Guide to Toronto's Performance Measurement Results Summaries

Toronto's Performance measurement framework for service delivery

The City of Toronto's performance measurement framework for service delivery is similar to that used by other MBNCanada municipalities. It includes the following four categories of indicators and measures:

1. **Service/Activity Level Indicators –** provide an indication of service/activity levels by reflecting the amount of resources approved by City Council or the volumes of service delivered to residents. To reflect Toronto's population growth over time and for the purpose of comparison, results are often expressed on a common basis; such as, the number of units of service provided per 100,000 population.

   Performance Measures

2. Efficiency - express the resources used in relation to the number of units of service provided or delivered. Typically, this is expressed in terms of cost per unit of service.
3. Customer Service - express the quality of service delivered relative to service standards or the customer's needs and expectations
4. Community Impact - express the outcome, impact or benefit the City program has on the communities they serve in relation to the intended purpose or societal outcomes expected. These often tie to the program or service mission statements.

City staff are responsible for the efficient delivery of services. In service delivery, staff consider the highest customer service and/or positive impact on the community as possible. At the same time, they must adhere to the financial resources and associated service levels and/standards approved by Council. The City continues to balance the optimal levels of efficiency with the highest levels of customer service and positive community impacts.

In some cases, it is also difficult to separate the portion of community impact measures or outcomes that are related to City programs from external factors; such as the efforts or responsibilities of other orders of government or the private sector.

Using this performance measurement framework, Toronto's results are examined from an internal perspective (reviewing trends over a period of years) and from an external perspective (through the comparison to other Ontario and Canadian municipalities).

Comparing Toronto's Internal Trends

To assist with the comparison and review of Toronto's year to year results, the figure below describes the conditions under which a colour code and descriptor is assigned to a service/activity level or performance measure. The majority of measures in this Report follow the 'two percent rule' to establish if a result increased, decreased or remained stable compared to previous years.

In general, if the results are displayed as non-percentage values, the *rate of change* is determined using current and previous year's values. If the results are displayed as percentage values, the *percentage point change (p.p.)* is displayed. The percentage point is the difference between the previous and current result. If the calculated results are lower than -2%, it is noted as a decrease. If the calculated results are equal to or within + or - 2%, it is noted as stable. If the calculated results are higher than + 2%, it is noted as an increase.

The Use of Colours for Reporting Toronto's Internal Trends

The colours used to shade Toronto's results in this Report are significant. When comparing Toronto's results over time, this report uses three colours (red, orange, green) to determine if the level of activity, or level of performance is trending in a favourable (shaded green), stable (within the + or -2% threshold, orange) or unfavourable (shaded red) direction.

Indicator of increased service or activity levels **or** **Favourable Performance** **(shaded green)**	**Service/Activity Levels Indicators -** Toronto's service levels (the amount of resources devoted to the service or the volume of activity delivered to residents) has **increased** over the time period. This is based on the general assumption for most services that increasing service levels are the favoured or desired goal. For some services, increased levels of activity may not be a desired societal goal (for example social programs or emergency services) but it reflects increased consumption of resources required to provide the service. **Efficiency, Customer Service or Community Impact Measures**– Toronto's result has **improved** over the time period or is the best possible result.
Service or activity levels are stable **or** **Performance is stable** **(shaded orange)**	**Service/Activity Level Indicators -** Toronto's service/activity levels have been **maintained or are stable** over the period. **Efficiency, Customer Service or Community Impact Measures** - Toronto's result has remained **stable** when compared to the previous year.
Indicator of decreased service or activity levels **or** **Unfavourable performance** **(shaded red)**	**Service/Activity Level Indicators** Toronto's service levels, (the amount of resources devoted to the service), or the volume of activity delivered to residents has **decreased** over the time period. This is based on the general assumption for most services that decreasing service levels are the not considered the desired goal. **Efficiency, Customer Service or Community Impact Performance Measures** – Toronto's result has **declined** over the time period in an unfavourable direction.

Figure 2 Toronto's Internal Trends over Time and Illustration of Colour Codes

Comparing Toronto's results externally to other Canadian municipalities

Toronto is an active participant in the Municipal Benchmarking Network Canada (MBNC or MBNCanada). The following 16 municipalities participate with MBNCanada and combined serve more than 11 million residents across Canada. The MBNCanada members, their municipal abbreviations used in charts of this report and their 2017 populations are noted in the tables below.

