



THE CORPORATION OF THE CITY OF WINDSOR

MISSION STATEMENT:

"The City of Windsor, with the involvement of its citizens, will deliver effective and responsive municipal services, and will mobilize innovative community partnerships"

7786

DATE: November 28, 2001

TO: Chief Administrative Officer

FROM: Commissioner of Corporate Services & Treasurer

RE: **MINISTRY OF MUNICIPAL AFFAIRS & HOUSING**
MUNICIPAL PERFORMANCE MEASURES PROGRAM FOR YEAR 2000

AIM:

To advise City Council of the Corporation's Municipal Performance Measures results for the year 2000.

BACKGROUND:

Performance measurement and benchmarking are considered a valuable exercise for municipalities as they facilitate a positive exchange of information and assist in establishing best practices in the various municipal core areas.

The Municipal Performance Measurement Program (MPMP), an initiative of the Ministry of Municipal Affairs and Housing, requires all municipalities to begin collecting data, measuring and reporting their performance in the following nine core municipal service areas for the year 2000: garbage, water, sewage, transportation, fire, police, local government, land use planning, and social services. The MPMP initially consisted of 35 broad-level efficiency and effectiveness performance measures. However, concerns expressed by many municipalities about the validity of the proposed measures have led the Ministry to reduce to 16 the number of measures that need to be published.

COMMENTS:

Over the last several months the Corporate Services Department has been working closely with departments gathering data to ensure proper performance measurement for the City of Windsor for the year 2000. Attached is a schedule that details the results of the required measures. The measures will be published on the City's website.

As this is the first year of this provincial initiative, application of the guidelines varies greatly across municipalities. Comparability between municipalities is difficult given the variety of cost allocation methods prevalent amongst Ontario municipalities. As well, data availability is an issue for some measures causing some municipalities to use estimates. In addition, the measures are intended to measure gross costs of providing the service and as such, any cost recoveries in the form of fees and service charges, etc...are not considered in arriving at the gross costs included in calculating the performance measure. Finally, specific local issues such as climate, topography, border issues, and regional differences in market value assessment will significantly impact the measures further complicating the issue of comparability.

Specific examples of some of the challenges identified above include measures such as, conventional transit ridership. Some transit systems have computerized fareboxes which very accurately identify the number of riders. On the other hand, others simply estimate ridership levels resulting in less accurate statistics. A further example relates to those measures which are based on assessment values. In these cases municipalities having higher market values would have higher assessment bases making their measures appear much more efficient than those of municipalities with lower market values. Additional comments on the challenges of the 2000 Municipal Performance Measures Program are also included in the attached report provided by Glen Stannard, Chief of Police.

As stated above, performance measurement and benchmarking are valuable exercises. The results for the year 2000 will be used as targets for the City of Windsor going forward and the aim will be to improve on these targets annually through both existing and new service improvement initiatives. The full value of these exercises, however, is not yet achievable in that currently measurement tools being used are not standardized across municipalities. Full value will be achieved at that time in these exercises when all municipalities are, in fact, gathering and reporting costs and other required data in a standardized format thereby facilitating accurate and verifiable comparability and benchmarking amongst municipalities.

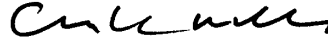
We are uncertain as to how the Ministry will interpret or use the 2000 results. Municipalities across the province have encouraged the Ministry to use caution given the reliability and comparability issues outlined above.

RECOMMENDATION:


To Council for information.



COMMISSIONER OF CORPORATE
SERVICES & TREASURER



CHIEF ADMINISTRATIVE OFFICER



JM/jj\Cityhall\nt\users\jewellj\My Documents\Joe M\Council Reports\MMAH Municipal Performance Measures Program for year 2000.doc

Corporation of City of Windsor
Ministry of Municipal Affairs Municipal Performance Measurement Project 2000
Results Summary

