protocols and reporting requirements.
 - a. Means for regular ongoing communications between communications areas need to be established.
- 9. Identification of areas of required training and development, and effective response to these.
- 10. Need to show and communicate benefits of centralized approach to divisions, staff and (e.g., metrics that people believe in, SLA's, celebrate positive trends).

As well, the presence of some factors may well inhibit or undermine success. These *barriers* include:

- 1. Changing reporting relationships without goals, transition arrangements and measurement of benefits realization.
- 2. Capability and capacity of both Strategic Communications and Clusters to handle more, e.g. crossorganizational relationships and projects.
- 3. Perception that it "It ain't broke" so "we don't need to fix it."
- 4. Moving too fast may create a drop in service levels as staff deal with the change.
- 5. Lack of retention of specialized departmental knowledge in co-located communications support roles.
- 6. Lack of divisional confidence that they will receive priority services.
- 7. Agreed benefits may be diluted by pressures to divert resources to meet corporate needs as opposed to divisional / cluster needs.
- 8. Titles and salaries need to be reviewed and harmonized in the centralized model this could create resistance.
- 9. Rigidity of policy and protocol. Inability to accommodate non-standard processes (one size does not fit all) for divisions.