



## **Audit & Accountability Fund Intake 3 Project:**

### ***Project: Bylaw Enforcement Service Delivery Review***

#### **Project Description:**

The purpose of the project was to undertake a comprehensive review of Bylaw Services and provide short, medium and longer term recommendations, and an implementation plan for improved service delivery, optimal organizational structure, and better synergies across City departments, including related funding implications.

Key components of the review included:

- Assessment of opportunities for improved service delivery model for bylaw enforcement.
- Review of all policies, processes and procedures for relevancy.
- Benchmarking against other Ontario municipal bylaw services in Ontario.
- Assessment of current state and workload forecast for next 10 years with service and cost impacts.
- Undertake an assessment of resource and technology utilization including dispatch, case management, to determine the best service delivery model including staffing and equipment requirements to meet the customer requirements.
- Assessment of workload management and planning with the view to 'reverse' the balance from primarily reactive responses to proactive and the implications from a service model, staffing and training perspectives.
- Assessment of customer service relationship management tools and capacity to meet customer demands.
- Assessing and mapping of current bylaw processes with view to assess best practices and implications for expansion utilizing LEAN Six Sigma methodologies.
- Assessment of impact of expansion of AMPS to broader range of infractions.
- Development of fully integrated bylaw service delivery model and strategy with cost/benefit analysis, technological solutions and policies.
- Recommendations and implementation roadmap with short-, medium- and long-term plan addressing resource, policy, processes and training requirements.

## **Project Outcome:**

The project included extensive engagement with key stakeholders including bylaw staff to understand current issues including, but not limited to, overlap, duplication, customer service challenges, bylaw process ownership, and technology.

Engagement activities included interviews with Council members and senior staff, field visits, Bylaw “ride-alongs” focus groups and interviews with Bylaw staff and management, and meetings with other departments including staff in the licensing division.

A public survey was undertaken using Your Voice Markham, and BIAs and Community organizations were also including, resulting in over 1500 responses. A Bylaw staff survey was also completed.

The report recommendations identify potential service improvements in six major areas. The report includes a full implementation plan with key milestones from 2023-2025.

## **Recommendations:**

### **1. *Environment/Community***

- 1.1 Work with Corporate Communications to promote the ‘vision’ for the new Municipal Law Enforcement Unit’s Strategy including a Community Partnership Plan to “Keep Markham Beautiful – its Everyone’s responsibility.”
- 1.2 To support the Community Partnership, implement a Self/Complainant Reporting Portal (New CRM with integration with AMANDA). CRM to provide status updates and online investigation maps.
- 1.3 Undertake comprehensive website review with Voice of the Customer. Should include public in consultations.
- 1.4 Consider more effective communication tools to reflect the City’s diversity and provide regular reports on performance.
- 1.5 Deliver a bi-annual Bylaw Training Session to Council to educate on trends and performance.

### **2. *Policy and Materials***

- 2.1 Develop a Municipal Law Enforcement Policy and Strategy to Move to Hybrid Reactive/Proactive Model integrated with AMPS implementation.
- 2.2 As part of this strategy, develop service level agreements in partnership with departmental ‘customers’ with regular performance reporting.
- 2.3 Undertake comprehensive review of bylaws in conjunction with the strategy and AMPS implementation.
- 2.4 Following the adoption of the City-wide parking strategy, explore options for utilization of contractors for enforcement.
- 2.5 When AMPS are implemented and new Municipal Law Enforcement Unit in place, review mandate. Consider review of licensing and animal control services.

### **3. *Methods and Processes***

- 3.1 Goal should be enter information in ONE PLACE, ONE TIME. Once AMANDA processes are in place to capture all data and evidence, change process to require all time to be entered against the Bylaw investigation. Explore possible integration with ADP and scheduling options.
- 3.2 With the new organization, assign Supervisor of Triage to create a work planning model to balance reactive, proactive, infill and team based back up.
- 3.3 Eliminate the “check in” email process in favour of Microsoft teams check in – can be achieved through the mobile application.

### **4. *Performance / Measurement***

- 4.1 Create/update a multi-year MLEU business plan with assigned resources and performance management framework in line with the bylaw strategy including performance metrics. Each Team and Officer’s performance agreement should be developed from this plan. Performance metrics should be balanced (time to respond, accuracy, consistency against bylaw).
- 4.2 Work with IT to develop more effective AMANDA reporting for performance management. KPIs should include time to respond/resolve, downtime, net cost per investigation, number of repeat offences etc.
- 4.3 Undertake a budget review based upon the bylaw strategy with realistic revenue targets – updated when AMPS are implemented. Move towards cost recovery model to justify AMPS fees.
- 4.4 Undertake a fleet study with the view to charge out fleet against the inspection/case (support AMPS fees).

### **5. *Equipment / Technology***

- 5.1 Accelerate the implementation of GTECHNA to support AMPS (a key for long term success).
- 5.2 Develop AMANDA training, with Bylaw approaches but expand to other departments to support AMPS/GTECHNA.
- 5.3 Explore with ITS technology advancements to improve mobile connectivity, radios and smart phones for mobile workforce.
- 5.4 In partnership with ITS, develop technology roadmap, invest and provide proper equipment with an appropriate replacement plan. Include after hours services/dispatch – access to Contact Centre information.
- 5.5 Work with Fleet to develop a standard specification for every Bylaw vehicle including AVL/GPS (hands-free capability), ergonomic laptop mounts, printers etc.

## **6. Human Resources / Structure**

- 6.1 Establish a centralized “Municipal Law Enforcement Unit” with a Team Based Approach and hybrid – Reactive and Proactive approach. Teams to ‘own’ the complaint through the lifecycle.
- 6.2 Reorganize structure to focus on enforcement teams and transfer all AMPS activities, staff and management to a new AMPS unit. In 2024, review officer roles and workload for long term requirements.
- 6.3 In the interim, three positions are need to return the unit to existing staffing levels affected by absences.
- 6.4 When hiring new positions, consider skill sets required for new MLEU Strategy.
- 6.5 To address immediate and seasonal workload, consider additional staff for ‘blitzes” in the spring/summer period. Goal of 1.5 inspections per complaint. Move to utilization of MLEO1s to address ‘follow ups’ during patrolling in team areas.
- 6.6 Transition one supervisor to undertake triage and work planning.
- 6.7 With teams in place, develop a new shift schedule that supports Bylaw Strategy.
- 6.8 Develop a Change Management Strategy to facilitate recommendations and engage staff through transition.
- 6.9 Develop formal departmental and personalized training plans to support teams and specialization – to include technology/technical skills based on training assessment and gaps.
- 6.10 Re-communicate current status of Risk Assessment implementation and plans to staff.
- 6.11 Identify a minimum of four officers to be resources on the “infill teams” to ensure back-up, coverage and receive appropriate training. (see Infill SDR)
- 6.12 Identify staff to work with the AMPS team for transition.

### **NEXT STEPS:**

Markham was required to provide a copy of the study to the Province by February 1, 2023 to meet funding requirements under the Audit and Accountability Fund Intake 3, and to post the third party consultant’s report on the City website.

Following the submission of the report to the Province, the third party consultant will make a presentation on the review and the findings and recommendations to General Committee, in February/March 2023.

Staff will complete a detailed review of the findings and recommendations and will report back to General Committee with the results of their analysis and a proposed plan for implementation.



**BYLAW ENFORCEMENT  
SERVICE DELIVERY REVIEW  
FINAL REPORT  
JANUARY 31, 2023**

Presented by: Tammy Carruthers

John Skorobohacz, Consultant

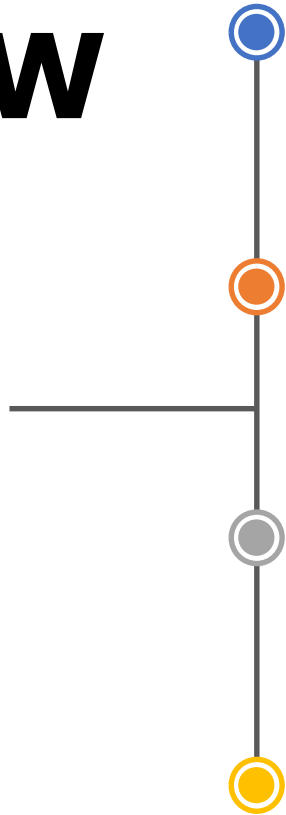
Angela Gravelle, Consultant

Sarah Hobbs, Project Support



**WSCS**  
**Consulting**  
Think Beyond

# OVERVIEW



Project Scope & Objectives



Service Profiles



Summary of Consultations/Findings



Recommendations and Implementation Plan

# Bylaw Enforcement Service Delivery Review Objectives and Deliverables

## Service Delivery Review Objectives

- Assess opportunities for improved service delivery model for bylaw enforcement
- Review all policies, processes and procedures for relevancy in the current state
- Forecast workload for next 10 years and impacts.
- Assess workload with the view to 'reverse' the balance from reactive to proactive.
- Assess customer service and abilities to meet demand including hours of service.
- Assess resource and technology utilization.
- Benchmark against other municipalities.
- Assess and map current processes with view to assess best practices and implications for expansion utilizing LEAN Six Sigma methodologies.

## Deliverables

1. With the expansion of Administrative Monetary Penalties (AMPs), identify opportunities for alternative enforcement tools.
2. Develop fully integrated bylaw service delivery model and strategy with cost/benefit analysis, technological solutions and policies.
3. Provide recommended future state business process maps that are LEAN/best approach with the associated staffing requirements and Responsibility (RACI) matrix.
4. Provide recommendations and implementation roadmap with short-, medium- and long-term plan that encompasses resource, policy, processes and training requirements.



**Recommendations**

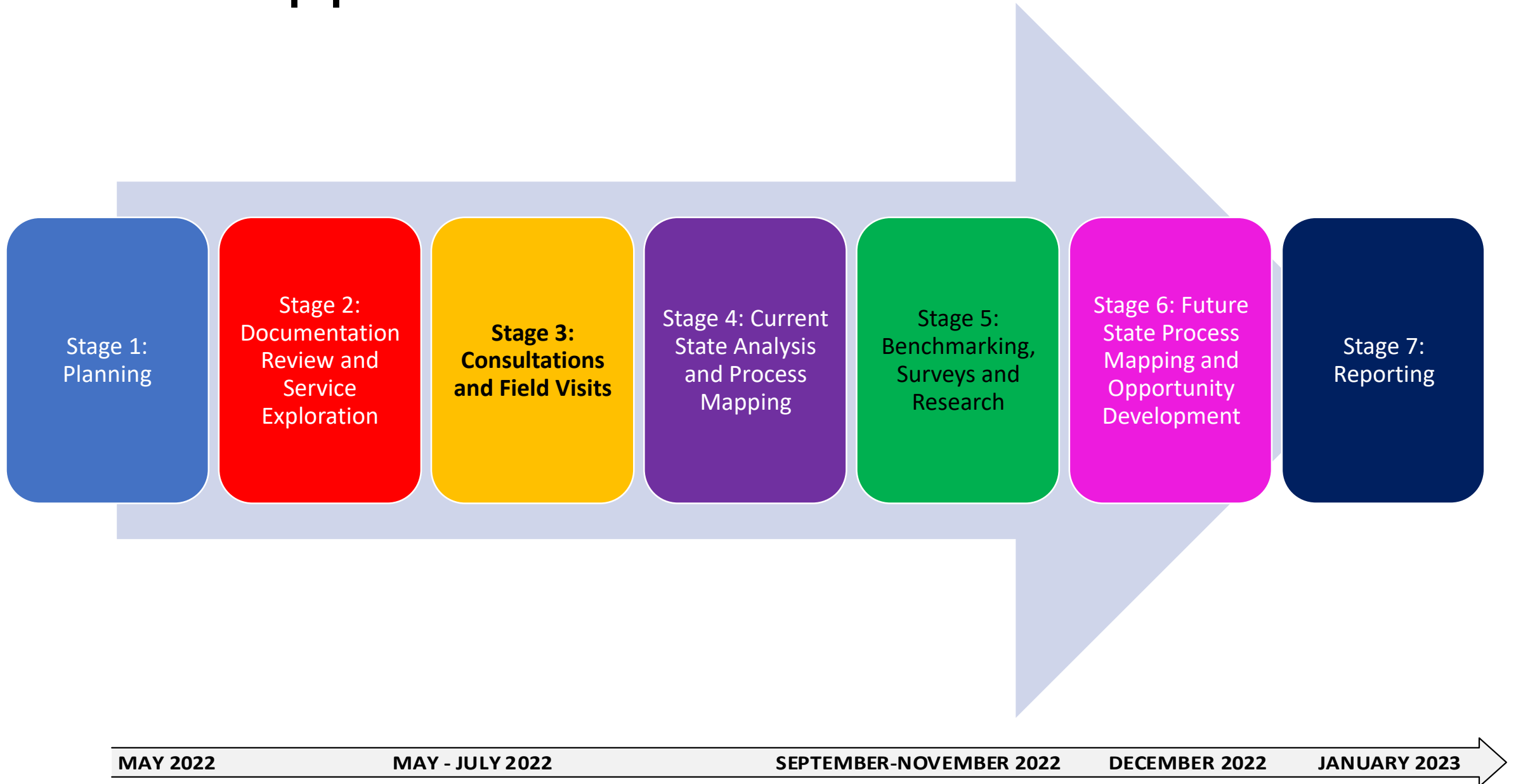


<p><b>Improved Services and Outcomes - Customer focused services &amp; delivery</b>          Outcome: Improved Customer Satisfaction, Reduced Costs</p>	<p><b>Improve Service Delivery Mechanisms through Greater operational integration</b>          Outcome: “Better decision Making and management”</p>	<p><b>Reduced Cost - Greater Economy, Alternative Service Delivery Models</b>          Outcome: “Reduced Costs and Improved Services”</p>
<p><b>Improved Processes, Efficiency and Productivity</b>          Outcome: Reduced Waste and Improved controls = Good Management</p>	<p><b>Meet New or Increased Demand from Customers</b>          Outcome: Economic Development, Immigration, Growth</p>	<p><b>Increased Revenues</b>          Outcome: Fiscal Sustainability, Flexibility and reduced vulnerability</p>

Service Delivery Reviews – Keys to Success



# Our Approach



# Our Approach

We use LEAN Six Sigma



GOAL: To provide customers with the highest quality service at the lowest possible total cost.

## LEAN Six Sigma Uses DMAIC



**DEFINE**  
Define the Problem



**MEASURE**  
Map the Current Process



**ANALYZE**  
Identify the Root Cause

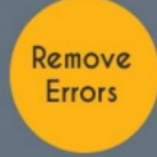
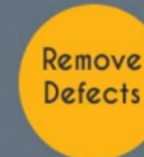


**IMPROVE**  
Implement the solution



**CONTROL**  
Sustain the Improvement

## RESULTS



Increased Capacity  
&  
Employee Satisfaction



Reduced  
Cost



Improved Services  
&  
Customer Satisfaction

## THE PROBLEM

Bylaw and Regulatory Services is experiencing workload issues due to growth and intensification. Every day, the Bylaw Enforcement Officers react to new issues and the number of complaints continue to grow, 71% increase in 2022 over 2021, much higher than the City's population growth. Additional workload, without additional resources and reactive approaches has meant that response times are increasing (averaging 49 days to close a complaint).

In the public surveys, 40% responded to the survey indicated that the bylaw enforcement service was below expectations and are ineffective in enforcing bylaws and 50% indicated that response time was over 72 hours. Most violations are not resolved with one Bylaw investigation. Compliance requires multiple inspections which is both costly and frustrating for the public and staff alike.

A new service delivery model is needed with appropriate resources and tools to improve compliance and overall enjoyment by all communities.

**Need to park overnight on City streets?**  
Apply for an overnight parking exemption.



arkham.ca

**Grass & weeds must be under six inches** (Bylaw #2017-27)





Grass clippings are not accepted for curbside collection. Leaving them on the lawn creates a natural fertilizer & keeps the weeds away!

