

MEMORANDUM FOR CITY COUNCIL

ISC: Unclassified



REASON FOR THIS MEMORANDUM

On November 25, 2022, Council directed the City of Calgary Administration to request information from the Calgary Police Commission on the:

- Key performance indicators being used by the Commission in determining the requirements of the Calgary Police budget.
- Measures being used and how they are tracked, under the current set of key performance indicators, in the development of the 2023-2026 Service Plan and Budget for the Calgary Police Service, and in the evaluation of past budgets.

EVALUATION OF PAST BUDGETS

Alberta's *Police Act* uses the words "adequate," "effective" and "efficient" to describe the type of policing services municipalities should be striving to provide. While the province establishes minimum [provincial policing standards](#) and the Minister of Public Safety and Emergency Services can decide when a municipality is failing to provide adequate and effective policing, the legislation allows communities some freedom to decide what levels of service are desired over and above the provincial standards.

In the [2019-2022 Service Plan and Budget](#) for policing, Council was provided with four overarching performance measures for the Calgary Police Service (CPS):

1. **Proportion of calls for service attended by officers:**
The goal was to maintain a police attendance rate of 60 per cent. However, this is no longer used. Too many factors influence it, including whether officers actually needed to attend in-person, whether the call was addressed online or by phone, and whether the call was appropriately diverted to another partner agency.
2. **Proportion of emergency calls responded to within seven minutes:**
The goal was to reduce the average response time to priority one emergency calls (imminent danger to life, offence in progress or suspect still at scene) to seven minutes or less. This measure has since been changed to no longer include the time between a call being placed and when it was dispatched, as that is controlled by Calgary 9-1-1 and therefore does not measure CPS' performance.
3. **Satisfaction rates:**
The Commission regularly surveys Calgarians to determine the level of satisfaction with policing. The goal was to maintain the same high rates of satisfaction (over 90 per cent of people being satisfied) through the budget cycle.

4. **Population to officer ratio:**

Trying to maintain the ratio of Calgarians to police officers was used for a long time as a measure of how well staffing was keeping up to population growth. However, this measure has largely been discontinued as there is no data to establish the ideal ratio, and the ideal is in constant flux as both new efficiencies and new complexities affect the workload each officer can handle.

Using the four long-term performance indicators, the Commission then worked with the Service to develop an annual policing plan each year. The annual plans are more detailed than the four-year service plans and allow the Commission and Service to adjust performance measures to capture changing priorities.

The 2019 Annual Policing Plan used the same four performance measures as above and added crime rates, case clearance rates and policing cost per capita. By the 2022 Annual Policing Plan, the evaluation of CPS had evolved to include 12 performance measures:

1. Increase employees who have moderate or high engagement by 10 per cent.
2. Increase employees who agree that morale at CPS is good by 15 per cent.
3. Maintain the total crime rate per 100,000 at or below the five-year average.
4. Maintain the violent crime rate per 100,000 at or below the five-year average.
5. Maintain the property crime rate per 100,000 at or below the five-year average.
6. Reduce social disorder calls for service to the five-year average.
7. Reduce fatal and major injury collisions by 25 per cent (in cooperation with the City of Calgary), as per Calgary's 2019-2023 Safer Mobility Plan.
8. Have at least 90 per cent of Calgarians surveyed respond that they are satisfied with the services provided by CPS.
9. Have at least 85 per cent of Calgarians surveyed agree that CPS is a police service they trust.
10. Have at least 70 per cent of Calgarians surveyed agree that officers respond in a fair way when dealing with all communities in Calgary.
11. Increase the number of employees surveyed who agree that CPS practices are applied equitably and fairly to all employees by at least 10 per cent.
12. Manage expenses to stay within the existing approved budget.

Each annual policing plan outlines what actions CPS will take in the year to meet its performance goals. The Service then [reports quarterly](#) to the Commission and public on each action (whether it is on target or not, and why), as well as the latest data available for each performance measure. As the Commission submits the police budget through Council's One Calgary budgeting and service planning process, CPS also follows the same mid-year and year-end reporting process as all City of Calgary business units.

