

COMMITTEE REPORT

NO: P016

DATE: Dec 7, 2015

PUBLIC SAFETY COMMITTEE

TO: Mayor & Council

DATE: Dec 7, 2015

FROM: Bill Fordy, Chief Superintendent
Officer in Charge, Surrey RCMP

FILE: 7580-01

SUBJECT: Strategic Performance Measures

RECOMMENDATION

The Surrey RCMP recommends that Council:

1. Receive this report as information;
2. Approve the Surrey RCMP strategic performance measures and targets in support of the detachment's 2015-2017 Strategic Framework (see Appendix I); and
3. Endorse a recurring community survey process, based on standardized questions and methodology guidelines, to measure public perception of crime/neighbourhood safety and police performance on an ongoing basis.

INTENT

The purpose of this report is to expound on the previous discussions at Public Safety Committee meetings regarding the Surrey RCMP 2015-2017 Strategic Framework and the performance measures therein, and to further clarify and differentiate between strategic performance indicators and police performance metrics and measurement frameworks more generally.

BACKGROUND

2013-2107 – Strategic Framework

In the fall of 2011, Surrey Detachment hosted a series of community consultation sessions to seek public input on the development of a new long-term Strategic Plan. Consultants were brought in to help facilitate a dialogue around key priorities for public safety and police service delivery. Over 300 key clients, partners and stakeholders participated in the 15 community sessions. In the summer of 2012, the consultants were brought back and helped facilitate a series of internal consultation sessions to solicit employee feedback regarding strengths, weaknesses, opportunities and threats. A total of 84 members from across the detachment participated in these sessions.

In the fall of 2012, senior management representatives from across the Detachment participated in a series of strategic planning workshops. These workshops utilized the results from the internal and external consultations as a basis for discussion, along with other key environmental scan information compiled from various sources to better understand the landscape in which the Surrey RCMP operates and factors that influence or impact police service delivery. Through a facilitated process, the group took part in a number of exercises to assess strategic issues and

opportunities, identify and analyze options and organizational capacity, and determine key priorities for action. In January 2013, the senior management team spent an additional two days to fine tune the strategic objectives and performance measures that would comprise the 2013-2017 Strategic Framework. The 2013-2017 Strategic Framework was shared with Mayor and Council in March 2013.

2015-2017 Strategic Framework

There have been a number of significant events and developments (both internal and external) since the time the 2013-2017 Strategic Framework was initially adopted and implemented. The Detachment conducted an employee survey in the fall of 2013, as well as a community survey in the spring of 2014. A number of internal change management workshops were also held in the spring of 2014 to identify opportunities for improvement as they related to the Detachment's service delivery and/or organizational culture.

During 2014, two research projects were also completed that provided a comprehensive, independent analysis of Detachment resourcing, deployment and business practices. The reports and recommendations from these projects ultimately contributed to Council approving a significant increase to Detachment establishment. In November 2014, municipal elections were held across BC and in December a new Mayor and Council were sworn in at Surrey City Hall.

Given these developments, the Officer in Charge (OIC) felt it would be prudent to revisit the 2013-2017 Strategic Framework to ensure the plan reflected changes in the policing landscape, remained aligned with corporate plans and priorities of both the City and the RCMP, and continued to meet the needs of (internal and external) stakeholders.

In December 2014, the OIC of Surrey Detachment participated in a three day planning conference hosted by Deputy Commissioner Craig Callens, Commanding Officer of "E" Division, that brought together the RCMP senior management team from across the Division to review provincial policing priorities and develop a long term Performance Plan for the Division. The OIC also participated in a series of subsequent Lower Mainland District (LMD) planning meetings designed to align with and support the RCMP's provincial planning framework.

In January 2015, the OIC participated in a two-day strategic planning session with the elected City officials and the City's Senior Management Team (comprised of the City Manager and General Managers from all departments). In these sessions, the issue of Community Safety was identified as one of the City's strategic priorities.

At the end of January 2015, the OIC hosted a two-day Detachment planning conference with a broad cross-section of department representatives (including senior managers and emerging leaders). Over the two days the group reviewed and discussed a number of factors impacting community safety, crime and calls for police service, and the Detachment's ability to respond effectively. With this in mind, participants then worked through a number of group activities to identify and redefine strategic priorities, objectives and performance measures. Following the conference, additional workshop sessions were held to further refine the performance measures and targets that comprise the 2015-2017 Strategic Framework.

Economics of Policing

The Surrey RCMP's 2015-2017 Strategic Framework was presented to Mayor and Council at the Police Committee meetings in April and July of this year. At these meetings Council was asking questions that are being asked across Canada with respect to the "economics of policing" and the sustainability of rising police costs in Canada (despite generally declining crime rates). Part and parcel of this dialogue is the notion of value for money (return on investment) and the effectiveness and efficiency of police services.