MARKHAM

## THE SOLUTION

There are many root causes that are contributing to the issues. In order to address these root causes, several recommendations have been made to improve response time, compliance and reduce workload:

- |  |   |
|--|---|
|  <ul style="list-style-type: none"> <li>• Community Engagement Strategy</li> <li>• Complaint Portal</li> <li>• Website Renewal</li> </ul>   |  <ul style="list-style-type: none"> <li>• Updated Multi Year Business Plan</li> <li>• Performance Indicators</li> <li>• Budget Review</li> </ul>   |
|  <ul style="list-style-type: none"> <li>• New Municipal Law Enforcement Strategy</li> <li>• Administrative Monetary Penalties</li> <li>• Bylaw Renewal</li> <li>• Parking Strategy</li> </ul> |  <ul style="list-style-type: none"> <li>• GTECHNA</li> <li>• AMANDA Training</li> <li>• ITS Technology Roadmap</li> <li>• Fleet Review</li> </ul>  |
|  <ul style="list-style-type: none"> <li>• Process/System Improvements</li> <li>• Time Tracking - One Time One Place</li> <li>• Bylaw Complaint Triage</li> </ul>                            |  <ul style="list-style-type: none"> <li>• New MLEU Unit</li> <li>• AMPS Unit</li> <li>• Resources</li> <li>• Teams</li> <li>• Infill Specialty</li> <li>• Communication</li> <li>• Training Plans</li> </ul> |

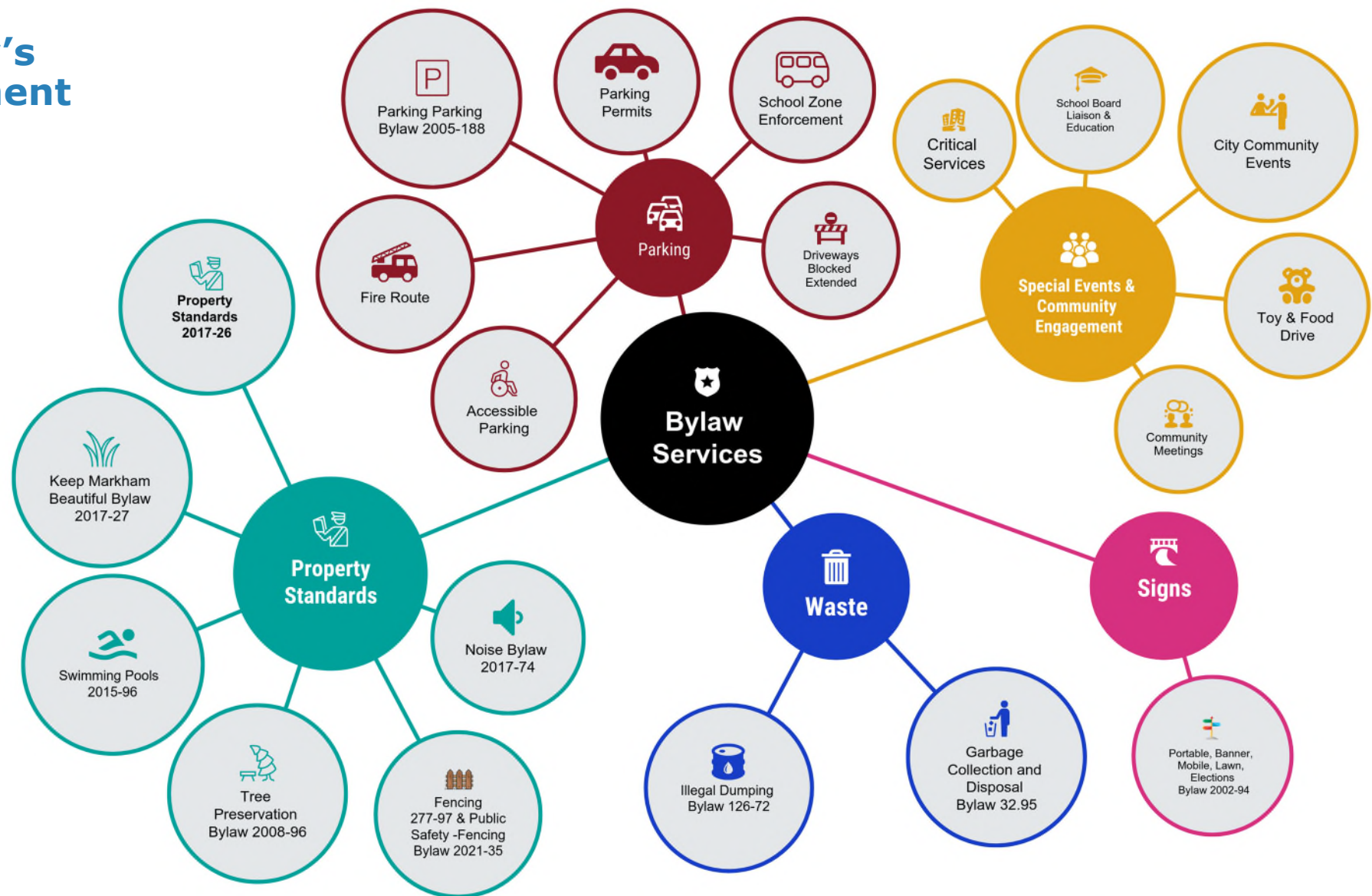


# SERVICE PROFILE

# About the City's Bylaw Services



# About the City's Bylaw Enforcement Services



## Key Bylaws Enforced Bylaw Enforcement Services

Note: Licensing Enforcement Activities have been done in the past and included in the bylaw statistics contained in this report.

## About Markham's Bylaw Organization

Bylaw Enforcement Team role is to:

- Ensure regulatory compliance
- Investigate and respond to complaints regarding violations and non-compliance with numerous city bylaws.
- Ensure parking bylaws are adhered to for safety and access.

Public health and safety are of utmost importance at the City of Markham. The Bylaw Enforcement Officers not only investigate complaints, but actively communicate and educate residents, businesses and visitors for the purpose of gaining compliance, building awareness with City bylaws and regulations.

Property officers work the following shifts:

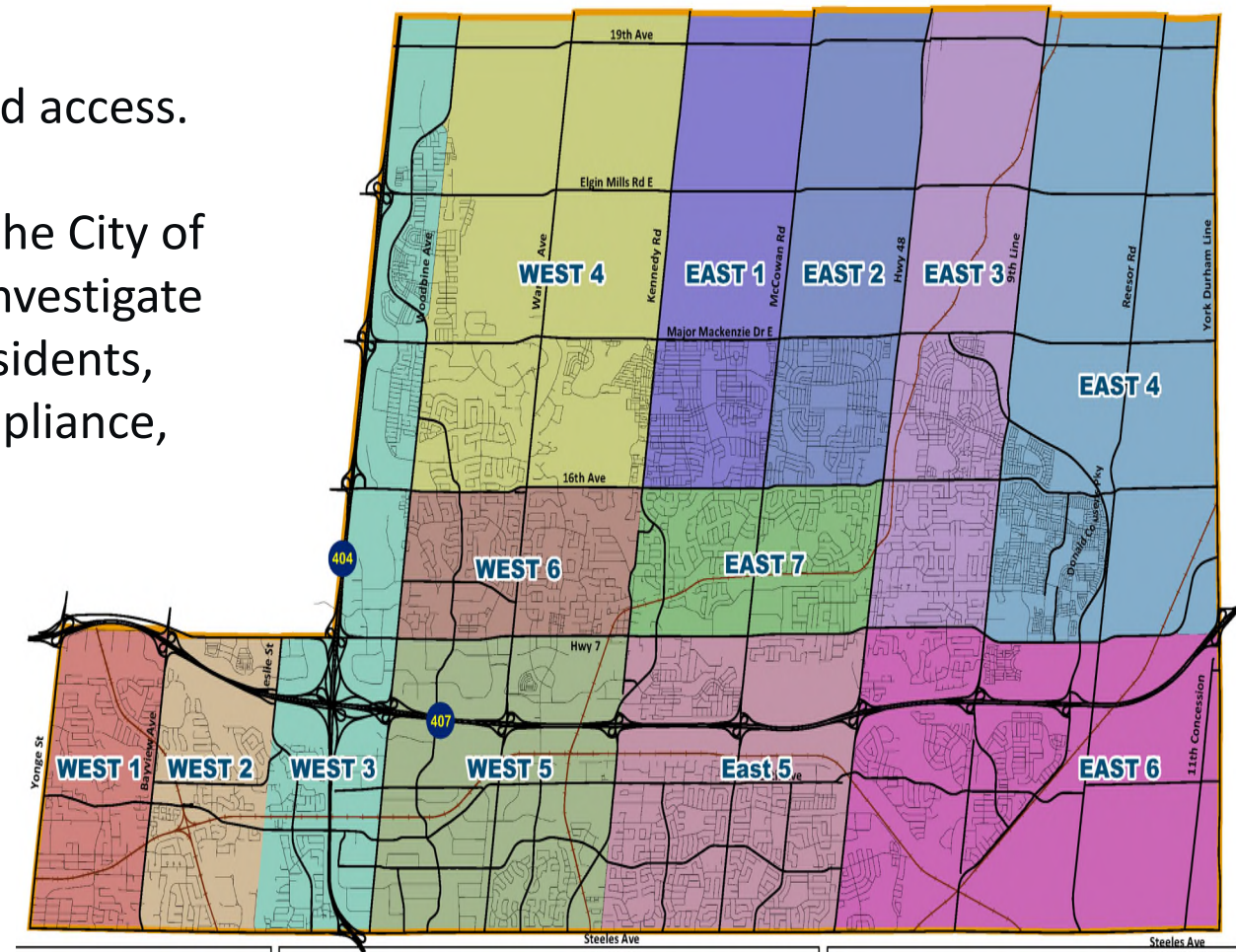
Summer schedule: 8:00AM-4:00PM and 1:00PM to 9:00PM

Winter schedule: 8:00AM-4:00PM and 10:00AM to 6:00PM.

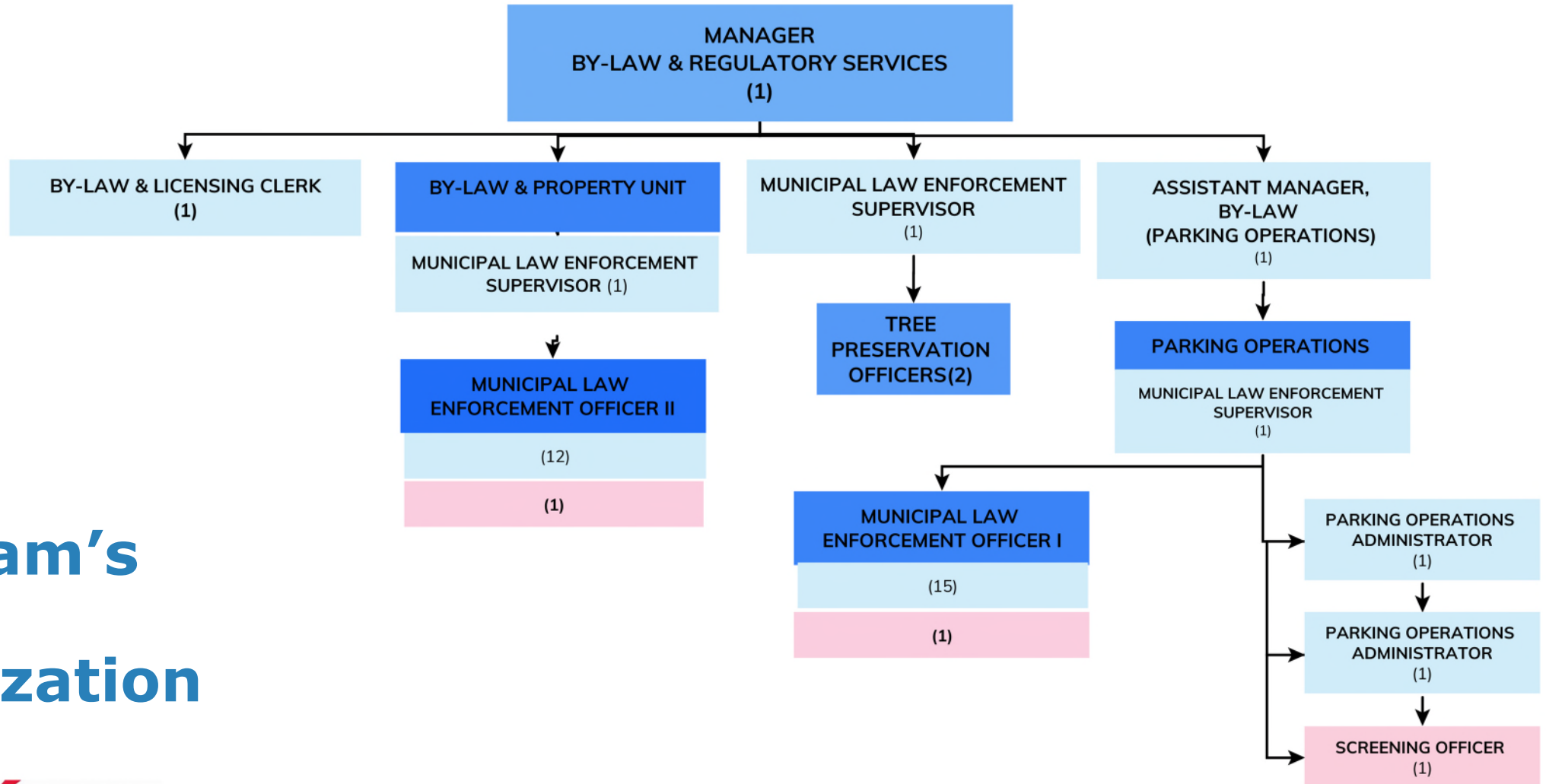
Parking officers work the following shifts:

Day shifts: 7:30AM to 6:30PM and 8:30AM to 7:30PM

Night shifts: 7:30PM to 6:30 AM



# BY-LAW AND REGULATORY SERVICES - CURRENT STATE ORGANIZATION CHART

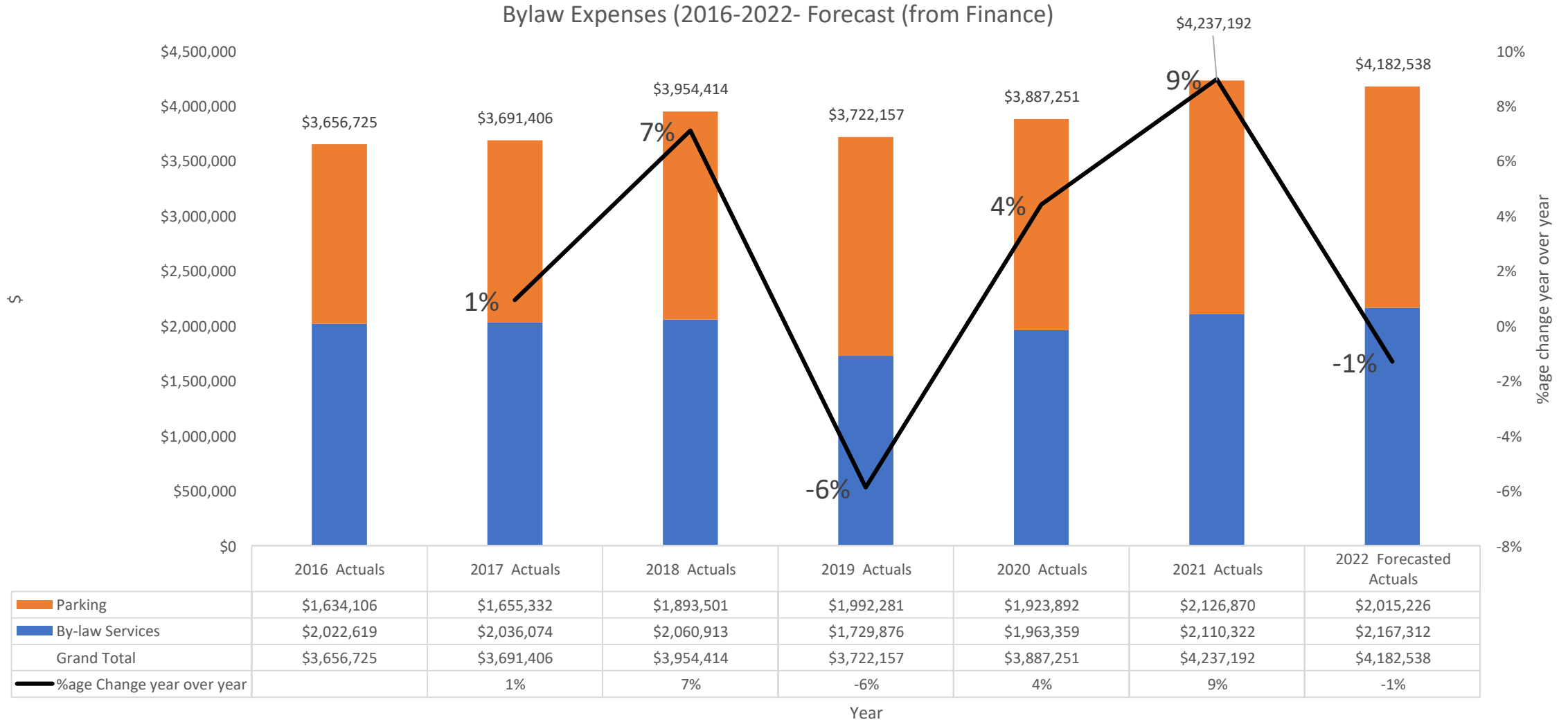


## About Markham's Bylaw Organization





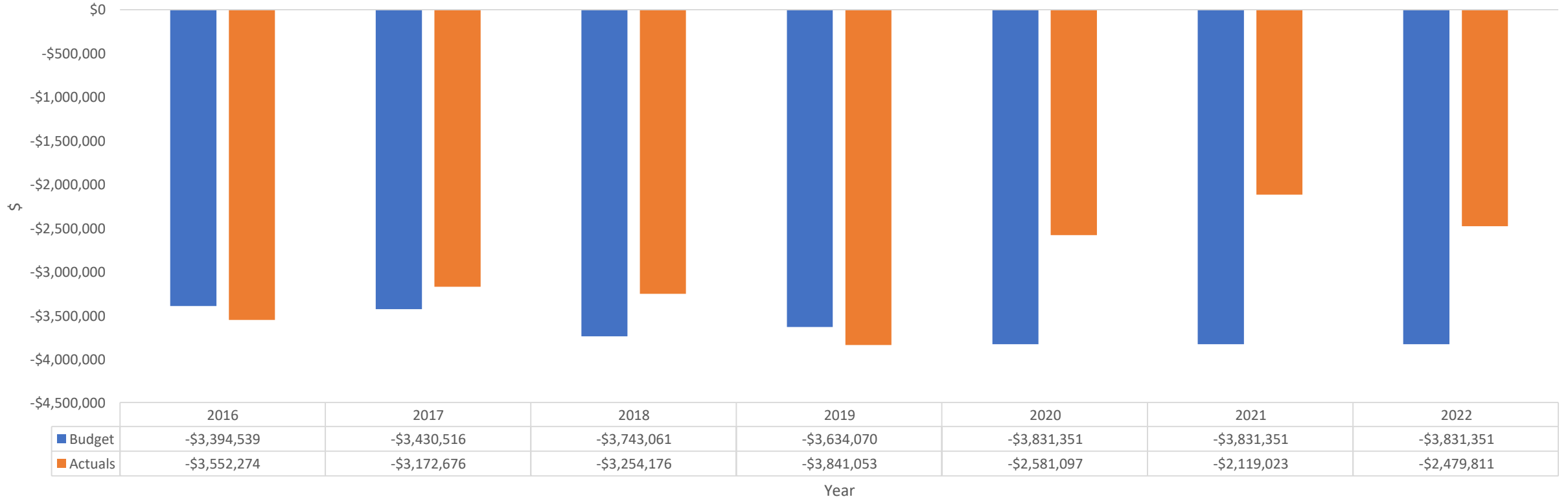
# Bylaw Expenses (2016-2022 Forecast)