Measure	Results
<u>A. Garbage</u>	
1- #3401 Operating Cost for waste collection per ton	\$62
6a- #3651 Percentage of residential solid waste diverted for recycling	31%
<u>B. Sewage</u>	
9- #3102 Operating costs for treatment and disposal of sewage and storm water per cubic metre treated	\$0.13
12- #3153 Number of hours per year when untreated or partially treated sewage was released into a lake or natural water course	197.2
<u>C. Water</u>	
13- #3301 Operating costs for water treatment per million litres of water treated	\$58
16- #3352 Number of days when a boil water advisory issued by the Medical Officer of Health, applicable to a municipal water supply was in effect	0
17- #3353 Number of breaks in water mains per kilometre of water main pipe in a year	0.27
<u>D. Transportation</u>	
22- #2201 Operating costs for winter control maintenance of roadways per lane kilometre	\$1,417
23- #2251 Percentage of winter event responses that met or exceeded municipal road maintenance standards	100%
24- #2351 Number of conventional transit passenger trips per person in the service area in a year	28.28
25- #2301 Operating costs for conventional transit per regular service passenger trip	\$2.87
<u>E. Fire</u>	
26- #1101 Operating costs for Fire Services per \$1,000 of assessment	\$2.27
<u>F. Police</u>	
28- #1201 Operating costs for Police Services per \$1,000 of assessment	\$4.05
29a-#1251 Percentage of cases cleared: Violent crime	83%
29b-#1252 Percentage of cases cleared: Property crime	16%
<u>G. Land Use Planning</u>	
31- #8153 Percentage of designated agricultural land preserved during the year	City has no designated agricultural land
<u>H. General Government</u>	
33- #0201 Operating costs for municipal administration as % of total municipal operating costs	6.26%



WINDSOR POLICE SERVICE

OFFICE OF THE CHIEF OF POLICE

GLENN STANNARD

November 20, 2001

REQUEST APPROVED:	RECEIVED NOV 21 2001 CHIEF ADMINISTRATIVE OFFICE	<i>[Handwritten signature]</i>
APPROVED FOR AGENDA:		
FILE		

Mr. Chuck Wills, CAO
Corporation of the City of Windsor
P.O. Box 1607
Windsor, Ontario
N9A 6S1

Dear Mr. Wills:

**Re: Ministry of Municipal Affairs & Housing
Municipal Performance Measures Program for Year 2000**

Further to our discussion, the attached is a report addressing our concerns of the Municipal Performance Measurement as they relate to the Windsor Police Service. We request that this be attached to your report to council. I have also included a copy of the Ontario Association of Chief of Police Provincial Benchmarking Committee's report that was issued March 19, 2001. You may use your discretion to forward this report to city council or not.

If you have any questions, please call me at 255-6700 ext. 4487 or Deputy Chief Roger Mortimore at ext. 4483.

Yours truly,

[Handwritten signature of Glenn Stannard]
Glenn Stannard
Chief of Police

**Re: Ministry of Municipal Affairs & Housing
Municipal Performance Measures Program for Year 2000**

The Windsor Police Service agrees that benchmarking and performance measurements are a valuable exercise in achieving best practices. The Windsor Police Service, through the Adequacy Standards, has been conducting their own benchmarking methods in the law enforcement field as well. However, we feel City Council should be fully aware of the problems in which the use of certain data in the municipality's performance measurement skews the results.

The Windsor Police Service has had several discussions with Corporate Services on this issue. We have addressed our concerns with the reporting mechanisms required by the municipality in filing their Financial Information Return (FIR) that is used to calculate the Performance Measure results. We fully understand that the requirements and figures used in the FIR are dictated by the Ministry of Municipal Affairs and Housing. We further recognize Corporate Services has diligently followed these rules.

Our first concern is the use of the assessment value. The municipalities with the higher market values will have a higher assessment base thus their performance measurement will be lower than a municipality with a lower assessment base resulting in a higher performance measure value.

We also question why the assessment value is used in benchmarking police services. It is the people within the community who are being policed, not the assessment value. It would only stand to reason that there should be some reference to this factor (people) when arriving at a performance measurement. Consideration should also be given to the unique policing challenges as a result of Windsor being a border city i.e. the downtown bar crowds, Windsor/Detroit bridge and tunnel situations, etc.

Another major concern that, in our opinion, flaws the result of the performance measurement, is the inability to net out our expenditures. It is our understanding that within the FIR there are two schedules that are completed. One schedule reports on gross expenditures of the police service, the other schedule reports on the revenue. In calculating the performance measurement, the gross expenditure is used with no reference of revenue whatsoever.

I will list several areas within the Windsor Police Service's budget that will assist you in understanding why the system is flawed by not using the revenues to offset the expenditures.