When considering performance of police service delivery, it is important to bear in mind that neither crime rates nor crime volumes account for the totality of police workload. While roughly only 30% of police calls for service result in the substantiation of an actual criminal offence, all calls require an investment of police time to respond to. Further still, it is estimated that more than two-thirds of crime may go unreported to police. However, police service delivery and police resourcing must be aligned to address the "true" incidence of crime (i.e., the detection, investigation, and prevention of reported and unreported crime). Similarly, police performance frameworks need to reflect the totality of police operations, from reactive to proactive.

Performance Measures

In Canada, there are no statutory or legislative requirements that prescribe specific performance measures or standards in policing. On the global stage, very few police agencies apply International Organization for Standardization (ISO) standards to police performance management. Having said that, most of the larger, urban police services use performance metrics in one form or another. Most commonly these metrics are focused more on measuring progress towards strategic goals than measurement of operational objectives and outcomes.¹

The use of police performance measures is evolving in Canada. The Police Services Division of the Ministry of Justice of British Columbia collaborated with Simon Fraser University and published a study in April 2015 whereby they examined over 200 studies relating to police performance measurement.² The Canadian Association of Chiefs of Police (CACCP) has recognized the lack of industry accepted performance and service level standards (and accompanying measurement frameworks). The CACCP's Police Information and Statistics (POLIS) Committee is currently working to fill this gap in partnership with Public Safety Canada and the Canadian Centre for Justice Statistics (CCJS), a division of Statistics Canada. A working group has been struck and is presently looking to develop national standards for police performance measurement and community safety indicators.

Public Perception

Measuring public perception and satisfaction with police and public safety is currently a common practice among police agencies as part of their strategic and business planning cycle/processes. These measures help tell a story that crime data itself cannot and rely on the use of community surveys to collect/capture. Recognizing that public opinion (perception) is a key measure of safety

¹ See *Canadian Police Board Views on the Use of Police Performance Metrics* (Public Safety Canada 2013).

² See Tiwana et al. Police performance measurement: an annotated bibliography. *Crime Science* (2015) 4:1. doi 10.1186/s40163-014-0011-4.

and quality of service, and likely to be part of the measurement toolbox for police performance, another working group has begun to develop standardized survey questions and methodology guidelines. The RCMP is part of this working group, as are the Vancouver and Victoria police departments.

The BC Auditor General for Local Government (AGLG) is also planning to release a Perspectives Series booklet identifying a possible performance metrics assessment framework for local governments to measure the effectiveness of their policing services.

DISCUSSION

Strategic Performance Measures

The measures associated with the Strategic Framework are intended to help assess progress towards the identified strategic priorities and objectives. They are not designed to account for all areas of police operations and performance (i.e., all operational activities, tactical objectives and organizational goals). It is important that a differentiation is made between the measures and targets associated with our Strategic Framework and those metrics that might be included in a police performance management framework more generally. The focus of the former is more on gauging and demonstrating progress towards specific priority objectives/outcomes, while the focus of the latter is on evaluating efficiency, effectiveness and quality of service across a broad spectrum of police service delivery areas. However, ideally the strategic performance measures complement and align with the performance metrics and operational statistics shared through separate processes or reports (e.g. departmental submission to City's Financial Plan document, Annual Reports to the Community, Crime Reduction Strategy Annual Report, the Sustainability Dashboard, quarterly crime stat reports, annual crime profile report, Detachment operational dashboard reports, corporate reports to Council, etc), and taken together help demonstrate policing outcomes, service delivery productivity and overall value. Moving forward, the OIC will work in conjunction with the Director of Public Safety Strategies to develop comprehensive strategies and performance measures.

Baseline Methodology

At the Police Committee meeting in July, Council members suggested that moving (rolling) averages might be worthy of consideration when establishing baselines. Some preliminary exploration into using a rolling 5-year average was conducted. A rolling average is commonly used with time series data to smooth out short-term fluctuations and highlight longer-term trends or cycles. In other words, rolling averages are typically used to draw out a trend that might be "invisible" (might not otherwise be noticeable) because of random and/or frequent peaks and valleys. However, this doesn't really apply in the case of Surrey crime statistics data (as the annual and rolling average trend charts are very similar - see Appendix II).

If using a moving average as a baseline is the preferred approach, rather than a single year point in time, we might look at using the average over the 2010-2014 period as a simple, one-time baseline measure and measure our progress (i.e., in terms of our established targets) against that single baseline each year moving forward through the lifespan of the Framework (i.e., 2015-2017). For example, the 5-year average (2010-2014) in terms of the number of Violent Crimes is 6,892

(the 5-Year average Violent Crime rate is 14.3). In 2015 we might want to see a specific reduction from that number or rate against that initial baseline. In 2016, we would also measure against that initial baseline value (i.e., the same number or rate), but look to achieve a greater % decrease (e.g., by 4% or 10% depending on the annual targeted reduction).