Forecast based upon 2022 YTD October

# Bylaw Revenues (Budget vs. Actual-2016-2022 Forecast)

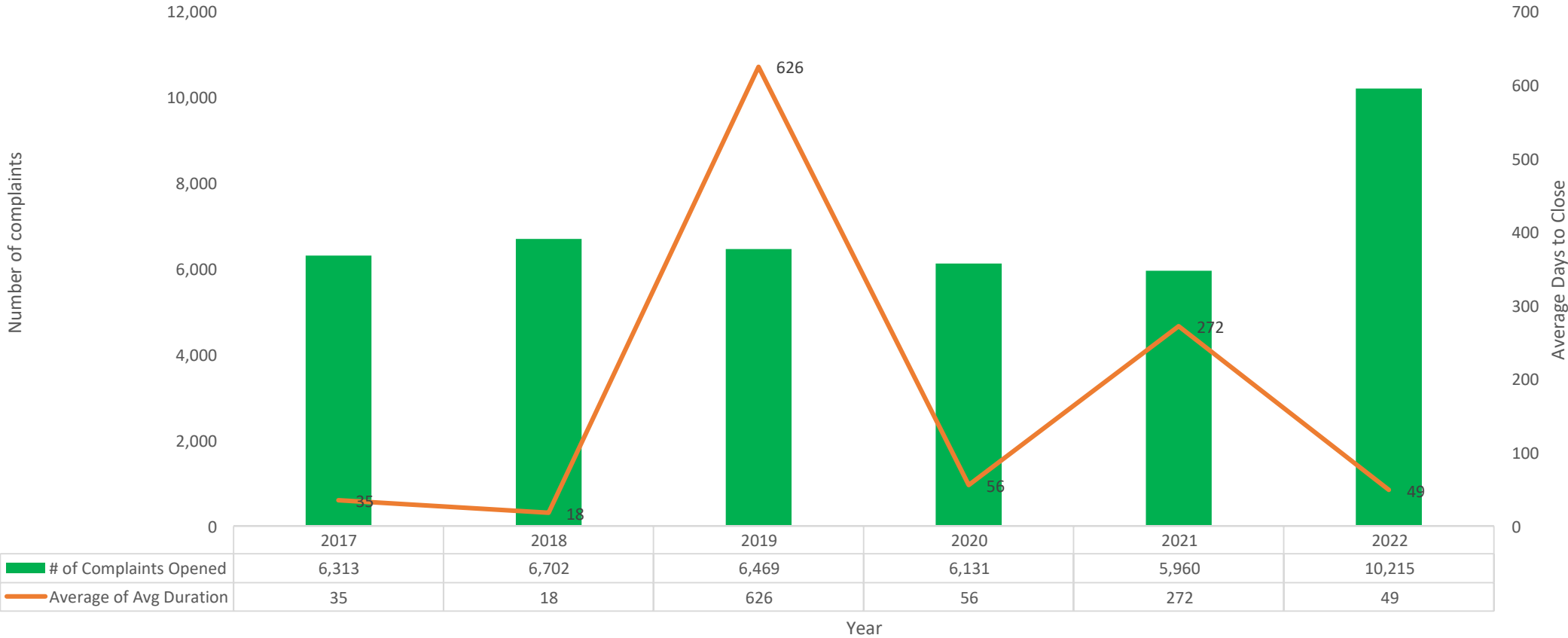
Revenues (Budget vs Actuals)  
2016-2022 Forecast (from Finance)



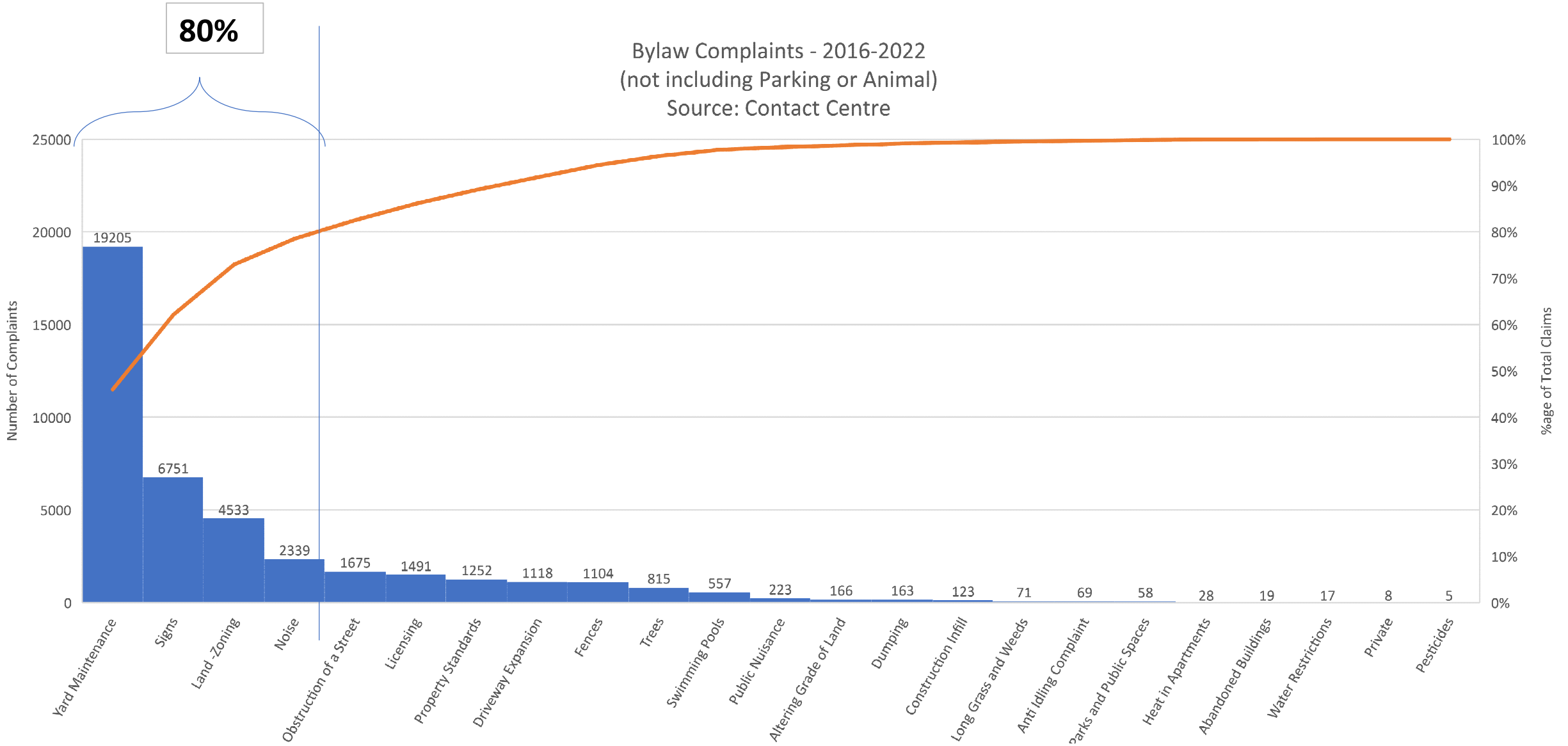
Forecast based upon 2022 YTD October

# Bylaw Activities – Complaints vs Average Time to Resolve (2017-2022)

# of Bylaw Complaints  
 (2017-2022 - Not including Parking or Animal)  
 Source: Contact Centre

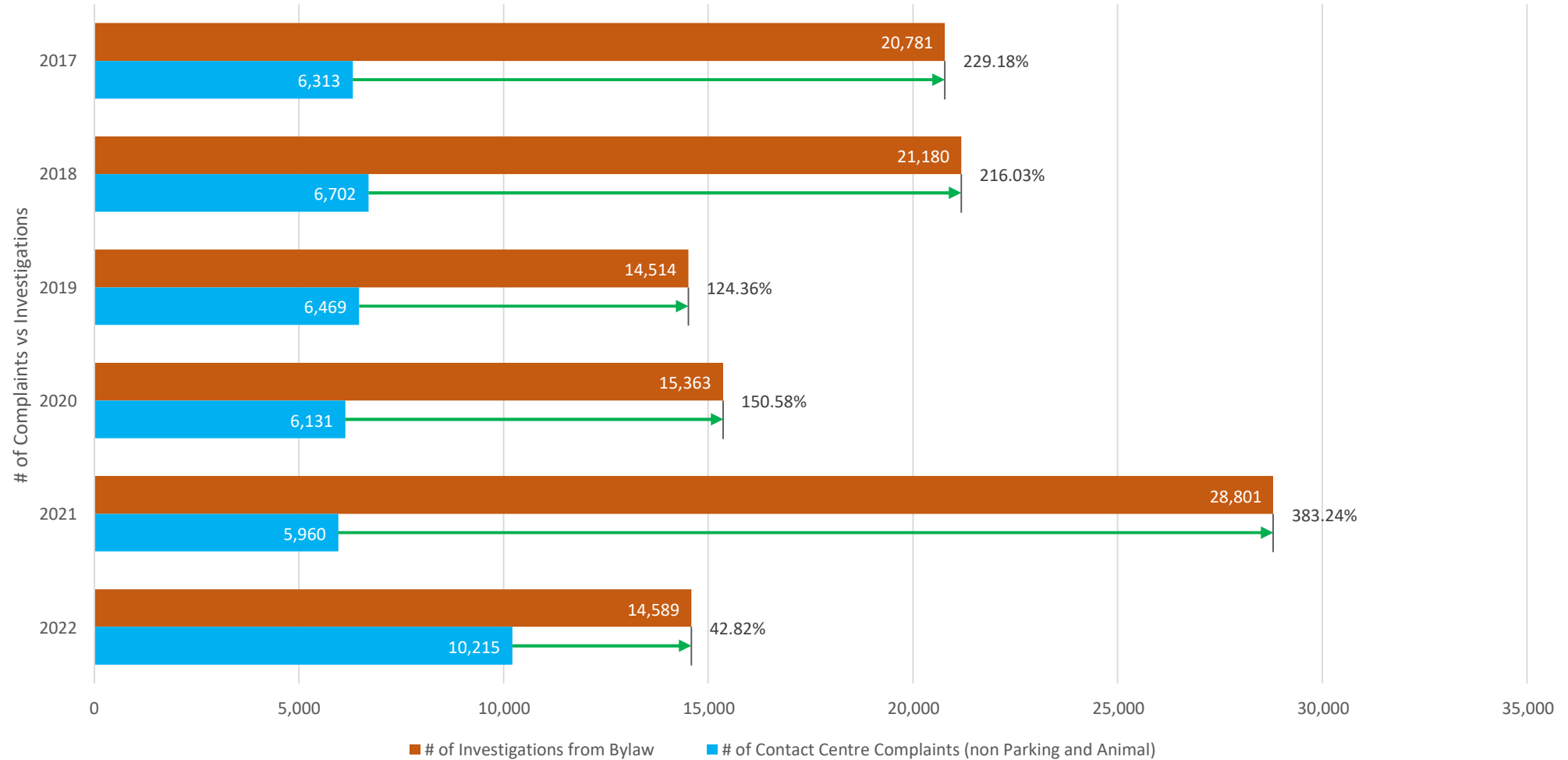


# Bylaw Activities – Complaints vs Average Time to Resolve (2017-2022)



# Bylaw Activities – Complaints vs Investigations

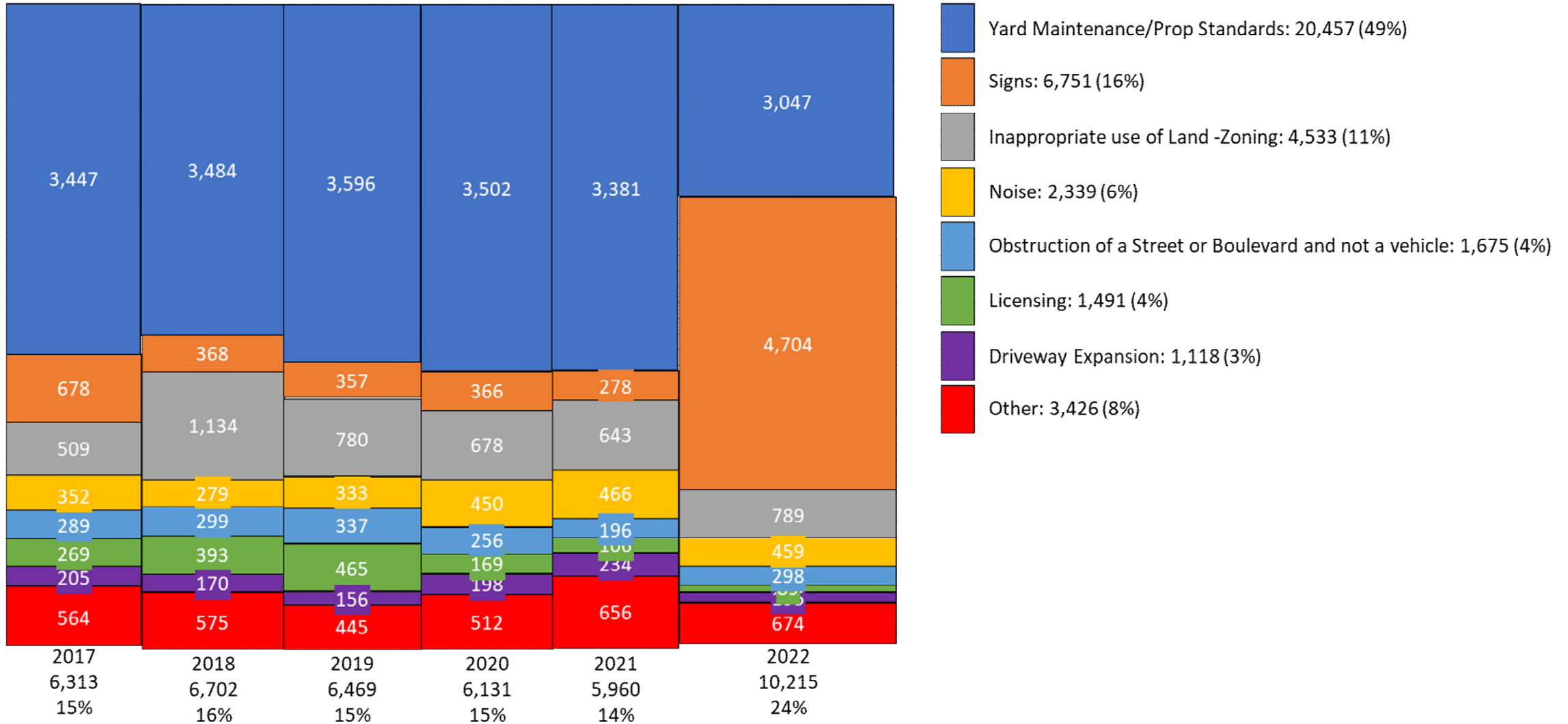
Bylaw Activities – Not including Parking or Animal (Complaints vs Inspections)  
2017-2022 (Source: Contact Centre and Bylaw Services)