If a performance target is not being met and resourcing is identified as the cause, the Commission evaluates whether the goal is a critical part of adequate and effective policing for Calgarians. If it is, the need factors into future budget requests to Council.

As far as ensuring the efficiency of CPS, the Commission undertook a [Service Optimization Review](#) in 2018 that aligned with the principles of a zero-based budget review. Five independent consulting firms were engaged to support various aspects of the review and all the potential efficiencies that were found have been implemented or are in process. This was followed in 2020 with a functional review of the Service's structure and processes to find further efficiencies.

The Commission also engages external, independent auditors every year to audit CPS' financial tracking and reporting to ensure the proper financial controls are in place. The auditors have found no significant issues.

PERFORMANCE MEASURES MOVING FORWARD

Similar to the previous budget cycle, Council was presented with five long-term, overarching performance measures in the [2023-2026 Service Plan and Budget](#). These were developed to align with Council's strategic direction for the entire City of Calgary in [Resilient Calgary](#), and also considered the priorities Calgarians expressed through the Commission's annual survey and other engagement. The measures selected for the four-year cycle are Statistics Canada's Crime Severity Index, Calgarian's perception of safety, CPS' Weighted Clearance Rate, Calgarian's perception of policing being provided equitably, and CPS' Employee Engagement Index.

Following the approval of the four-year service plan and budget, the Commission has worked with the Service to develop the [2023 Annual Policing Plan](#) that incorporates those five performance measures plus an additional seven. The key performance indicators for this year in the 2023 Annual Policing Plan are:

Goal: Increase community safety & wellbeing

Performance Measure 1: Crime Severity Index

The Crime Severity Index (CSI) measures changes in the volume and severity of crime in the city. The CSI is calculated by Statistics Canada and is a standardized way to compare crime levels between different cities and regions.

As a performance measure, the CSI shows trending in Calgary as well as how crime in Calgary compares to other major cities. While crime rates have limitations as a performance measure because they are impacted by many variables other than the police, they reflect, to a certain extent, the success of the crime prevention and intervention efforts of CPS and its social service partners.

The target is to keep the CSI below the five-year average of 85 this year.

	2017	2018	2019	2020	2021
National CSI	73.6	75.6	79.8	73.9	73.7
Calgary CSI	83.6	89.3	93.5	79.2	72.3
Calgary Violent CSI	76	80.4	85.2	78.9	82.7
Calgary Non-Violent CSI	86.2	92.4	96.2	79.1	68.3

**Note: CSI is an annual measure calculated by Statistics Canada using standardized statistical reporting from police agencies. Results for each year are typically released in July of the following year. CPS also provides [quarterly crime statistic reports](#) to the Commission and public to gauge volume and severity of crime more regularly.*

Performance Measure 2: Percentage of calls resulting in an occurrence report

This is a new measure that will provide an indicator of how many calls to the police are being diverted for alternative call response. When police officers are dispatched to a call that requires no law enforcement or use of police powers, a formal report typically does not need to be entered into the police database by the officers. Calls where officers are dispatched to check on or remove a vulnerable person and mental health calls where there is no public safety concern typically fall into this category.

As these calls are diverted to other agencies instead of the police, the percentage of calls where officers attend and a report is required should increase. The current percentage of calls for service that result in a report is 28 per cent and the target for 2023 is 35 per cent.

	2017	2018	2019	2020	2021	2022
Report	71,649	76,226	76,935	70,008	65,680	66,699
No Report	185,327	180,522	180,297	180,561	181,167	169,241
Total	256,976	256,748	257,232	250,569	246,847	236,240
Report Percentage	28%	30%	30%	28%	27%	28%

**Note: Transport calls and collisions have been removed from the dispatched calls included in the denominator. This indicator is new and will likely be refined over time.*

Performance Measure 3: Average drive time to emergency calls (Priority One)

Priority One calls are the most urgent types of calls and include situations where there is imminent danger to life, an offence is in progress, or a suspect is at the scene. This indicator measures the time between when a call is dispatched and when officers arrive on scene. It is reflection of the availability of resources and how effectively those resources are deployed across the city.