Within the context of North American police agencies, the use of rolling average as a baseline or benchmark for strategic performance measures/targets does not appear very common. Most police agencies establish targets based on a single year as the baseline measure (typically the year prior to the implementation of the long-term framework the measure/target corresponds with), especially for their measures specific to crime reduction and public safety (e.g., crime severity, crime rate, collisions). This is the recommended approach for Surrey RCMP.

Strategic Performance Targets

Members of Council also discussed different ways of setting or expressing targets and whether hard quantum targets (e.g., increase 5% per year) are preferred to general trend statements (e.g., 'trend upward' or 'trend downward'). At the July 20 2015 Police Committee meeting some Council members suggested moving away from hard ("quantum") targets altogether, so as to be more compatible with other City management plans (e.g., Sustainability Charter). However, the Surrey RCMP recommends setting targets that meet SMART principles (i.e., are specific, measurable, achievable, relevant, and time bound). In essence, targets should be set ambitiously enough to stretch capability and challenge the organization; they should not be so aggressive as to be unattainable.

Community Surveys

As noted in the recent AGLG Report on the City of Surrey's performance in managing policing agreements and police budget oversight, it is important that residents and other community stakeholders have opportunities to not only provide input into local policing priorities, but also to provide feedback on the performance of their police service.

The Surrey RCMP and the City have conducted stakeholder survey activity periodically in the past. The detachment engaged Kwantlen University College to conduct a resident survey in 2006 to identify community policing priorities, measure satisfaction with policing services and establish a baseline for public perception of crime and neighbourhood safety. More recently the University of the Fraser Valley was contracted to conduct resident and business surveys in the spring of 2014, as part of a larger series of research projects and reviews of police service delivery. The Detachment also conducted an employee survey in the fall of 2013, as part of the strategic planning process.

Community engagement and relationship building are critical to maintaining public confidence and trust in police, and ultimately, police effectiveness. Soliciting community feedback on service delivery, through consultations and survey activity, is an important part of this process. It is recommended that the City commit to regular (e.g., annual or bi-annual) surveys to solicit input from the community. This will be developed in conjunction with the Director of Public Safety Strategies and the information would form part of the police performance measurement framework, but would also contribute to assessing performance across the City as it relates to

cross-cutting public safety issues (e.g., performance metrics and quality of life indicators associated with other corporate plans and strategies such as the Sustainability Charter, Crime Reduction Strategy, etc). The Surrey RCMP will also continue to look for additional ways to solicit qualitative and quantitative feedback from various clients groups across the spectrum of our service delivery interface to supplement broad based community surveys and provide a more fulsome understanding of client needs and perspectives on police performance.

Police Performance Framework

Currently there is no single, broadly-accepted, standardized performance metrics for police service delivery. However, police agencies appreciate the importance of measuring performance as part of a larger accountability framework and have developed various ways and means of reporting out to local governments and community stakeholders on a wide array of operational and administrative measures. As mentioned earlier there is work being done to develop such frameworks at both the national and provincial levels. It is recommended that the Public Safety Committee work with the Surrey RCMP, the Director of Public Safety Strategies and other key City staff to review the suggested police performance frameworks and come to agreement on appropriate metrics and reporting processes that will provide for a balanced, meaningful reporting on efficiency, effectiveness and quality of police service in Surrey.

SUSTAINABILITY CONSIDERATIONS

The Surrey RCMP 2015-2017 Strategic Framework supports the overall objectives of the City's Sustainability Charter, and specifically, creating a safe and secure environment for the City's residents, businesses and visitors. The priorities and objectives outlined in the Framework, and the corresponding performance measures and targets, are well aligned with the following Charter action items:

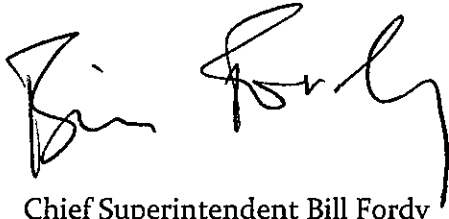
- SC5: Plan for the Social Well Being of Surrey Residents;
- SC11: Public Safety and Security; and
- SC17: Crime Reduction Strategy.

CONCLUSION

Based on the above discussion it is recommended that the Public Safety Committee:

- Approve the proposed strategic performance measure methodology as it pertains to baselines for crime statistics, and the proposed targets associated with them; and
- Endorse regular and ongoing community survey activity to solicit community (resident and business) feedback on perceptions of public safety and police performance.