# Bylaw Complaints by Type

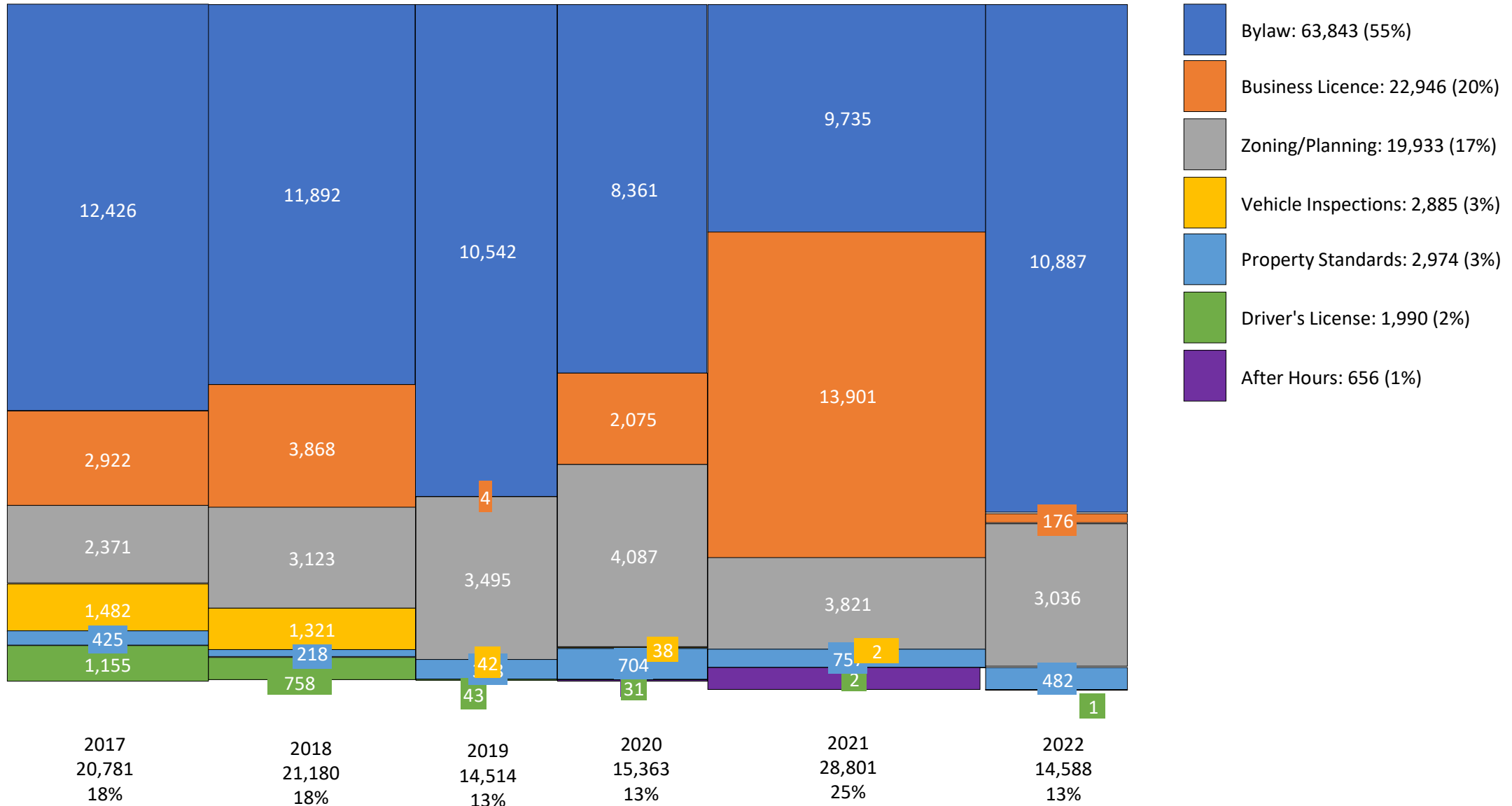
## Not including Animal, Parking or Provincial (2017-2022- Contact Centre)

Total = 41,790



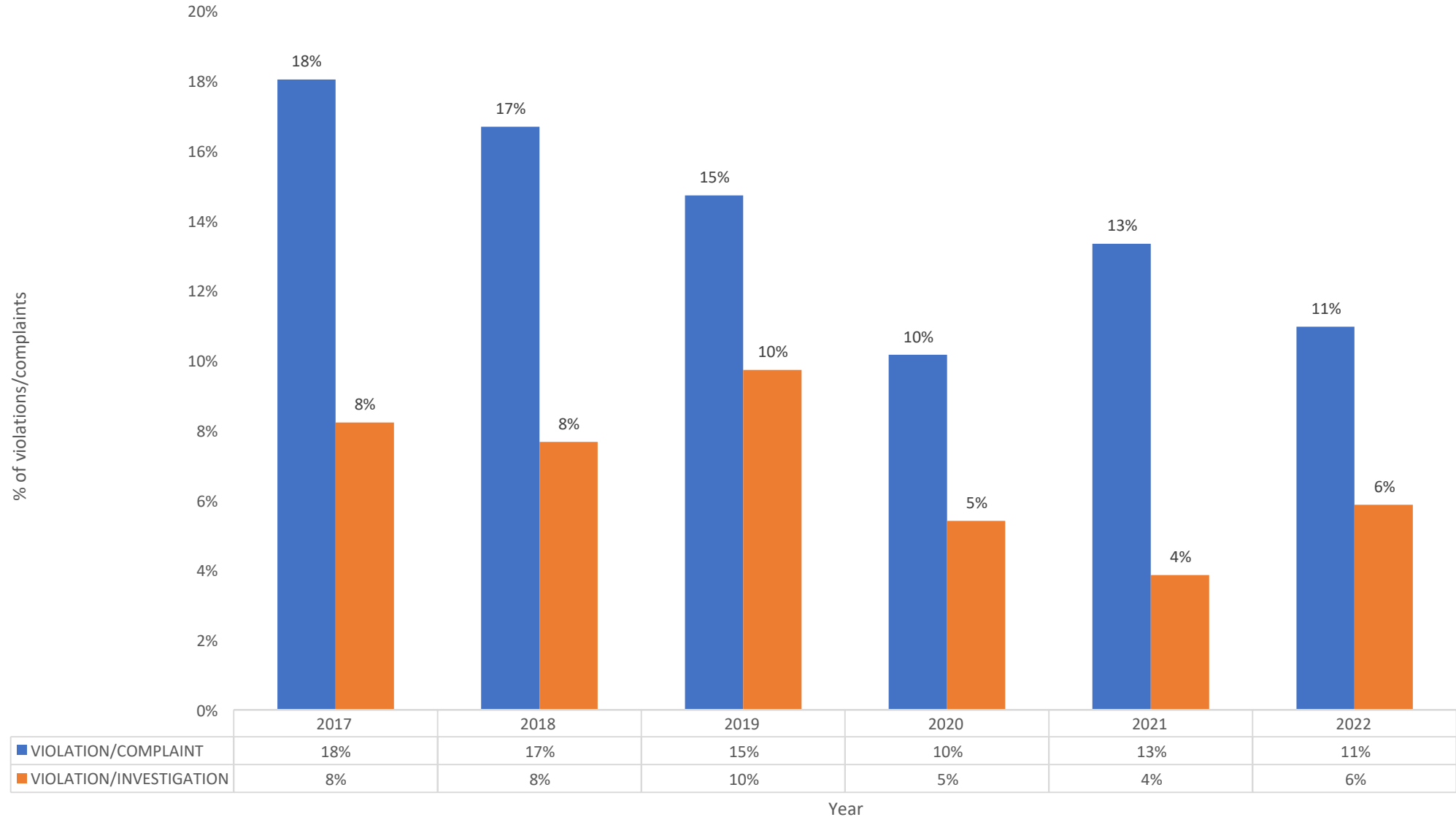
# Bylaw Inspections by Type (2017-2022 – Source: Bylaw Services)

Total = 115,227



# Bylaw Violation Rate (2017-2022 – Source: Bylaw Services)

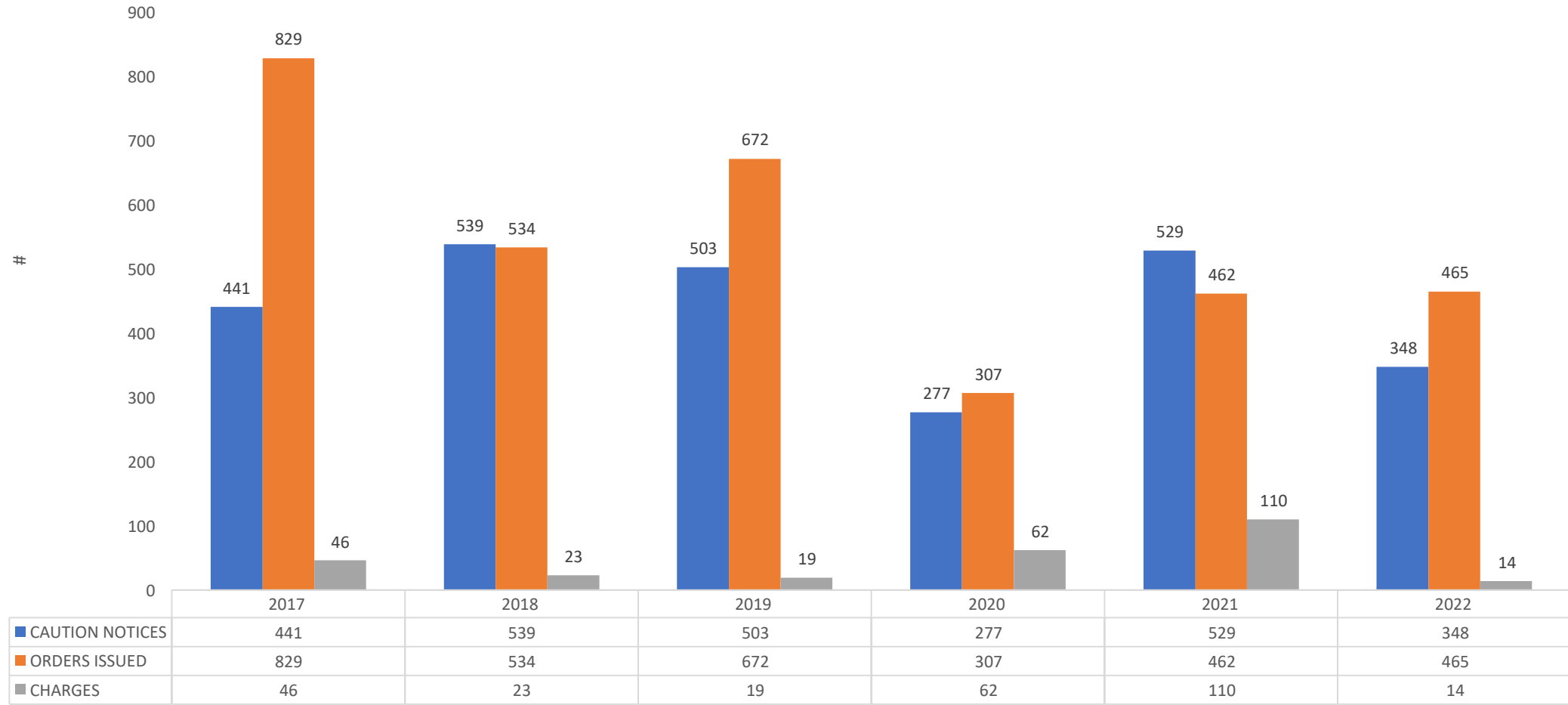
Bylaw Violation Rate (Violations/Complaints AND Violations/Inspections)  
2017-2022 (Source: Bylaw and Regulatory Services)





# Bylaw Notices/Orders Issued and Charges Laid (2017-2022 – Source: Bylaw Services)

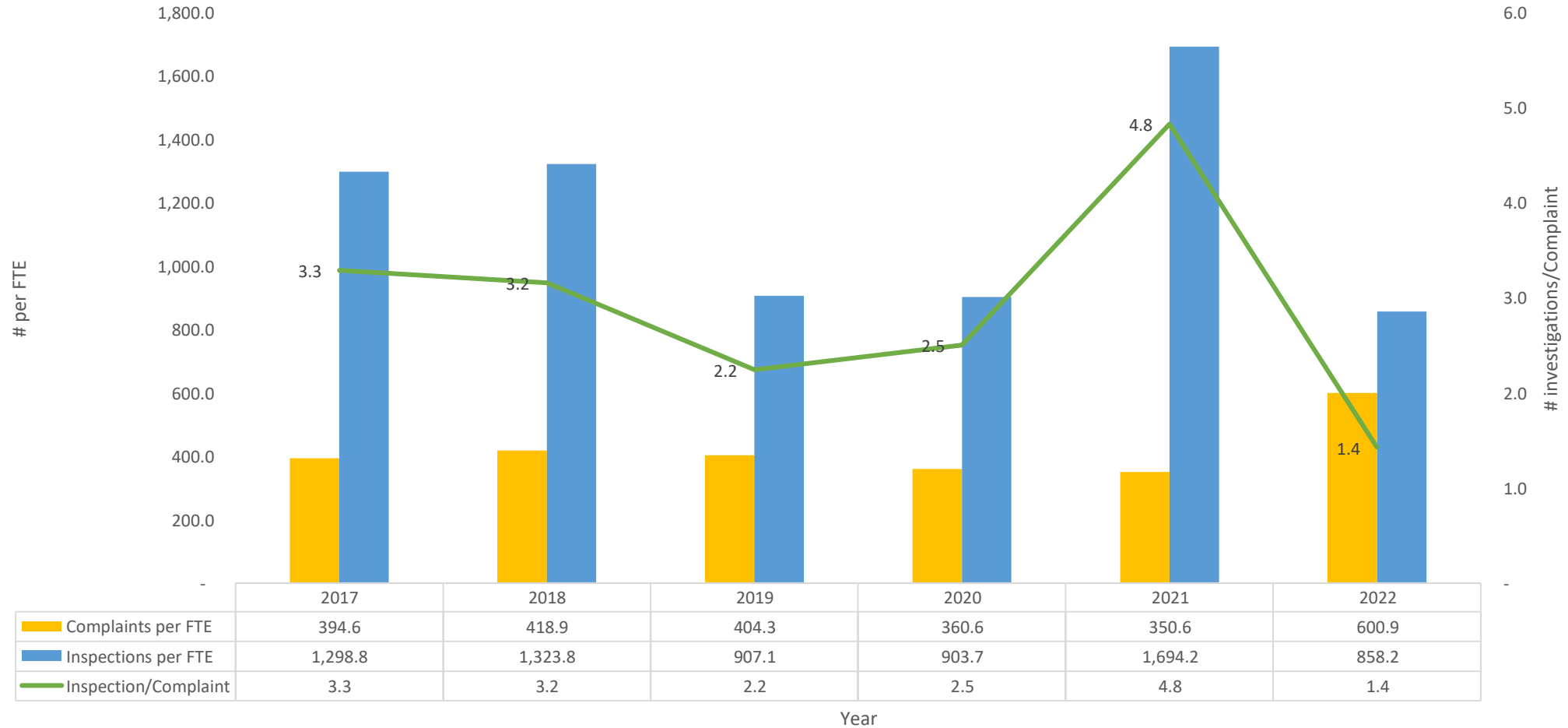
Bylaw Notices/Orders Issued and Charges Laid  
2017-2022 (Source: Bylaw and Regulatory Services)



Year

# Bylaw Activities per FTE (2017-2022)

Complaints and Inspections per FTE  
 Inspections per Complaint  
 Source: Contact Centre, Bylaw and Finance



## Bylaw – Cost per Complaint and Investigation vs Taxes per Household (2017-2022)

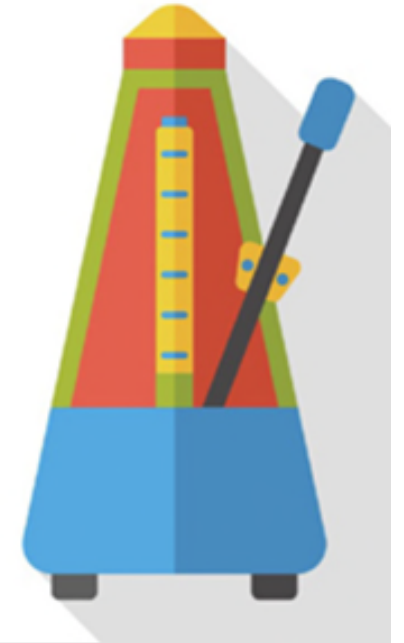
Year	# of Investigations from Bylaw Adjusted for COVID	# of Contact Centre Complaints (non Parking and Animal - Adjusted for COVID)	Difference between Contact Centre and Bylaw	# of Investigations/ Complaint	Expenses	Cost per Investigation	Cost per Complaint	Municipal Taxes Per Household	Equivalent Complaints per tax bill
2017	20,781	6,313	14,468	3.29	\$2,018,928	\$97.15	\$319.80	\$1,349	4.91
2018	21,180	6,702	14,478	3.16	\$2,036,986	\$96.17	\$303.94	\$1,403	5.07
2019	14,514	6,469	8,045	2.24	\$2,089,003	\$143.93	\$322.93	\$1,453	5.11
2020	13,620	6,131	7,489	2.22	\$2,013,688	\$147.85	\$328.44	\$1,493	4.85
2021	21,547	5,960	15,587	3.62	\$2,155,780	\$100.05	\$361.71	\$1,506	4.35
2022	14,528	10,215	4,313	1.42	\$2,167,312	\$149.18	\$212.17	\$1,506	7.55
<b>Total (2017-2022)</b>	<b>106,170</b>	<b>41,790</b>	<b>64,380</b>	<b>2.90</b>	<b>14,454,424</b>	<b>\$136.14</b>	<b>\$345.88</b>	<b>\$1,505</b>	<b>4.61</b>
<b>LIABILITY OF OUTSTANDING INVESTIGATIONS</b>				<b>6,393</b>		<b>\$870,426.22</b>			

On average, officers undertake 2.2 to 2.9 investigations per complaint (differences exist between the Contact Centre information and AMANDA are evident). This indicates a challenge with gaining compliance. Benchmarked municipalities (MBN Canada) show an average of 1.6 investigations per complaint in 2021 (up from 1.25 in 2020). The cost per complaint is thus \$345 and \$136 per investigation. Given that the average Markham municipal taxes per household is approximately \$1,500 per year, that equates to 4.6 complaints per household.