Over 25 million tourists visit Toronto each year and there is a daily influx of thousands of non-residents entering the city from surrounding regions during the morning rush hours, in addition to non-residents entering the city via public transit. These factors pose special demands on Toronto's services. Even Toronto's largest single-tier municipal comparators within Ontario, such as Hamilton, have significant rural components. Despite Toronto's unique characteristics, there is value in comparing performance measurement results to other municipalities to assist in understanding how well Toronto is doing.

Abbrev.	Municipality (Province)	Population
Cal	City of Calgary (Alberta)	1,246,337
Hfx	City of Halifax (Nova Scotia)	431,701
Ham	City of Hamilton (Ontario)	563,480
Lon	City of London (Ontario)	387,275
Mtl	City of Montreal (Quebec)	1,777,058
Reg	City of Regina (Saskatchewan)	230,430
Sud	City of Greater Sudbury (Ontario)	161,531
T-Bay	City of Thunder Bay (Ontario)	107,909
Tor	City of Toronto (Ontario)	2,929,886
Wind	City of Windsor (Ontario	220,697
Winn	City of Winnipeg (Manitoba)	749,500

Table 1 Population of Single-Tier Municipalities

Abbrev.	Municipality (Province)	Population
Dur	Regional Municipality of Durham (Ontario)	682,250
Hal	Regional Municipality of Halton (Ontario)	569,787
Niag	Regional Municipality of Niagara (Ontario)	458,986
Wat	Regional Municipality of Waterloo (Ontario)	594,100
York	Regional Municipality of York (Ontario)	1,206,543

Table 2 Population of Upper-Tier Municipalities

In order to determine Toronto's ranking relative to other municipalities, MBNCanada data has been sorted according to the most desirable result (plotted on the left) to the least desirable result (plotted on the right). The results in this Report are sorted to provide context to Toronto's own results.

It is important to note that the presentation of sorted municipal data in the charts of this report is not intended to make inferences on the relative service levels or performance of other municipalities. It is only intended to provide context to **Toronto's own results**. All municipalities have different factors that influence their results to varying degrees. It would therefore be unfair to interpret or make conclusions about the relative efficiency or effectiveness of their operations without that understanding and without contacting staff in those municipalities. Results of Toronto and other municipalities are as of **November 1st 2018**.

The Use of Colours for Reporting Toronto's External Trends

Once municipal data are sorted, the median result of the data set is determined. Toronto's result is then colour-coded based on the appropriate quartile. The first/top quartile represents all municipalities that have results in the top 25 per cent of the results. The second quartile includes municipalities within 26 to 50 per cent of the sample. This means they are better than or at the median value. Results in the third or fourth quartile are considered below the median. The third quartile includes municipalities located within 51 to 75 per cent of the sample and the fourth/bottom quartile represents municipalities falling within the bottom 76 to 100 per cent of the sample.

The example in the figure below illustrates medians and quartiles using a set of nine numbers, each representing a municipality. In this example, the Municipality A would have the most desirable result indicative of the highest service levels or the highest level of efficiency, customer service or beneficial impact on the community.

Conversely, the Municipality I would have the least desirable result. The number in the middle of the data set (Municipality E) is referred to as the median. The data set is divided into quartiles (quarters). Toronto's result is placed in the applicable quartile, with each quartile identified by a colour and description, as noted below.

Municipality ID (Sample)	A B	C D E	F G	H I
Quartile Rank	1st Quartile	2nd Quartile	3rd Quartile	4th Quartile
Colour Assigned				
Description of Colour	Dark Green	Light Green	Yellow	Red

Figure 3 Toronto's External Trends and Illustration of Quartile Ranking and Colour Codes

<u>In most cases</u>, the first and second quartiles represent:

- Service/activity level indicators – service/activity levels being volumes of resources approved by City Council or the levels of activity provided to residents, that are better or above relative to the median. This is based on the general assumption for most services that increasing service levels are the favoured or desired goal. For some services, increased levels of activity may not be a desired societal goal (for example social programs or emergency services) but it reflects increased consumption of resources required to provide the service.
- Efficiency, customer service and community impact measures - results are better, or above relative to the median.