The target is to maintain or improve the five-year average response time of eight minutes this year.

	2018	2019	2020	2021	2022
Average Minutes of Driving to Priority 1	8	8.2	7.8	8.3	9.5

Goal: Increase public trust and confidence

Performance Measure 4: Percentage of Calgarians that feel safe

Calgarians’ perception of safety impacts their satisfaction with policing, economic and social activities, and Calgary’s ability to attract new residents and visitors. The percentage of Calgarians who feel safe is measured through a statistically valid survey conducted by the Commission where residents are asked to rate their level of agreement with the statement, “Calgary is a safe place to live.”

In 2022, only 78 per cent of respondents expressed a level of agreement, which is the lowest amount since 2013 when only 85 per cent agreed. The target is to restore it to the five-year average or above (93 per cent) in the next survey.

	2015	2016	2018	2020	2022
Strongly Agree	55%	53%	51%	54%	37%
Somewhat Agree	40%	42%	44%	40%	48%
Somewhat Disagree	4%	3%	4%	4%	10%
Strongly Disagree	1%	2%	1%	2%	4%

This metric is particularly pertinent to the collaborative initiatives CPS has underway to address the safety concerns in the downtown and on transit. It helps evaluate the Service’s communication, engagement with the community, and crime prevention initiatives.

Performance Measure 5: Percentage of Calgarians that have confidence in CPS

The Commission’s survey also measures the percentage of respondents that are confident CPS can deliver the services needed to make Calgary a safe place to live.

The level of confidence has been over 94 per cent since the question was first asked in 2010, and as high as 97 per cent in 2013 and 2015. However, in 2022, the level of confidence dropped to 86 per cent.

The goal is to reverse this trend and return to above 90 per cent in the next survey.

	2015	2016	2018	2020	2022
Very Confident	47%	45%	38%	48%	32%
Somewhat Confident	50%	50%	56%	46%	55%
Not Confident	2%	4%	4%	4%	11%
No Answer	1%	1%	2%	2%	2%

Performance Measure 6: Proportion of Calgarians that trust CPS

Trust is the foundation of a meaningful relationship between the community and the police. The Commission's survey measures how many Calgarians agree that CPS is a police service they trust.

This measure has declined from 85 per cent expressing moderate to high trust in 2020, when the question was first asked, to 77 per cent in 2022. The target is to increase it above 80 per cent in the next survey.

	2020	2022
High Trust	51%	42%
Moderate Trust	34%	35%
Low Trust	14%	23%
No Answer	1%	0%

Goal: Increase effectiveness and efficiency

Performance Measure 7: Operating cost per capita

The police operating budget divided by Calgary's population gives a measure of how CPS' current spending compares to prior years and other jurisdictions, while also accounting for population

differences. It is a limited measure for comparing as not all police services are structured the same. In Calgary, CPS' human resources, IT, facility maintenance and other support costs are all captured in the police budget. This is not the case in other cities, making the per capita costs in those cities appear lower.

This measure is an indicator of how efficiently resources are being used and the level of service to the community. The target for this year is to maintain the current cost per capita. However, the goal is to reduce it over the next few years so that the cost in 2026 is similar to what it was in 2016.

Performance Measure 8: Weighted Clearance Rate

Clearing a crime means that police have identified a suspect and there is sufficient evidence to charge the individual with the offence. The incident may be 'cleared by charge' if charges are laid, or 'cleared otherwise' if charges are not laid. Charges are not laid for a variety of reasons, such as the death of the suspect, victim or witness, or when the suspect is under 12 years old.

The Weighted Clearance Rate is calculated by Statistics Canada and gives a higher weight to serious crimes (homicides, robberies, sexual assaults, etc.). This measure is an indicator of police skills, ability, and capacity to investigate crimes.