The backlog identified is unresolved cases which, in some situations, are more complex matters.

# TAKT TIME

$$\frac{\text{Available Time}}{\text{Demand}} = \text{Takt}$$



Takt time is the rate at which the Bylaw Enforcement Officers need to complete investigations to meet customer demand (complaints) and not have a backlog.

## Bylaw Enforcement

Takt time Calculation = Available Production Time/Customer Demand

	In Field Time	Court Time	Office Time	Meetings/ Training	Daily hour total	Per/inspection
Hours	11,267	4	1,760	420	13,451	0.97
Cost	\$610,315	\$220	\$94,666	\$23,105	\$728,305	\$ 52.42

<b>Total Hours Available</b>	Total Hours Reported	Difference	# of Days	days per FTE
19,853	13,451	6,402	800	76

These results show that each investigation takes 0.97 hours at a staff cost of \$52 each.

Data showed that the total hours available to undertake investigations is 19,953 annually based upon the current shift schedule adjusted for vacations and public holidays of which 13,451 hours were reported by Bylaw Officers against investigations in 2022. This means that 76 days have not been reported per Officer. A reconciliation is required.

## Bylaw Enforcement

### Takt time Calculation = Available Production Time/Customer Demand

LOW FORECAST 3%	2022
Total Hours Available	19,853
Complaints (Low Forecast)	10,215
Current Backlog (Reactive Only)	6,393
Average Number Of Inspections Per Complaint	2.90
Average Time Per Inspection (Hours)	1.00
Number Of Inspections For Volume Of Complaints	48,163
Total Number Of Hours Required For Inspections Annual	29,624
Total Number Of Hours Required For Backlog	18,540
Total Number Of Hours Required	48,163
Total Hours Short	28,310
Number of FTES Required for Shortfall	13.61
Takt Time (Total Hours Available/Number Of Inspections Required)	0.41
Fleet Cost Per Inspection (not adjusted for inflation)	7.08
Fleet Cost total	\$340,995

Total Available Time/Demand = 0.41 (24 minutes)

Current average Time to complete and investigation = 1 hour.

Based upon the volume of complaints, the current backlog, the City would need 48,163 hours to respond. It only has 19,853 hours available so there is a significant shortfall in FTEs to meet demand.

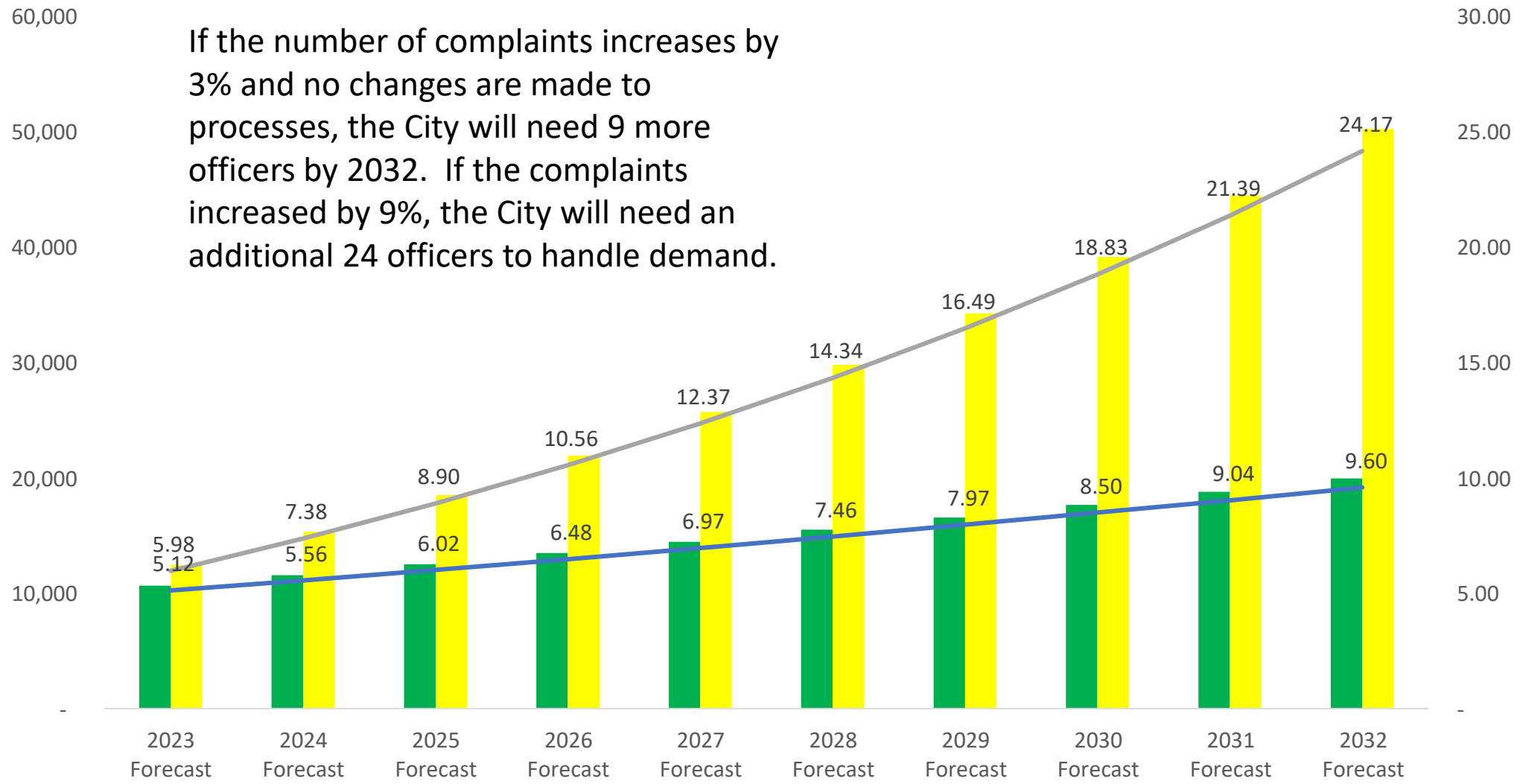
**This means that, in order to meet customer demand, Officers must complete an investigation every 24 minutes!**

# Markham's Projected Growth

							FORECASTED IN YORK REGION OFFICIAL PLAN			
DEMOGRAPHIC	1996	2001	2006	2011	2016	2021	FORECASTED 2021	2031	2041	2051
HOUSEHOLDS	49,275	60,660	77,195	90,534	100,078	110,865				
POPULATION	173,383	208,615	261,573	301,709	328,966	338,503	354,600	416,900	498,100	611,800
EMPLOYMENT	117,900	124,800	144,800	154,800	182,000	193,200	193,200	223,700	260,700	301,400
LAND AREA	212.58	212.58	212.58	212.58	212.58	212.58	212.58	212.58	212.58	212.58
POPULATION DENSITY	815.61	981.35	1,230.47	1,419.27	1,547.49	1,592.36	1,668.08	1,961.14	2,343.12	2,877.98
GROWTH RATE		20%	25%	15%	9%	3%	8%	18%	19%	23%
LOW ESTIMATE - POPULATION							4%	359,118	380,988	404,190

# Bylaw Enforcement


Takt time Calculation = Available Production Time/Customer Demand –  
Low Forecast 3% vs High Forecast (9%)





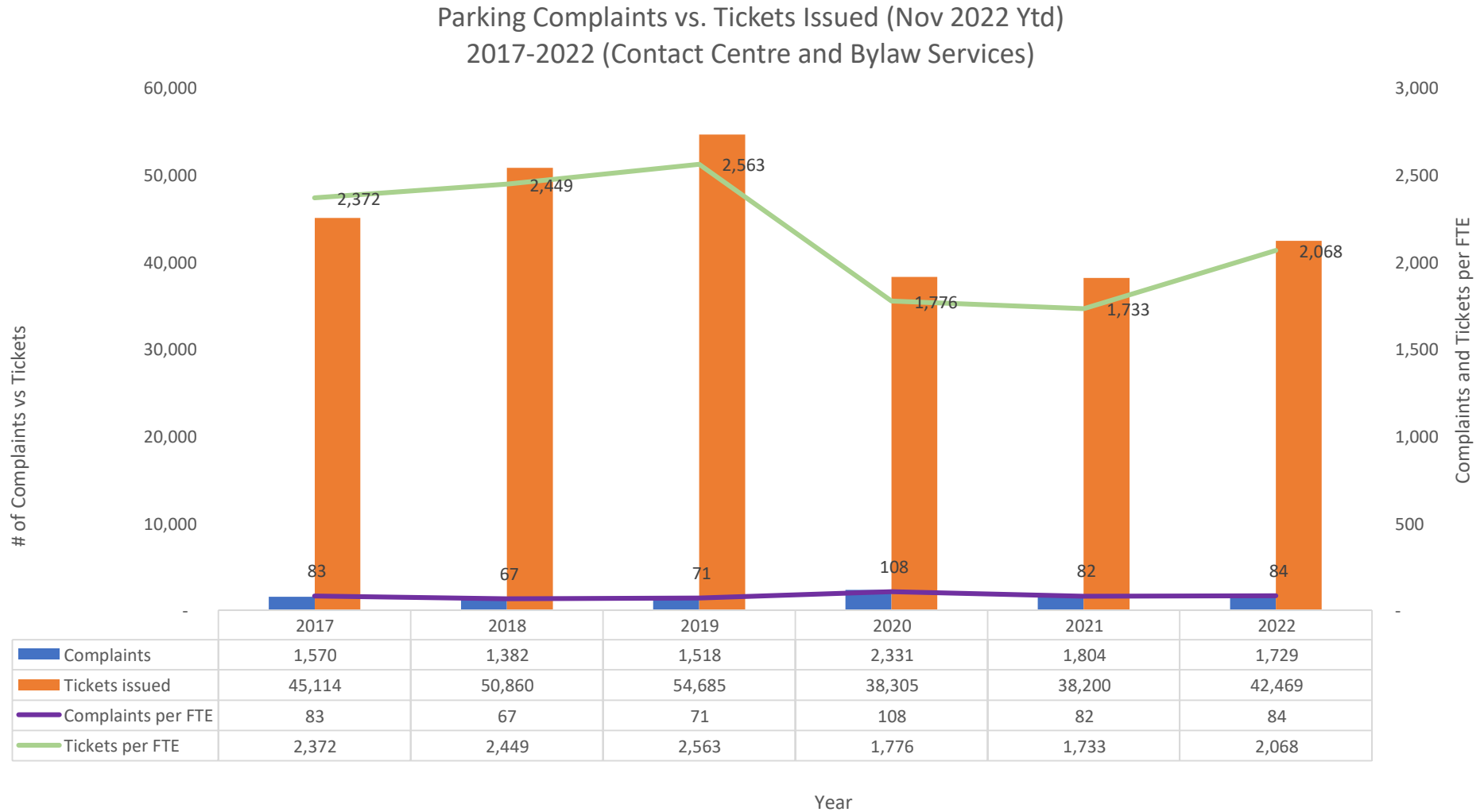
## Parking Enforcement – Net Cost per Ticket (2017-2022 Nov YTD)

Source: Bylaw and Regulatory Services – Parking Operations

Year	 # of Tickets	Revenues (Fines)	Expense	Cost per Ticket	Revenue per Ticket Issued	Net Cost (Income) per ticket
2017	45,114	\$2,293,069	\$1,655,332	\$36.69	\$50.83	-\$14.14
2018	50,860	\$2,885,839	\$1,893,501	\$37.23	\$56.74	-\$19.51
2019	54,685	\$3,307,512	\$1,992,281	\$36.43	\$60.48	-\$24.05
2020	38,305	\$2,231,437	\$1,923,892	\$50.23	\$58.25	-\$8.03
2021	38,200	\$1,739,638	\$2,126,870	\$55.68	\$45.54	\$10.14
2022 YTD	42,469	\$2,005,075	\$1,679,355	\$39.54	\$47.21	-\$7.67
<b>Grand Total</b>	<b>269,633</b>	<b>\$14,462,570</b>	<b>\$11,271,231</b>	<b>\$41.80</b>	<b>\$53.64</b>	<b>-\$11.84</b>

# Parking Enforcement – Complaints vs Tickets (2017-2022)

## Source: Bylaw and Regulatory Services – Parking Operations



## Parking Enforcement – Tickets by Type (2017-2022 Nov YTD)

Source: Bylaw and Regulatory Services – Parking Operations

VIOLATION CATEGORY	2017-2022YTD #	2017-2022YTD	
	of Tickets	\$FINES	%age of Total Fines
NIGHT	102,182	\$5,006,750	34.62%
FIRE	22,585	\$3,008,755	20.80%
PRIVATE PROPERTY	74,429	\$2,637,268	18.24%
PROHIBIT LOCATION	25,202	\$1,093,666	7.56%
HANDICAP	4,535	\$841,716	5.82%
OBSTRUCTION	13,589	\$678,195	4.69%
HIGHWAY	10,041	\$503,650	3.48%
OTHER VEHICLE	4,657	\$169,795	1.17%
PUBLIC PROPERTY	4,400	\$164,025	1.13%
PERMIT	3,868	\$146,095	1.01%
COMMERCIAL VEHICLE	1,754	\$105,290	0.73%
IMPROPER PARKING METHOD	1,898	\$61,510	0.43%
SNOW	353	\$37,075	0.26%
SCHOOL	118	\$7,755	0.05%
SALE	11	\$440	0.00%
METER	7	\$440	0.00%
BRIDGE	3	\$105	0.00%
INOPERATIVE	1	\$40	0.00%
<b>Grand Total</b>	<b>269,633</b>	<b>\$14,462,570</b>	<b>100.00%</b>



# FINDINGS

# Consultations

Activity	Description	Total	Number Completed	Comments
Interviews/ Field Visits/ Focus Groups	Bylaw Management/ Supervisors	5	5	Complete
	Bylaw Staff (includes Tree preservation and Admin)	36	36	6 Focus Groups, 7 days of Field Visits
	City Council	13	8	
	Others	18	18	Includes 4 Licensing Staff
Surveys	Bylaw Staff	30	26	Note: Tree Preservation Staff transferred to Bylaw after survey
	BIA/Community Associations/General Public	32 (targeted)	1,530	

# Current Strengths

Mix of Seasoned and New Resources

24/7 Parking Operations **Regional Collaboration** Mix of Seasoned and New Resources

Markham App Knowledgeable, Dedicated Staff **AMANDA/ACR Integration**

Contact Centre **Teamwork/Staff Engagement** AMANDA/ACR Integration

**Council Support** New Management **AMPS** **New Management**

**Diverse Community** Contact Centre **AMPS** GTECHNA Regional Collaboration

Council Support **Teamwork/Staff Engagement**

New Training Program GTECHNA

New Training Program

**Diverse Staff** Parking Revenue Streams Diverse Community

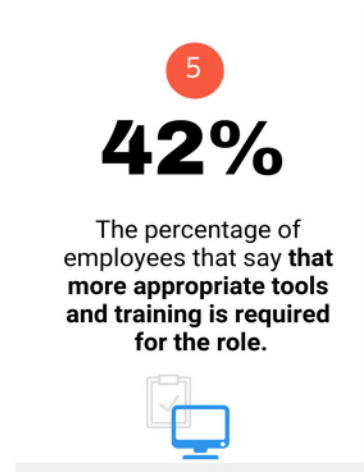
**Mobile work enablement** Knowledgeable, Dedicated Staff