<u>In most cases</u>, the third and fourth quartiles represent:

- Service level indicators – service/activity levels being volumes of resources approved by Council or the levels of activity provided to residents, that are worse or below relative to the median
- Efficiency, customer service and community impact measures – results are worse or below relative to the median

Using this colour scheme, colour coded summaries describing Toronto's internal trends, along with a page reference to more detailed charts/graphs and explanations, are provided at the beginning of each of the 36 service area sections.

How to interpret Toronto's performance measurement result summaries

Each of the 36 service areas in this report includes a summary at the beginning of their respective sections.

Question to be answered by the result of the indicator or measure	Technical Name of the Indicator or Performance Measure	Internal Comparison of Toronto's Annual Results Toronto's results over time are reported and assigned a colour in order to identify if the indicator or measure has moved in a favourable or unfavourable direction from the previous report year. Favourable: (green); Stable (within the + or -2% threshold; orange); Unfavourable (red)	Toronto's Results Compared to Other MBNC Municipalities All Municipal annual results are sorted from most to least favourable. Toronto's position relative to the median is reported and shaded one of four colours. The colour indicates Toronto's quartile rank relative to the other Municipalities. 1st quartile: better than median (dark green); 2nd quartile: better than or at median(light green); 3rd quartile: worse than median (yellow) 4th quartile: worse than median (red)	Chart & Page reference
How many units of service are delivered	Units of Service per 100,000 Population (Service/Activity Level)	Decrease Decrease in units of service provided (Activity Level Indicator)	3 Lower levels of service provided (Activity Level Indicator)	1.1 1.2 pg. 5
How often is this type of occurrence happening?	Rate of incidence per 100,000 population (Community Impact)	Decrease Incident rate has decreased (Community Impact)	2 Lower rate of incidents (Community Impact)	1.3 1.4 pg. 7
How long does it take to respond to a call for service?	Response time in hours (Customer Service)	Stable Response time is stable compared to previous year (Customer Service)	1 Response time is shorter compared to others (Customer Service)	1.5 pg. 9
What does it cost to provide a widget?	Total Operating Cost per Widget (Efficiency)	Decrease Total operating cost decreased (Efficiency)	4 Higher total operating cost compared to others (Efficiency)	1.6 1.7 pg. 11

Figure 4 Example of a Summary of Performance Measurement Results Table found in this Report

Internal Comparison of Toronto's 2017 vs. 2016 Results Provides the total summary of annual change in Toronto's service / activity level indicators between 2016 and 2017	Internal Comparison of Toronto's 2017 vs. 2016 Results Provides the total summary of change in Toronto's performance measures (community impact, customer service or efficiency) between 2016 and 2017	External Comparison to Other Municipalities (MBNC) By Quartile for 2017 Provides the total summary comparing Toronto's 2017 service level indicators to other municipalities	External Comparison to Other Municipalities (MBNC) By Quartile for 2017 Provides the total summary comparing Toronto's 2017 performance measurement results (community impact, customer service or efficiency) to other municipalities
Service/Activity Level Indicators (Resources) 0 - Increased 0 - Stable 1 - Decreased 0% stable or increased	Performance Measures (Results) 2 - Favorable 1 - Stable 0 - Unfavourable 100% favourable or stable	Service Level Indicators (Resources) 0 - 1st quartile 0 - 2nd quartile 1 - 3rd quartile 0 - 4th quartile 0% in 1st and 2nd quartiles	Performance Measures (Results) 1 - 1st quartile 1 - 2nd quartile 0 - 3rd quartile 1 - 4th quartile 66% in 1st and 2nd quartiles