Criminal investigations are becoming more resource intensive with technology as data from cameras, phones and other devices generates a need for more warrant applications and forensic analysis. The volume of property crimes coupled with limited forensic capacity means CPS prioritizes resources to investigate violent crimes. The weighting of this measure gives priority to violent crimes but also reflects the additional resources typically required to investigate these serious offences.

The target is to increase the Weighted Clearance Rate above 30 per cent this year.

	2017	2018	2019	2020	2021
National Average	39.9	38.7	37.0	37.4	35.8
Calgary	26.6	26.4	27.2	28.7	29.5

**Note: Weighted Clearance Rate is an annual measure calculated by Statistics Canada using standardized statistical reporting from police agencies. Results for each year are typically released in July of the following year.*

Performance Measure 9: Proactive patrol time

When frontline patrol officers are not responding to a call for service, they are able to engage in activities like traffic safety promotion, solving concerns raised by the community, prolific offender management, crime reduction and prevention, and relationship building. Measuring the time that officers have for proactive activities provides an indicator of the cumulative benefits of streamlining internal administrative processes, successful demand management (call diversion), and overall resourcing.

The target is for all patrol officers to be spending 25 per cent of their time on proactive work by the end of 2026.

	2019	2020	2021	2022
Percentage of Time on Proactive Duties	18%	19%	18%	18%

Goal: Increase employee satisfaction and engagement

Performance Measure 10: Employee Engagement Index

Employee morale and engagement impacts both the quality of policing services that Calgarians receive and the health and wellness of those who serve. The Commission conducts an annual survey of CPS employees to ask about their perceptions, wellness, workloads, work environment and morale.

The Employee Engagement Index is calculated using the results and fewer than 70 per cent of employees have expressed either high or moderate engagement since 2016. This measure reached its lowest level in 2022, with only 42 per cent of employees expressing high or moderate engagement levels.

CPS is implementing a strategy to target the issues impacting employee's morale and engagement. That, combined with the easing of staffing shortages, is expected to reach a target of over 70 per cent of employees having high or moderate engagement levels by the end of this budget cycle.

	2017	2018	2019	2020	2021	2022
High Engagement	18%	16%	21%	21%	18%	15%
Moderate Engagement	35%	38%	41%	34%	28%	27%
Low Engagement	47%	46%	38%	45%	54%	58%

Goal: Increase equity, diversity and inclusion

Performance Measure 11: Percentage of Calgarians that agree CPS treats all segments of the community fairly

Fair and equitable treatment of citizens is an important outcome for the CPS' equity, diversity and inclusion (EDI) and anti-racism efforts. The Commission asks in its survey whether Calgarians agree that officers respond in a fair way when dealing with all segments of the Calgary community. The answer is one measure used to monitor progress towards equity in service delivery.

The target is to increase the agreement level to above 80 per cent of respondents in the next survey, which would be a return to pre-2015 levels.

	2015	2016	2018	2020	2022
High/Moderate Agreement	84%	79%	75%	70%	61%
Low Agreement	16%	21%	25%	30%	39%

Performance Measure 12: Percentage of Racialized and Indigenous recruits

The Commission has been focused on ensuring that the Service is fully staffed and reflective of the community it serves. New recruits now receive a survey where they can voluntarily provide their demographic information.

The Commission and Service have not set specific targets for how many people should be hired from each community, apart from setting the expectation that new recruits should be increasingly more reflective of Calgary. This keeps the focus on changing how recruiting engages potential applicants in various communities, rather than creating a system where new hires are selected based on meeting a target.

CONCLUSION

There is no perfect measure of police performance as all possible measures are influenced by other factors to varying degrees. The measures used by the Commission to evaluate the adequacy, effectiveness and efficiency of policing in Calgary are developed with input from Council, experts at CPS, and the community. They are also in line with other Canadian jurisdictions and continually evolve as better ways of tracking police performance are developed.

Specific actions that will be taken to meet targets are outlined every year in the annual policing plan. The Service then reports to the Commission, public and City of Calgary on its progress through both quarterly reports and the One Calgary reporting process.