# BYLAW STAFF SURVEY HIGHLIGHTS

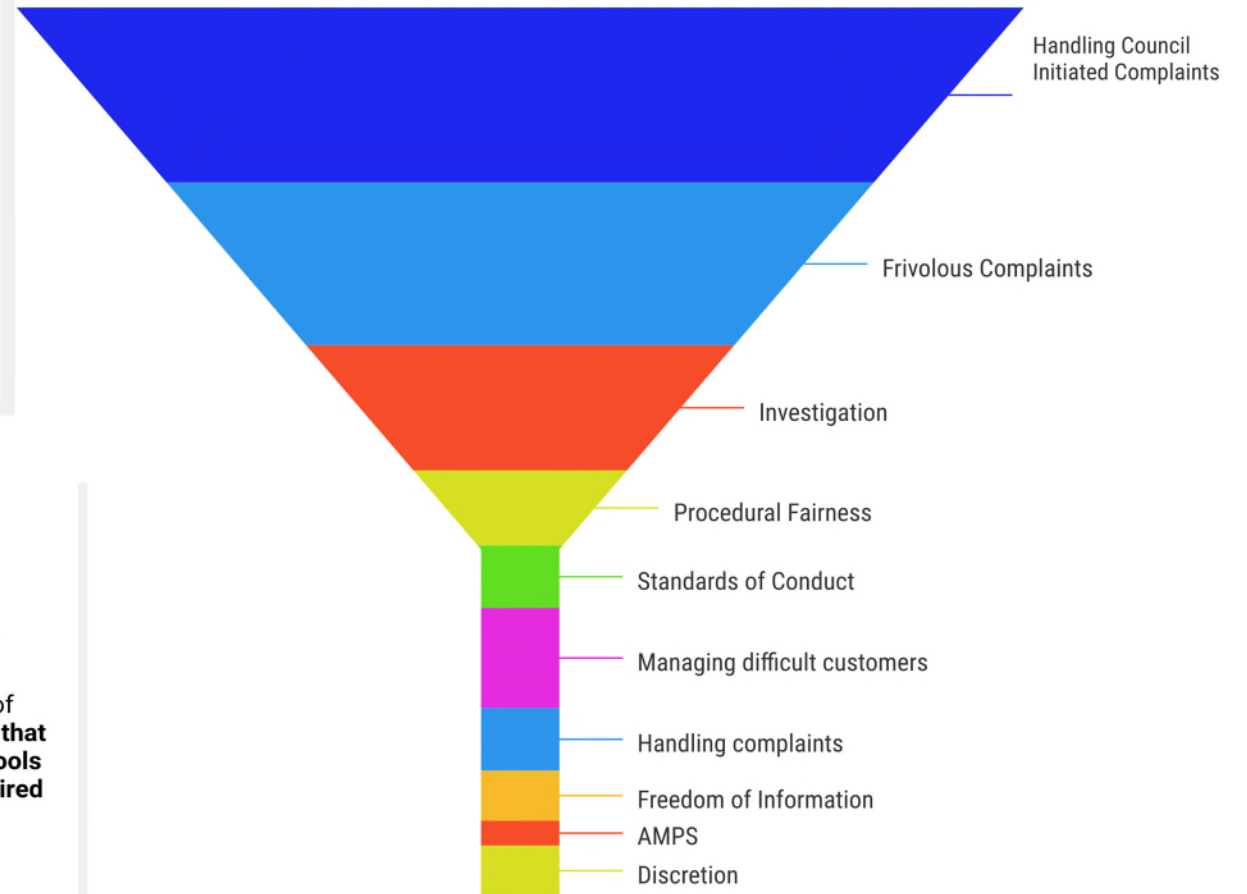
How Do Bylaw staff feel about working for the City?

How change ready is the Bylaw Services organization?

26 Responses =  
42% >10 years service  
27% <5 years in position

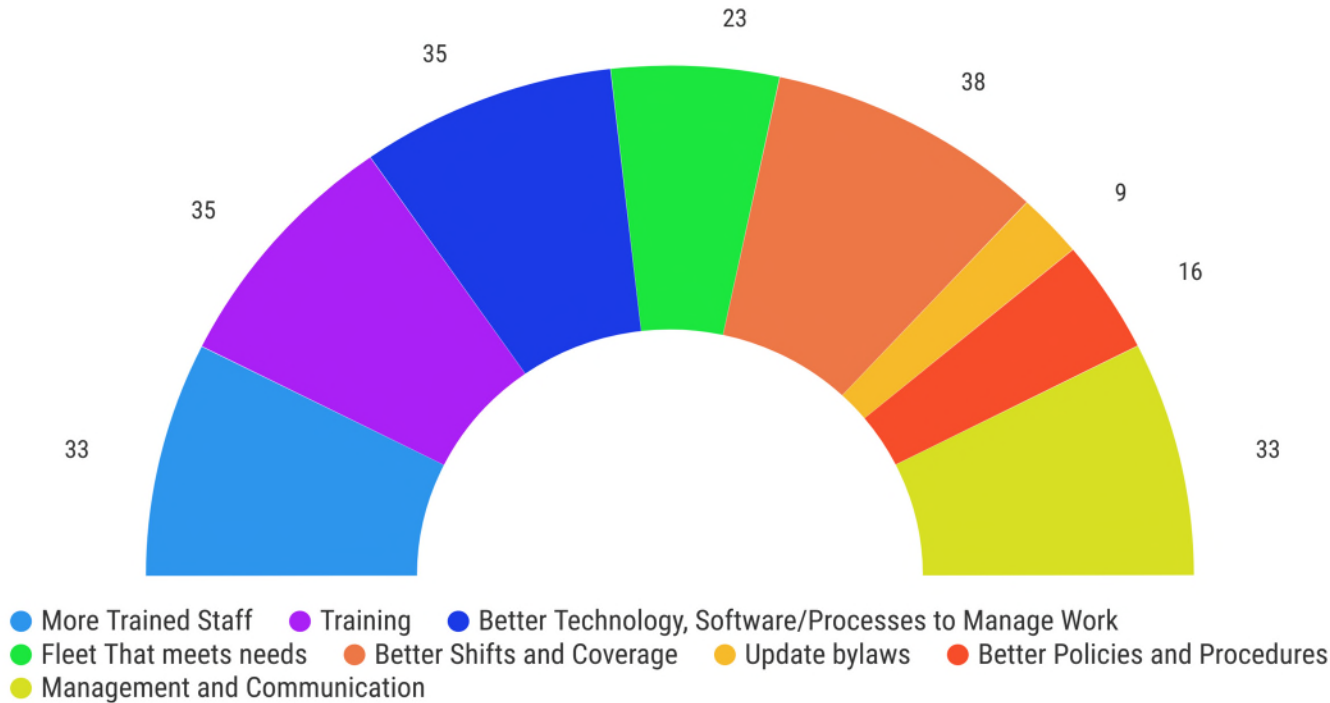


Top Areas for Policy/Soft Skills Training focus



# BYLAW STAFF SURVEY HIGHLIGHTS

## Top Improvement Opportunities Identified by Staff



## Top Training Requests

Note: The Staff Survey was primarily for Bylaw Officers but Administrative Staff were consulted through focus groups and interviews.



# BYLAW ENFORCEMENT PUBLIC SURVEY RESULTS

## GENERAL

### Contact with City



**78%**

said that they had contacted the City about a Bylaw Issue in the past four years



**50%**

Contacted by Phone



**18%**

Contacted their Councillor

### Response



**50%**

Received a response within 72 hours



**63%**

Received sufficient information about the process



**47%**

Were kept informed of the status of their bylaw complaint

### Staff Interaction



**84%**

Said Staff were courteous

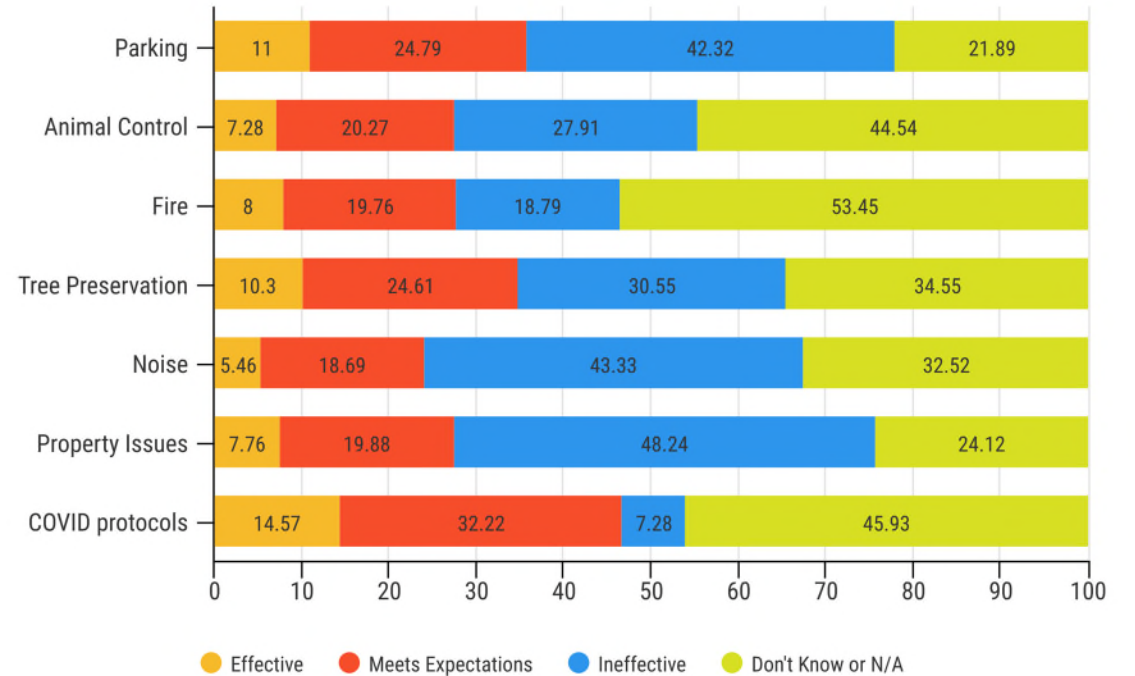


**30%**

Said Staff understood their issue

## EFFECTIVENESS OF BYLAW SERVICES

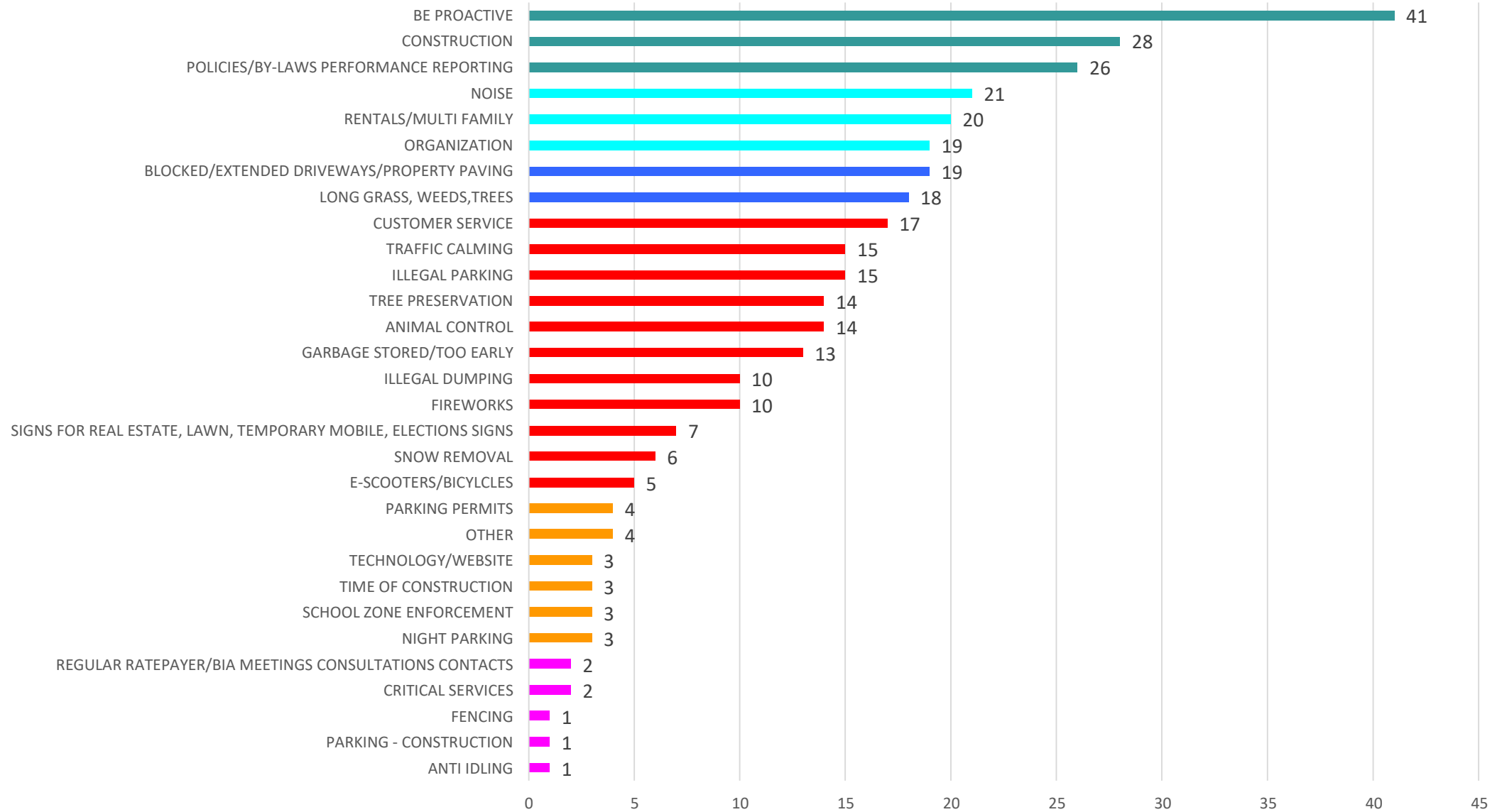
Opinions: Effectiveness of Bylaw Enforcement



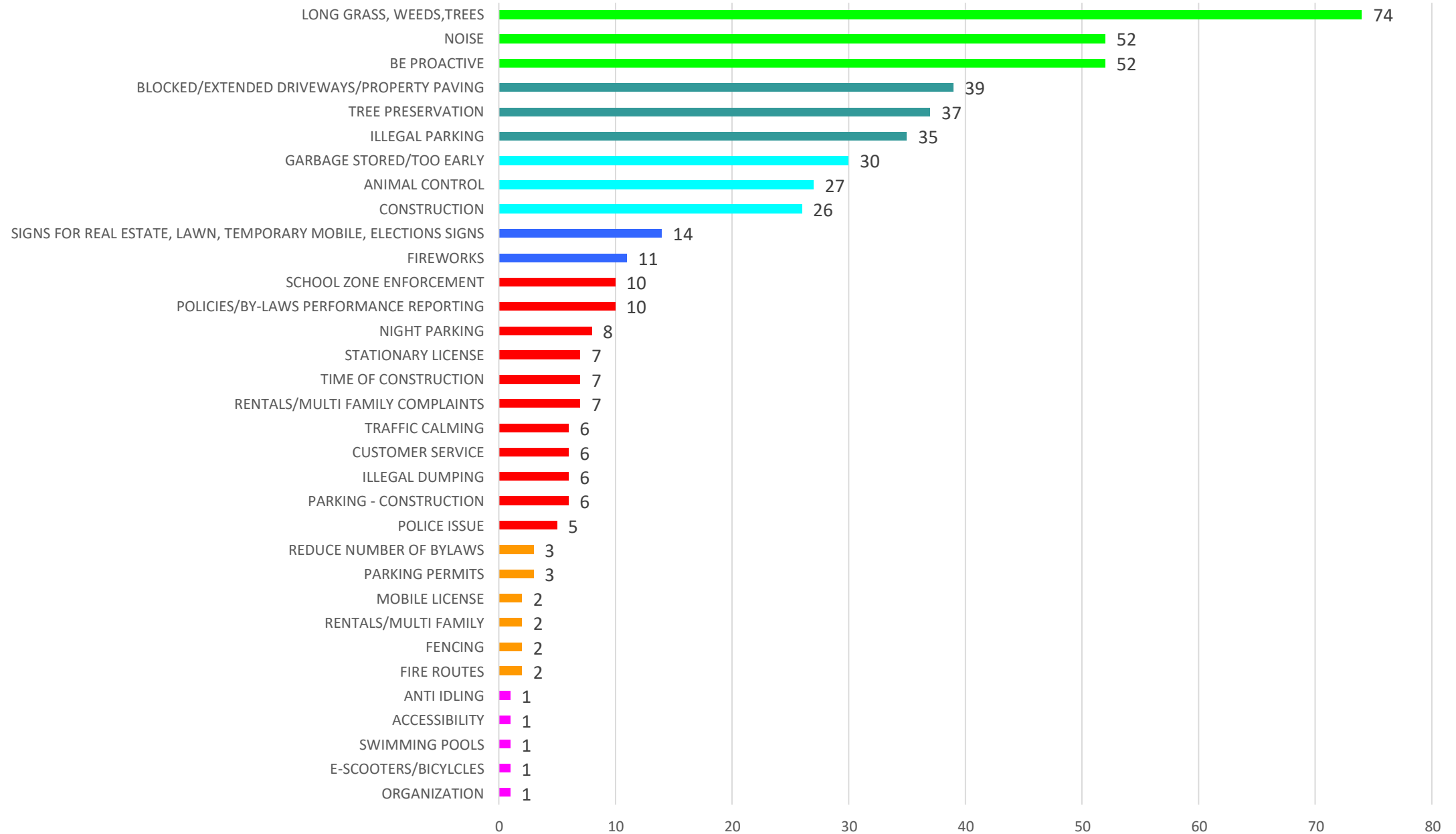
Note: Combined survey with Infill Development 1530 respondents in total (0.5% of the population)