The 2015-2017 Strategic Framework provides the basis for annual (strategic) business planning at the detachment and the development of specific initiative work plans in line with community priorities. The Public Safety Committee will be provided with regular updates on the detachment's progress in relation to the objectives and performance measures identified in the Strategic Framework. These strategic performance measures will complement other performance management and accountability frameworks and reporting processes (present and future) at the Detachment and across the City, including survey based measures.

A handwritten signature in black ink, appearing to read "Bill Fordy". The signature is fluid and cursive, with the first name "Bill" written in a larger, more prominent script than the last name "Fordy".

Chief Superintendent Bill Fordy
Officer in Charge (OIC)
Surrey RCMP

Attachments:

Appendix I – Surrey RCMP 2015-2017 strategic performance measures

Appendix II – Surrey Crime 2002-2014: A comparison of annual stats versus 5-year rolling averages

Priority	Objectives	Measures & Targets
Public Safety <i>To enhance safety in the community through intelligence-led policing</i>	To effectively respond to calls for service	Measure: Average response time to Emergency Calls Target: <8.5 minutes (2015), <8 minutes (2016), <7 minutes (2017)
	To reduce crime	Measure: Violent Crime rate Target: 2% reduction per year
		Measure: Property Crime rate Target: 5% reduction per year
		Measure: Auto Crime rate (Theft of Auto/Theft from Auto) Target: 5% reduction per year
		Measure: Business B&E Crime rate Target: 2% reduction per year
		Measure: Residential B&E Crime rate Target: 2% reduction per year
	To reduce the incidence and impact of Domestic Violence	Measure: Domestic Violence rate (number of intimate partner incidents per 1000 population) Target: 2% reduction per year
	To enhance road safety	Measure: Traffic Fatality rate (traffic collisions causing death per 1000 population) Target: 5% reduction per year
Measure: Traffic Injury rate (traffic collisions causing serious injury per 1000 population) Target: 5% reduction per year		

Priority	Objectives	Measures & Targets
<p>Community Engagement & Mobilization</p> <p><i>To enhance community understanding and involvement in identifying and addressing public safety issues</i></p>	<p>To enhance communication of key messages regarding policing and public safety issues</p>	<p>Measure: Increase internet traffic to Detachment website (# of Page Views) Target: 5% increase per year</p>
		<p>Measure: Engagement on Surrey RCMP Twitter account (# of Twitter Engagements) Target: 5% increase per year</p>
		<p>Measure: Engagement on the Surrey RCMP Facebook page (# of Engaged Users) Target: 5% increase per year</p>
		<p>Measure: # of public announcements, advisories and/or other public releases Target: 260 per year</p>
	<p>To enhance outreach and foster dialogue with the community, inclusive of First Nation people and other diverse populations</p>	<p>Measure: # of presentations targeted to new immigrants, refugees, English Language Learners Target: 15 per year</p>
		<p>Measure: # of Detachment led community consultative meetings Target: 60 per year</p>
		<p>Measure: # of speaking engagements/presentations at community led events Target: 12 per year</p>
		<p>Measure: # of Detachment led community dialogue forums (e.g., Neighbourhood Safety events) Target: 15 per year</p>
	<p>To promote positive interactions with the public and increase community involvement in police programs and partnerships</p>	<p>Measure: # of active Block Watch groups Target: 5% increase per year</p>
		<p>Measure: # of crime prevention and traffic safety workshops Target: 75 per year</p>

Priority	Objectives	Measures & Targets
<p>Organizational Development</p> <p><i>To focus on continuous improvement in all aspects of police operations and service delivery</i></p>	<p>To increase training and career development</p>	<p>Measure: # of training hours per member Target: Average of 30 hours per year</p>
		<p>Measure: # members receiving supervision or leadership training Target: 100 per year</p>
		<p>Measure: Personal Development Plan (PDP) compliance rate among eligible employees Target: 100% Compliance</p>
		<p>Measure: # of rotational (development opportunity) positions Target: 15 in 2015, 20 in 2016, 25 in 2017</p>
	<p>To provide a healthy, respectful workplace</p>	<p>Measure: Respectful Workplace Training Compliance rate Target: 100% compliance</p>
	<p>To promote the well being of employees</p>	<p>Measure: # of employees trained on best practices in managing employee health & wellness Target: 50 per year</p>
	<p>To enhance communication of information and updates regarding police operations and business activity across the Detachment</p>	<p>Measure: # of Detachment Townhall meetings held Target: 2 per year</p>
	<p>To leverage innovative technologies and best practices to enhance effectiveness</p>	<p>Measure: # of (valid) reports received via online reporting Target: 5% increase per year</p>
<p>To ensure efficient and effective deployment of human resources</p>	<p>Measure: Average # of Calls per month handled by Telephone Reporting Team (TRT) Target: 5% increase per year</p>	

Surrey Crime 2002-2014: A comparison of annual stats versus 5-year rolling averages