Figure 5 Example of Overall Results Table found in this Report

How to interpret charts of Toronto's internal results

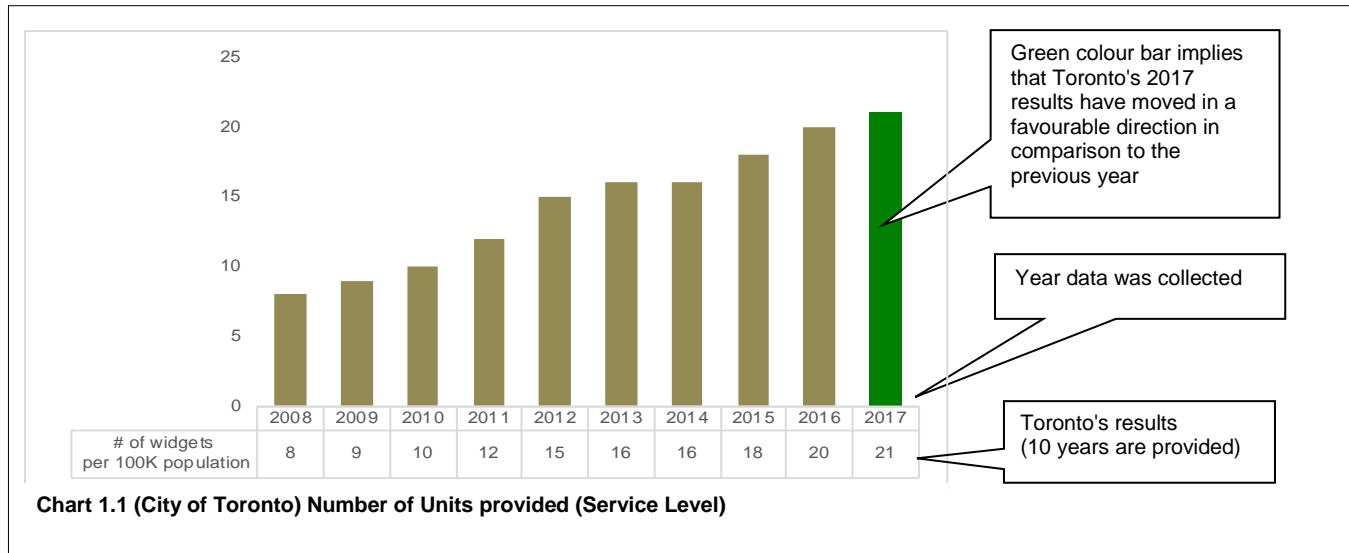The figure below illustrates how to interpret Toronto's internal short and longer term trends.

| # of widgets per 100K population | 8 | 9 | 10 | 12 | 15 | 16 | 16 | 18 | 20 | 21 |

Chart 1.1 (City of Toronto) Number of Units provided (Service Level)

Green colour bar implies that Toronto's 2017 results have moved in a favourable direction in comparison to the previous year

Year data was collected

Toronto's results (10 years are provided)

Figure 6 How to Interpret Toronto's Short and Long-Term Internal Trends

Measures and Indicators that use Population Estimates

The population figures that are used this Report are provided by Toronto's City Planning Division to MBNCanada, and are the estimated population figures for Toronto. Toronto's population for the last five years are:

Year	Population
2013	2,771,770
2014	2,808,503
2015	2,826,498
2016	2,876,095
2017	2,929,886

Table 3 Year and Population Estimates used in this Report

In some cases, the population estimates may be revised by Statistics Canada, which could alter the results that use those estimates. This may impact the extent to which comparisons can be made with previous population estimates and with the measures and indicators for Toronto's results in this Report. Any changes in the Toronto's population results will impact all measures and indicators relating to:

- Population (impacts most service areas)
- Households (impacts some service areas)
- Children population (impacts Children's Services)
- Youth population (impacts Police Services)
- Senior population >75 years (impacts Long Term Care Services)