Survey Monkey - Administered online from September 22, 2022 to November 9, 2022

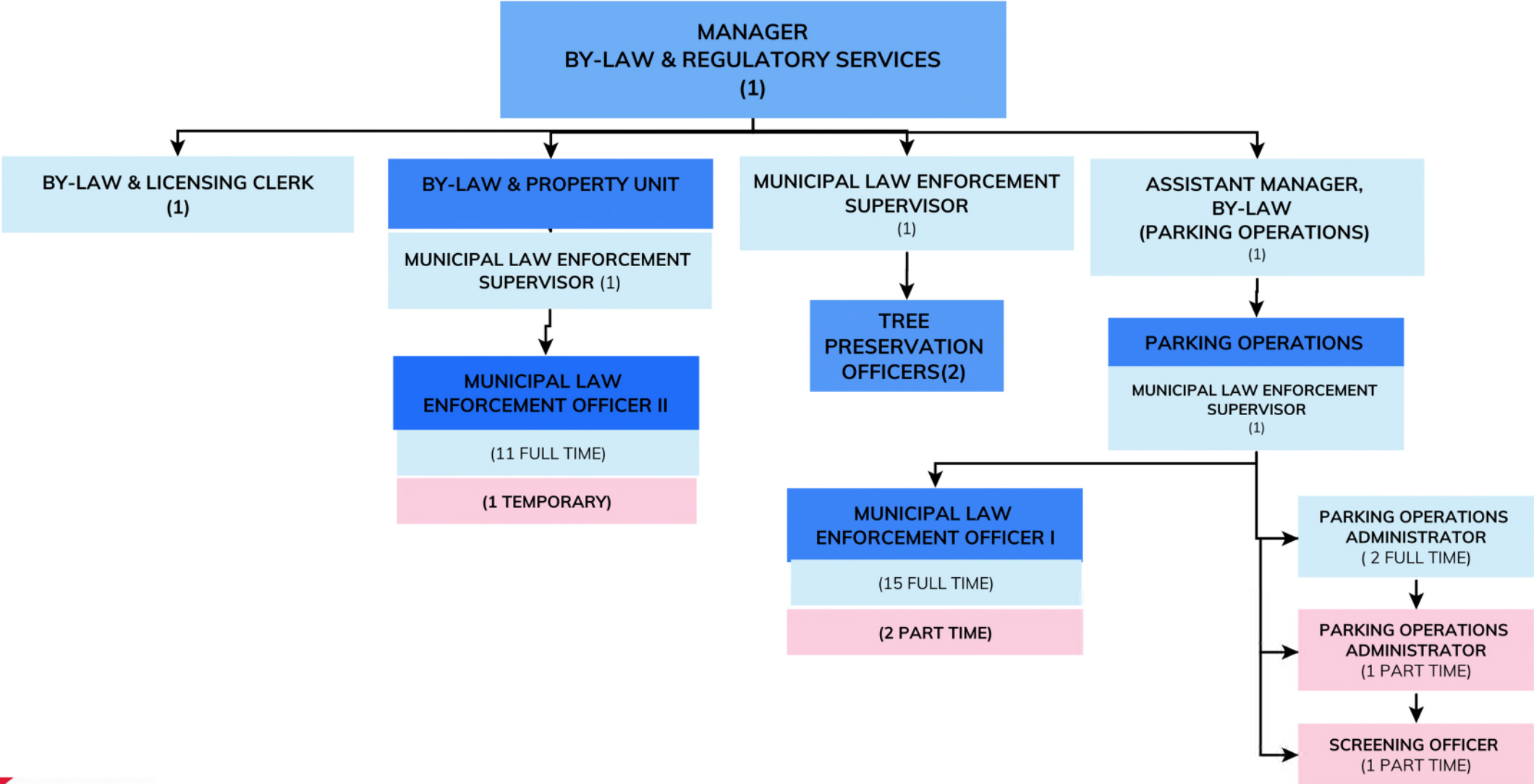
# Bylaw Enforcement Public Survey Top Concerns/Recommendations



# Bylaw Enforcement Public Survey – Proactive Support



# BY-LAW AND REGULATORY SERVICES - CURRENT STATE ORGANIZATION CHART



# BYLAW SERVICES ROOT CAUSE ANALYSIS

Key Problems affecting Bylaw Service Delivery, Workload and Response Times

*NOTE: Many of these are legacy issues inherited from several years of change.*

ROOT CAUSE

## 1. ENVIRONMENT/COMMUNITY



- Community Engagement activities limited
- Complaint management reliant on Officers - updates to public is manual and time consuming
- No triage of complaints - bylaw may have to transfer to another department - time consuming and not customer centric
- Reactive, Lenient Culture
- Changing Demographics/ Growth
- COVID significantly impacted service delivery such as licensing enforcement
- Lack of understanding of strategy and services causes expectation gaps

## 2. POLICIES/MATERIALS



- Bylaw Enforcement Strategy needed/updated
- AMPS will change Bylaw enforcement
- Bylaws outdated- need refresh
- Comprehensive Zoning Bylaw and Parking Strategies delayed
- Standard Operating Procedures under review
- Inconsistent utilization of AMANDA and information/evidence collected
- Limited policy analysis available to monitor trends and impacts on bylaw enforcement activities - difficult to be ahead of issues

## 3. METHODS/PROCESSES



- Processes by officers vary due to a lack of training and documentation= inconsistent information captured in systems and various approaches
- Complaint driven processes results in duplication of effort - compliance occurs but not reported
- Both paper and electronic processes
- Time and data tracked in several places or in some cases not at all - duplication or reconciliation issues arise.
- Standards for data completion and accuracy not yet developed

- No service level agreements with departments (eg. licensing, fire, building etc) impacting internal customer satisfaction
- Key performance indicators are challenging
- Data is not captured in consistent formats or location for ease of analysis - GTECHNA implementation may help
- Workplanning currently - reactive
- Little analytical power available to measure and monitor trends
- Proactive indicators are difficult to measure
- Need timeliness and accuracy KPIs
- AMANDA is challenging to retrieve information - limited support available
- Budget process challenging due to organizational changes
- Revenue assumptions and costs need to be reviewed

- GTECHNA Expansion for other AMPS imperative
- AMANDA underutilized/inconsistent
- In vehicle technology and fleet strategy needed to address aging and limited equipment (eg. laptops, printers, cell phones, mobile radios, adapters, health and safety and downtime issues)
- Mobile connectivity to systems and AMANDA issues evident
- CRM complaint portal with status not in place
- Bylaw Open Data and Investigation maps limited
- Website not user friendly leading to customer dissatisfaction/increase in unnecessary calls
- GIS - utilization is low - improve work planning
- GPS not available consistently (safety and work planning)
- Technology utilization/skills varied
- ITS advancements not fully understood /accessed by Bylaw staff.

- Many years without stable management has impacted the organization in a variety of ways - particularly with direction and strategy
- New management in place in 2022 - inherited legacy issues
- Non-parking AMPS will significantly change the approach to Bylaw Enforcement
- Risk Assessment - 2019- communication needed
- Staffing shortages have resulted in backlog and coverage issues
- Parking officers provide 24/7 coverage on shifts but lack some tools for effective service delivery, particularly with respect to non-parking issues
- Lack of resources and shifts impact team based bylaw enforcement
- Training program had lapsed = backlog of training requirements

## 4. PERFORMANCE/MEASUREMENT



## 5. EQUIPMENT/TECHNOLOGY



## 6. HUMAN RESOURCES



INCREASING COMPLAINTS =  
RESPONSE TIME AND  
WORKLOAD CHALLENGES



# **RECOMMENDATIONS ADDRESSING THE ROOT CAUSES**

# 1. Environment/Community

## The Current State

- ❖ Reactive approach.
- ❖ Service does not always align with required response.
- ❖ Public desire for proactive work and bylaw officers are visible, noise and temporary units.
- ❖ Many complaints 'in compliance' upon inspection.
- ❖ Contact Centre does best to assign complaint to appropriate department - but needs triage at Bylaw.
- ❖ Timeliness is the key frustration of public respondents.
- ❖ Council involvement appears to skew prioritization.
- ❖ Limited public education program and community engagement but new initiatives underway (eg. Newsletters)
- ❖ Website challenging to navigate bylaws and to launch complaint – no easy mechanism to track status.
- ❖ Departmental silos exist – no service level agreements for Bylaw services causes service delivery issues.



## Recommendations

- 1.1 Work with Corporate Communications to promote the 'vision' for the new Municipal Law Enforcement Unit's Strategy including a Community Partnership Plan to "Keep Markham Beautiful – its Everyone's responsibility."
- 1.2 To support the Community Partnership, implement a Self/Complainant Reporting Portal (New CRM with integration with AMANDA). CRM to provide status updates and online investigation maps.
- 1.3 Undertake Comprehensive Website Review with the Voice of the Customer. Should include public in consultations.
- 1.4 Consider more effective communication tools to reflect the City's diversity and provide regular reports on performance.
- 1.5 Deliver a Bi-annual Bylaw Training Session to Council to educate on trends and performance.

# 2. Policy and Materials

## The Current State

- ❖ Bylaw Enforcement Strategy needs updating.
- ❖ Departmental silos exist – no service level agreements for Bylaw services causes service delivery issues.
- ❖ Bylaws are outdated.
- ❖ Data shows shift and increase in complaints.
- ❖ Many complaints ‘in compliance’ by the time of inspection.
- ❖ AMPS will significantly change the role of Bylaw Officers
- ❖ Policy support is minimal.
- ❖ Licensing Services raised similar issues related to technology portal requirements and a lack of Enforcement services. Review is needed. Revenues declined. During COVID, licensing enforcement was limited.
- ❖ Animal Services recently insourced.



## Recommendations

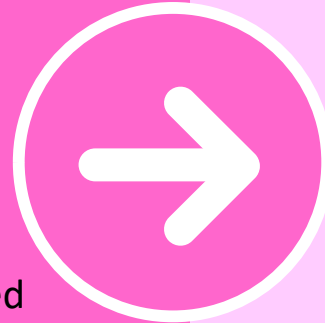
- 2.1 Develop a Municipal Law Enforcement Policy And Strategy To Move To Hybrid Reactive/Proactive Model integrated with AMPS implementation.
- 2.2 As part of this strategy, develop service level agreements in partnership with departmental ‘customers’ with regular performance reporting.
- 2.3 Undertake comprehensive review of bylaws in conjunction with the strategy and AMPS implementation.
- 2.4 Following the adoption of the City-wide parking strategy, explore options for utilization of contractors for enforcement.
- 2.5 When AMPS are implemented and new Municipal Law Enforcement Unit in place, review mandate. Consider review of licensing and animal services.



# 3. Methods/Processes

## The Current State

- ❖ No formal work planning or prioritization placed on complaints or follow up.
- ❖ Many spreadsheets, Word and PDF as well as paper collect information that is not contained in AMANDA against the investigation – challenging to do analysis or create files for AMPS. Duplication and chance of error exists.
- ❖ Scheduling and time collections is time consuming, spreadsheets and not integrated with AMANDA, ADP
- ❖ System driven process rules result in complaints pushed to individual officers. Limited triage before the complaint is routed to the individual officers.
- ❖ Budget process is top-down and is not linked to performance metrics
- ❖ Financial results are not full cost – information with respect to time is not captured in so it is difficult to determine actual cost of service.



## Recommendations

- 3.1 Goal should be enter information in ONE PLACE, ONE TIME. Once AMANDA processes are in place to capture all data and evidence, change process to require all time to be entered against the Bylaw investigation. Explore possible integration with ADP and scheduling options.**
- 3.2 With the new organization, assign the Supervisor of Triage to create a work planning model to balance reactive, proactive, infill and team based back up.**
- 3.3 Eliminate the “check in” email process in favour of Microsoft teams check in – can be achieved through the mobile application.**

# 4. Performance/Measurement

## The Current State

- ❖ No specific performance plans were observed during our review. Some staff mentioned expectation is that they are to do 8 investigations per day but there is no documentation to support this nor is there much performance management. Management indicated that new performance expectations were being developed in 2023 (both reactive and proactive).
- ❖ Budget process is top-down and is not linked to performance metrics
- ❖ Financial results are not full cost (eg. Fleet) – move to AMPS should provide for costs to support fees.



## Recommendations

- 4.1 Create/update a multi-year MLEU business plan with assigned resources and performance management framework in line with the bylaw strategy including performance metrics. Each Team and Officer's performance agreement should be developed from this plan. Performance metrics should be balanced (time to respond, accuracy, consistency against bylaw).**
- 4.2 Work with IT to develop more effective AMANDA reporting for performance management. KPIs should include time to respond/resolve, downtime, net cost per investigation, number of repeat offences etc.**
- 4.3 Undertake a budget review based upon the bylaw strategy with realistic revenue targets – updated when AMPS are implemented. Move towards cost recovery model to justify AMPS fees.**
- 4.4 Undertake a fleet study with the view to charge out fleet against the inspection/case (support AMPS fees).**

# 5. Equipment/Technology

## The Current State

- ❖ AMANDA is underutilized, full data not captured and reporting is challenging. Knowledge is varied.
- ❖ GTECHNA implemented for parking – solved handheld and permit parking issues experienced with ParkSmart
- ❖ Standard Operating Procedures for document requirements not comprehensive.
- ❖ Smart phones – many different units and out of date. No policies on use of personal phones for evidence.
- ❖ After hours calls problematic – must call in to get complaint – ITS options available such as voice mail to email.
- ❖ Mobile technology needs review – Some old technology, sync issues = downtime. Printers in vehicles are problematic.
- ❖ AVL/GPS technology available but staff do not have access – would enhance safety and security.
- ❖ Radio dispatch options being reviewed.
- ❖ Translation software unavailable on City phones.
- ❖ Fleet replacement cycle and requirements for Bylaw need review – not meeting needs of a ‘mobile office’. In vehicle IT mounts need standardization at factory.
- ❖ Fleet is not currently charged out based upon usage to the inspections nor is it tracked appropriately – with AMPS – would be appropriate to charge to bylaw infraction.



## Recommendations

**5.1 Accelerate the implementation of GTECHNA (Underway) to support AMPS (a key for long term success).**

**5.2 Develop AMANDA training, with Bylaw approaches but expand to other departments to support AMPS/GTECHNA.**

**5.3 Explore with ITS technology advancements to improve mobile connectivity, radios and smart phones for mobile workforce.**

**5.4 In partnership with ITS, develop technology roadmap, invest and provide proper equipment with an appropriate replacement plan. Include after hours services/dispatch – access to Contact Centre information.**

**5.5 Work with Fleet to develop a standard specification for every Bylaw vehicle including AVL/GPS (hands-free capability), ergonomic laptop mounts, printers etc.**

# 6. Human Resources - Structure

## The Current State

- ❖ Backup is a problem (80% staff indicated they did not have sufficient backup/coverage).
- ❖ Supervisory roles – not focused on managing workload/performance with the exception of parking.
- ❖ Coverage not 24/7 for bylaw infractions and issue.
- ❖ Seasonal issues arise (eg. Long grass, parking) – Bylaw has hired for blitzes in the past such as signs.
- ❖ Number of investigations per complaint is over 2 – often the follow up is a compliance visit – could be a MLEO1 – need to reduce to address workload (AMPS will help).
- ❖ AMPS will likely add work for a short period of time while staff adjust to new technology and tickets.
- ❖ Existing staff vacancies/shortages and increased complaints = increased response time.
- ❖ Public desires more proactive approaches.



## Recommendations

- 6.1 Establish a centralized “Municipal Law Enforcement Unit” with a Team Based Approach and hybrid – Reactive and Proactive approach. Teams to ‘own’ the complaint through the lifecycle.**
- 6.2 Reorganize structure to focus on enforcement teams and transfer all AMPS activities, staff and management to a new AMPS unit. In 2024, review officer roles and workload for short and long term requirements.**
- 6.3 In the interim, three positions are needed to return the unit to existing staffing levels affected by absences.**
- 6.4 When hiring new positions, consider skill sets required for new MLEU Strategy.**
- 6.5 To address immediate and seasonal workload, consider additional staff for ‘blitzes” in the spring/summer period. Goal of 1.5 inspections per complaint. Move to utilization of MLEO1s to address ‘follow ups’ during patrolling in team areas.**

# 6. Human Resources - Communications, Training and Safety

## The Current State

- ❖ Several years of management instability has impacted relationships and communication as well as understanding of bylaw challenges.
- ❖ Supervisory roles – not focused on managing workload/performance with the exception of parking.
- ❖ Limited specialization impacts effective enforcement – additional training underway.
- ❖ Lack of employee engagement, transparency and communication in the past = trust issues.
- ❖ Residential infill presents challenges for Bylaw and Building – need coordinated approach with specialists (Infill Service Delivery Review recommends ‘teams’ including Bylaw)
- ❖ AMPS will require a ‘new’ set of skills – will need bylaw expertise.