1. Casino Patrol (\$1,700,000)

The Casino Patrol budget forms a separate category within the Windsor Police Service's budget. However, per our agreement with the Ontario Casino Corporation (OCC), the actual cost incurred by this unit is fully paid by OCC. For accounting purposes, the expenditures are budgeted accordingly and the payment we would receive from OCC is budgeted under the revenue account. The resulting bottom line nets out to zero (0). This budget accounts for approximately \$1.7M. By using the gross expenditure amount, the performance measurement has already been inflated by this amount.

2. The following are other areas whereby we receive offsetting revenue however, is not considered in the final calculation of the performance measurement report.

- Firearms Officer (2) - Salaries/Benefits costs received from the Ministry of the Solicitor General (\$150,000)
- Illegal Gaming Officer (1) - cost recovered from the Ontario Provincial Police (\$66,305)
- Joint Force Court Operations - revenue received from participant municipal county police services (\$30,000)
- Alarm Coordinator (1) - revenue generating program (\$183,402), offsets the cost of the coordinator and small operating costs
- Contract Duty Coordinator (1) - revenue generating program (\$61,244), offsets the coordinator costs and small operating costs
- CPP Officers (20) - a grant program which continues to pay 50% of the salary & benefits costs of 20 police officers (\$600,000)
- Disclosure Clerk (1) - revenue received from the Ministry of the Attorney General offsets the salary/benefit costs and small operating costs (\$54,000)
- Marine Boat operating expenses are shared 50% with the Windsor Port Authority (\$32,764)
- Auxiliary Police – 60% of wages recovered from Parks & Recreation Department (\$54,415)

The Windsor Police Service also charges for the production of accident reports, police certificates, videotapes, audiotapes, etc., totaling \$346,000. This is revenue that offsets the expenses incurred to provide these types of services. However, the inability to have these revenues not included in the calculation of the performance measurement certainly results in inaccurate information being conveyed.

The Windsor Police Service is one of only three police services within the province to incur the expense of the School Crossing Guards. This program accounts for approximately \$387,000 of our police service budget.

The municipalities are also dictated to include such items as post retirement cost accruals. This item is not included within our budget nor is it dollars that are paid out at this time, however has a substantial impact on the resulting performance measurement.

As you can conclude, all these factors significantly impact the results of the performance measurement. From the items listed in this report alone, there is \$3.28 million of gross dollars that has not been offset by the revenue received. Perhaps we might question the manner in which we set up our accounts. That is, we list the expenses under the expenditure line and the offsetting recoveries in the revenue line. If we were to place the recoveries back in the expenditure line then perhaps we would not need to address this issue on performance measurement to the extent that we have.

I strongly urge city council to consider all of these factors when reviewing the CAO's report on the Municipal Performance Measures.

Respectfully submitted,

Glenn Stannard
Chief of Police

Review of Proposed Police Performance Measurements

Introduction

This document is a review of the Ministry of Municipal Affairs and Housing's "Municipal Performance Measurements" related to policing. In October of 1999, the Ontario Association of Chiefs of Police (OACP) requested that police research, planning, and quality assurance representatives informally form a committee (Provincial Benchmarking Committee) to develop performance benchmarks on a wide variety of police measures. The conclusions of the Committee are particularly relevant to the measures developed by the Ministry.

In general, the Committee and the OACP agree that all municipal services throughout the province should be accountable in providing effective and efficient services, and the police are no exception. Police services in Ontario are accountable to local taxpayers through their respective Police Services Boards and the legislated requirement to develop business plans that specify objectives and performance indicators on ten fundamental policing areas.

The Committee and the OACP also agree that there is value in the development of performance measures in policing, however, it is imperative that they are reliable and valid measures. If these measures are to be adopted their limitations need to be clearly delineated to prevent inaccurate interpretations. Furthermore, performance measures do not take into account qualitative factors or service levels in policing that would explain differences between police services.

Efficiency Measure - Operating Costs for Police Services per \$1,000 of Assessment

Using costs as a comparison of police efficiency has been a problematic issue in the policing community for many years. The traditional measure has been to compare net or gross operating budgets on a per capita basis, and the proposed measure using assessment value is another variation on that theme.

Much of the difficulty lies in the numerator and the fact that there is significant variances across Ontario as to what is included in different police operating budgets. The differences generally relate to principal and interest on long-term debt charges. Most police services reflect these charges within their budget while some are reflected in their respective local municipalities' budget. All of these variations are legitimate accounting principles, but these variations detract from the validity of the numerator.