How to interpret charts comparing Toronto's results to other municipalities

The Figure below illustrates how to interpret charts that compare Toronto's 2017 results to other municipalities are presented.
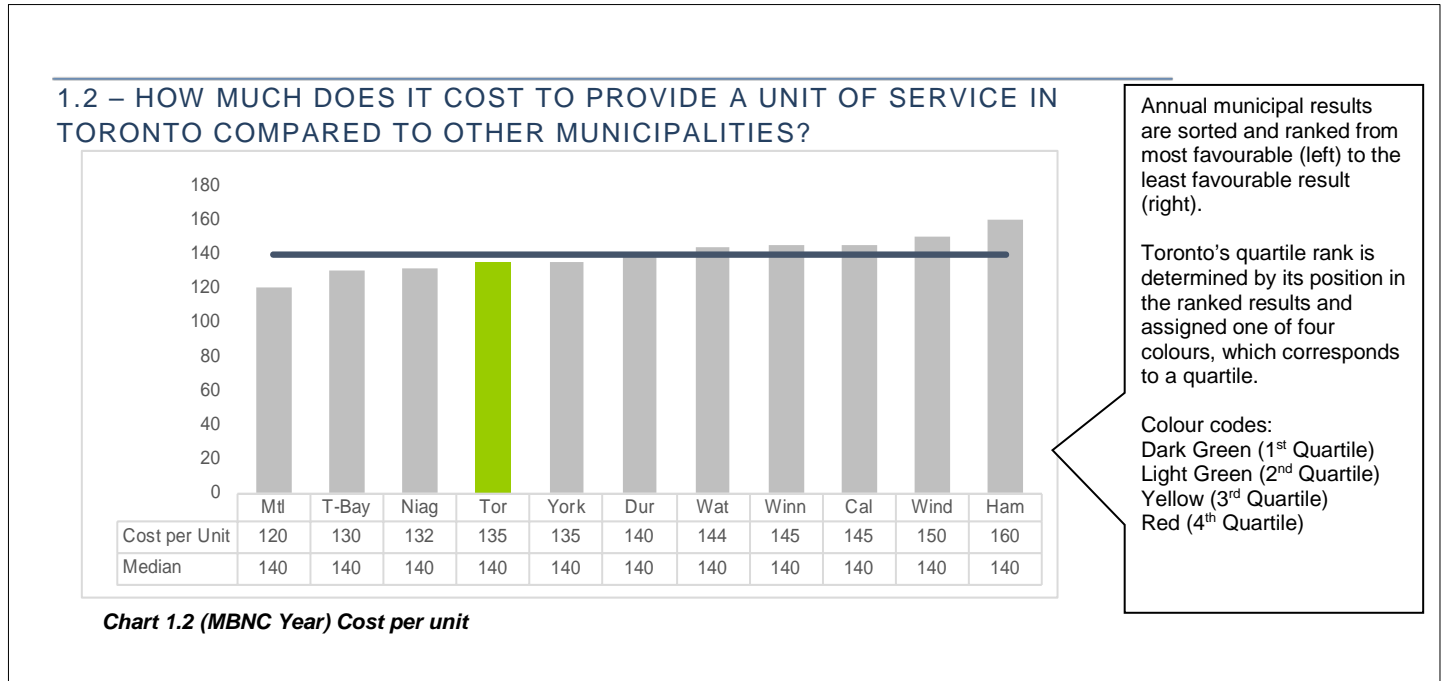
1.2 – HOW MUCH DOES IT COST TO PROVIDE A UNIT OF SERVICE IN TORONTO COMPARED TO OTHER MUNICIPALITIES?

	Mtl	T-Bay	Niag	Tor	York	Dur	Wat	Winn	Cal	Wind	Ham
Cost per Unit	120	130	132	135	135	140	144	145	145	150	160
Median	140	140	140	140	140	140	140	140	140	140	140

Chart 1.2 (MBNC Year) Cost per unit

Annual municipal results are sorted and ranked from most favourable (left) to the least favourable result (right).

Toronto's quartile rank is determined by its position in the ranked results and assigned one of four colours, which corresponds to a quartile.

Colour codes:
Dark Green (1st Quartile)
Light Green (2nd Quartile)
Yellow (3rd Quartile)
Red (4th Quartile)

Figure 7 Interpreting Charts Comparing Toronto's Result to Other Municipalities

Basis of costing used in this report

Cost-based measures for Toronto included in this report may differ from those used in other Toronto reports. For the purposes of comparability, all MBNC municipalities follow a standard costing methodology in the determination of operating costs that in addition to direct costs includes the allocation of:

- External program support costs, such as Human Resources and Information & Technology
- Internal program support costs within a division or department/cluster
- Expenditures funded out of reserve funds that are related to service delivery

Effective January 1, 2009, the City of Toronto has adopted PSAB Sections 3150 and 1200. PSAB 3150 provides the requirement for recording and amortizing tangible capital assets, while PSAB 1200 establishes general reporting principles and standards for the disclosure of information in government financial statements. Tangible capital assets were previously recorded as capital expenditures upon acquisition.

Because these accounting policy changes only took effect for 2009 reporting, costing measures for 2008 and prior years are not comparable to those of 2009 through 2013. Toronto's results for costing measures are presented, using a stacked column, showing that operating cost when combined with amortization, equals <u>total</u> operating cost.

To reflect the impact of inflation on Toronto's operating costs over longer time periods, some charts in this Report also provide Consumer Price Index (CPI) adjusted operating costs per unit, which discount the actual operating cost result for each year by the change in Toronto's CPI relative to the base year.