## Recommendations

- 6.6 Transition one supervisor to undertake triage and work planning.
- 6.7 With teams in place, develop a new shift schedule that meets Bylaw Strategy requirements.
- 6.8 Develop a Change Management Strategy to facilitate recommendations and engage staff through transition.
- 6.9 Develop formal departmental and personalized training plans to support teams and specialization – to include technology/technical skills based upon training assessment and gaps.
- 6.10 Re-communicate current status of Risk Assessment implementation and plans to all staff.
- 6.11 Identify a minimum of four officers to be resources on the “infill teams” to ensure backup, coverage and receive appropriate training (see Infill SDR).
- 6.12 Identify staff to work with the AMPS team for transition.



# BYLAW SERVICES SDR **RECOMMENDATIONS**



## 1. Environment Community

**1.1 Work with Corporate Communications to promote the 'vision' for the new Municipal Law Enforcement Unit's Strategy including a Community Partnership Plan to "Keep Markham Beautiful – its Everyone's responsibility."**

**1.2 To support the Community Partnership, implement a Self/Complainant Reporting Portal (New CRM with integration with AMANDA). CRM to provide status updates and online investigation maps.**

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## 2. Policies Materials

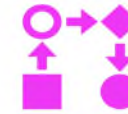
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**2.4 Following the adoption of the City-wide parking strategy, explore options for utilization of contractors for enforcement.**

**2.5 When AMPS are implemented, undertake and new Municipal Law Enforcement Unit in place, review mandate and services. Consider licensing and animal services review.**



## 3. Method Process

**3.1 Goal should be enter information in ONE PLACE, ONE TIME. Once AMANDA processes are in place to capture all data and evidence, change process to require all time to be entered against the Bylaw investigation. Explore possible integration with ADP and scheduling software options.**

**3.2 With the new organization in place, assign the Supervisor of Triage to create a work planning model to balance reactive, proactive, infill and team based back up.**

**3.3 Eliminate the "check in" email process in favour of Microsoft teams check in – can be achieved through the mobile application.**



# BYLAW SERVICES SDR **RECOMMENDATIONS**



## 4. Performance Measurement

4.1 Create/update a multi-year MLEU business plan with assigned resources and performance management framework in line with the bylaw strategy including performance metrics. Each Team and Officer's performance agreement should be developed from this plan. Performance metrics should be balanced (time, cost, effectiveness)

4.2 Work with IT to develop more effective AMANDA reporting for performance management. KPIs should include time to respond/resolve, downtime, net cost per investigation, number of repeat offences etc.

4.3 Undertake a budget review based upon the bylaw strategy with realistic revenue targets – updated when AMPS are implemented. Move towards cost recovery model to justify AMPS fees.

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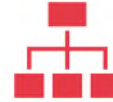
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# BYLAW SERVICES SDR **RECOMMENDATIONS**

## 6. Human



## Resources

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6.3 In the interim, three positions are needed to return the unit to existing staffing levels affected by absences.

6.4 When hiring new positions, consider skill sets required for new MLEU Strategy.

6.5 To address immediate and seasonal workload, consider additional staff for ‘blitzes” in the spring/summer period. Goal of 1.5 inspections per complaint. Move to utilization of MLEO1s to address ‘follow ups’ during patrolling in team areas.

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6.7 With teams in place, develop a new shift schedule that meets Bylaw Strategy requirements.

6.8 Develop a Change Management Strategy to facilitate recommendations and engage staff through transition.

6.9 Develop formal departmental and personalized training plans – to include technology and technical skills based upon training assessment and gaps. Consider expanding ‘specialized’ skills to for better coverage (eg. Noise).

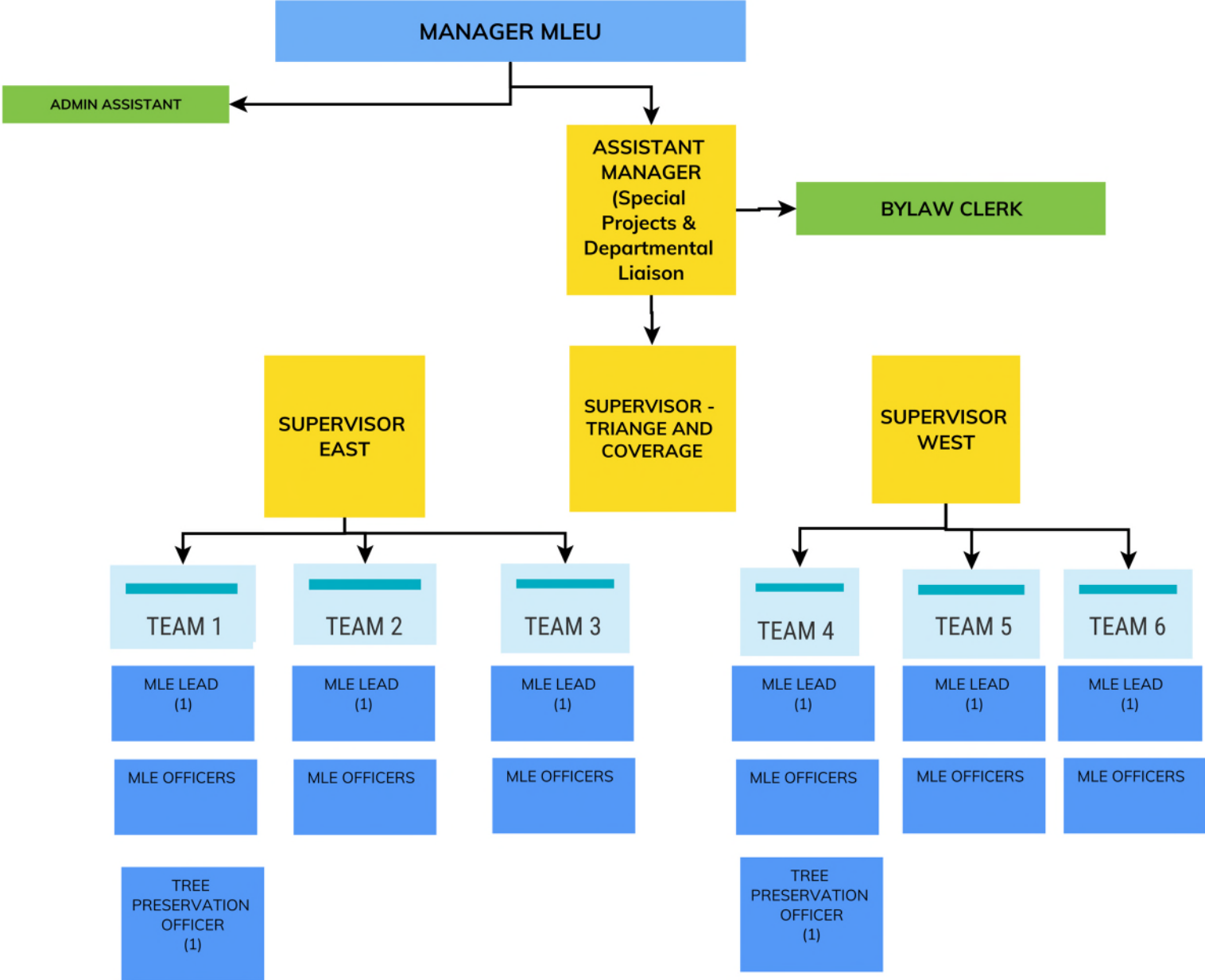
6.10 Communicate current status of Risk Assessment implementation and plans to all staff.

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6.12 Identify staff to work with the AMPS team for transition.



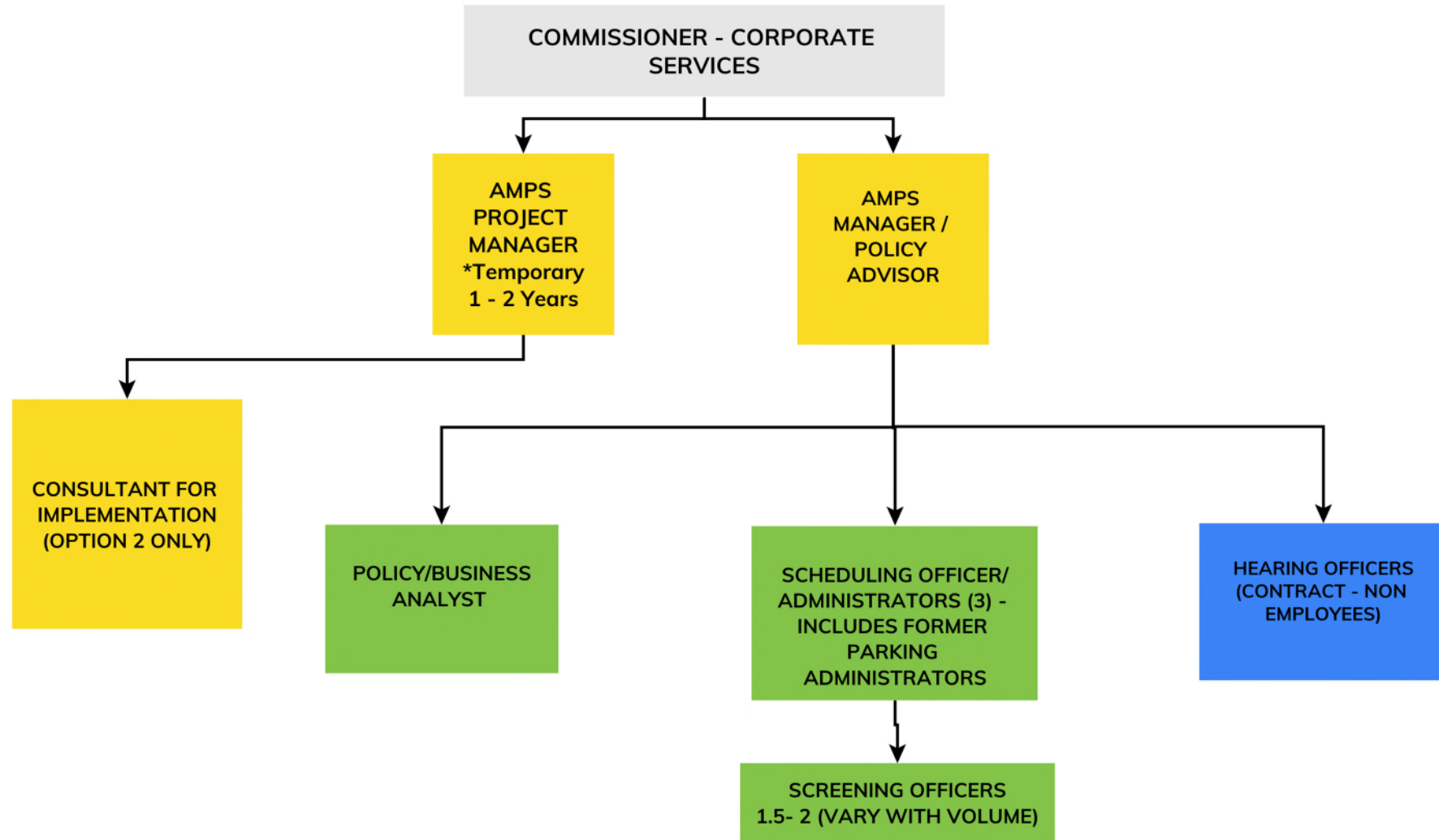
# MUNICIPAL LAW ENFORCEMENT UNIT - PROPOSED ORGANIZATION CHART



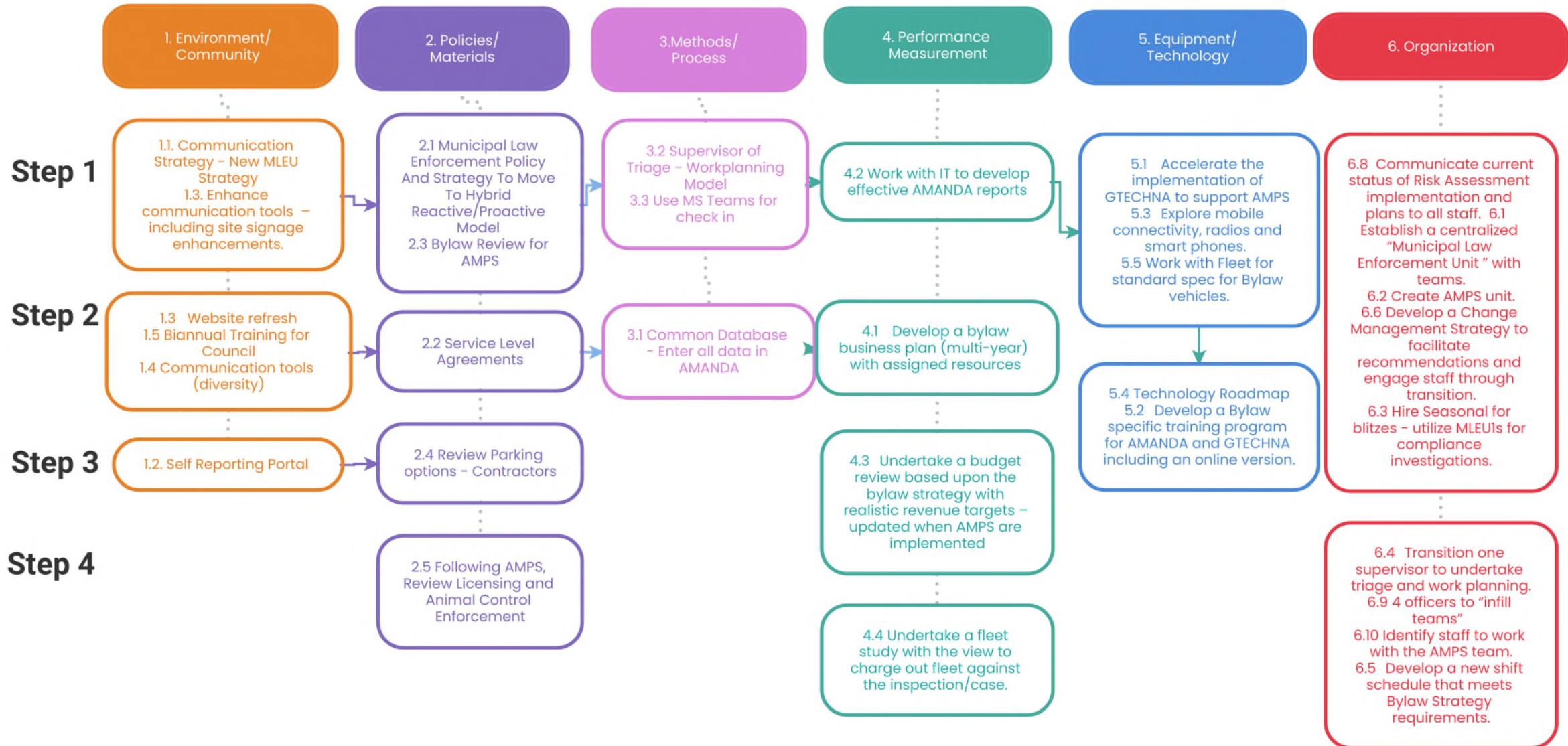
The Numbers of Officers to be determined after AMPS for each team but recommend 3 additional positions in the interim.



# PROPOSED AMPS STRUCTURE



# Bylaw SDR Recommendations Implementation Plan



# Estimated Costs/Savings – 3 Years

Category	Estimate Costs	Sum of Estimated Net Productivity/ Capacity	
		Costs (Savings) - 3 Years	Net Costs
1. Environment/Community	\$110,000		\$110,000
2. Policies and Materials	\$25,000		\$25,000
3. Methods		-\$108,000	-\$108,000
4. Performance Measurement	\$35,000		\$35,000
5. Equipment/Technology	\$171,000	-\$56,000	\$115,000
6. Organization	\$330,000	-\$200,000	\$130,000
<b>Grand Total</b>	<b>\$671,000</b>	<b>-\$364,000</b>	<b>\$307,000</b>

Note: These are estimates and only include the cost for Bylaw portion of any technological changes. They do not include the corporate wide requirements (eg. Website, CRM etc).

# Change Management – Steps for Success

## Top contributors to success:





**WSCS**  
**Consulting**  
**Think Beyond**

**Tammy Carruthers**

*Principal & CEO*

*BA CPA, CGA CFE CICA PMP CLSSBB CCA MCITP CISA CCP*

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(T) 613-267-7521

(F) 613-267-7826

(C) 613-812-0776

RR3

Perth, ON

K7H 3C5

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[wscsconsulting.com](http://wscsconsulting.com)