Another factor is the options police services have regarding leasing or purchasing vehicles or computers. Services that lease typically have constant annual charges reported in their operating budgets, while services that purchase are likely to have purchasing “spikes” in certain years that likely won’t be in their operating budget. Other examples include the maintenance of police facilities and fleet, how inter-departmental services with local government are accounted for, and if sick-leave payouts are included in the police budget. Consequently, for the numerator of the proposed measure to have any validity, the variations in police budgeting need to be identified.

Schedule 40 of the 2000 Financial Information Report (FIR) categorizes expenditures into nine areas: salaries, wages, and benefits; net long-term debt charges (interest); materials; contracted services; rents and financial expenses; external transfers; net long-term debt charges (principal); transfers to own funds; and interfunctional adjustments. These categories could be used to identify variations in police budgeting provided that each municipality reports all expenses regardless of which budget the item is reflected.

The use of assessment value as the denominator is also inappropriate. Property values differ substantially between communities - two identical properties would have substantially different values and assessments if one was located in Cambridge and the other in Vaughan. Consequently, a police service in an area where property values are high will be measured as more efficient compared to another service where the property values are not as high. Similarly, poor economic conditions in one community may reduce assessment values, thus reducing the efficiency of the police service, yet these same poor economic conditions would likely increase the demand for police service.

Recommendation

The Committee recommends that the future police efficiency measure be the following:

$$\frac{\text{Standardized Police Operating Budget}}{\text{Population} + (\text{In-worker Migration}) - (\text{Out-worker Migration})}$$

The numerator refers to identifying and standardizing the variations in police budgets. No efficiency measure will possess any value if the numerator is not standardized. The denominator takes into account the community’s residential population as well as daily employment commuters that both arrive in and leave the community to work. This data is likely readily available in the federal census and/or through the local municipality. Including worker migration will be fairer to services who have to police large amounts of workers who do not live in their community.

Effectiveness Measure - Clearance Rates for Statistics Canada Crime Categories

On the surface clearance rates would appear to be a valid measure to compare effectiveness of police services. Services are required to keep such data and report the rates to Statistics Canada annually. Also, police services compare their rates internally from year-to-year, in order to make decisions related to restructuring or resource deployment.

However very few within the police community value the use of clearance rates as a comparison between police services. The following is a list of some of those reasons:

- There are many circumstances within the Statistics Canada guidelines for clearing crimes and where charges will not be laid. Examples include where the offender is deceased or already incarcerated or the victim is not interested in pursuing charges. However, one such guideline refers to “departmental discretion” and there are varying interpretations of this guideline which negates the value of comparisons.
- Crimes such as drugs, prostitution, have stolen goods, impaired driving, gaming & betting, bail violation, and others, are a direct reflection of the priority and enforcement devoted by the police service.
- Crimes such as Theft Under \$5,000 and Mischief Under \$5,000 are typically reported to most police services using some form of alternate response (i.e. citizens either report by visiting a police station or by phone). The benefit of this to the citizen is that it is a quicker method of reporting and it allows officers more time for proactive functions within the community. The drawback is that these crimes (which are generally minor) are rarely investigated thoroughly and solving them is much more difficult. Consequently by focusing on clearance rates, one de-emphasizes the proactive nature of current police service delivery.

Recommendation

Despite the flaws in over-interpretation of clearance rates, there are many crimes where a comparison would be applicable. Those crime categories include:

- ✓ All Violent Crimes (homicide, attempt murder, assault, other sexual offence, abduction, and robbery).
- ✓ Selected Property Crimes such as break & enters, auto theft, and frauds. Frauds are also

problematic because the clearance rates for different types of fraud and fraud values varies substantially.

- ✓ Other Crimes would only include arson, indecent acts, and criminal harassment.

Driving and drug offences are not applicable comparisons because they are enforcement driven.

Conclusion

The police community in Ontario is a proponent of developing performance measures because we are accountable to the taxpayer and it is the taxpayer that must maintain confidence that policing is provided effectively and efficiently. Over the past decade police services have also adopted a "continuous improvement" philosophy - never being satisfied with the status quo.

The Ministry of Municipal Affairs and Housing's Performance Measurement Program is an important initial step in this process and the police community is eager to work with the Ministry and further develop police-related measures. This report's goal was to identify inherent difficulties found in the proposed police measures, explain those difficulties, and recommend alternatives that are more valid and easily collected.