



COMMITTEE REPORT

NO: **7009**

DATE: **September 18, 2017**

PUBLIC SAFETY COMMITTEE

TO: **Mayor & Council**

DATE: **September 15, 2017**

FROM: **Director, Public Safety**

FILE: **7450-30**

SUBJECT: **Public Safety Performance Measurement Framework**

RECOMMENDATION

The City Manager's Department recommends that the Public Safety Committee receive this report as information.

INTENT

The purpose of this report is to update the Public Safety Committee on the development of the Public Safety Performance Measurement Framework.

BACKGROUND

On September 19, 2016 the Public Safety Committee endorsed the Public Safety Strategy ("Strategy"). The Strategy was launched by Mayor Hepner on October 24, 2016. In January 2017 the Public Safety Committee endorsed the Public Safety Strategy Implementation and Monitoring Plan (the "Plan"). The Plan ensures full implementation of the Strategy with a focus on communication and performance measurement.

Performance measurement refers to the process by which the City will collect, analyse and report on data in order to demonstrate the effectiveness of our initiatives and the Strategy. A performance measurement framework allows for shared understanding on how data is tracked, and provides a standardized method to assess the degree to which initiatives are delivering the intended results. Council received an update on implementation of the Public Safety Strategy on June 19, 2017 indicating that work had begun on performance measurement for the Strategy.

DISCUSSION

Building a Public Safety Performance Measurement Framework

The publication of the Surrey Public Safety Strategy in 2016 signalled a new approach to the issues and a commitment to deliver programs that are collaborative comprehensive and **measurable**.

Working in collaboration with strategic initiatives leaders in all City departments, and with the RCMP, the Public Safety Working Group has developed a framework to ensure an evidence based approach is embedded in the Strategy implementation at every level.

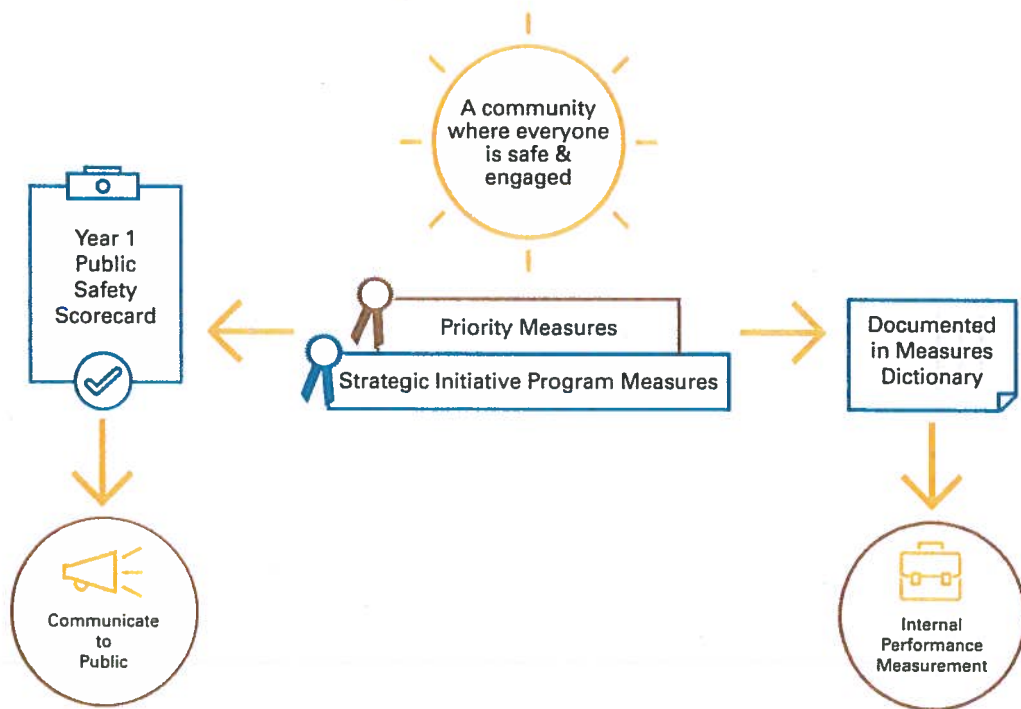
The framework model is outlined in Figure 1. The purpose of the framework is to determine the extent to which the vision of the Public Safety Strategy – “A community where everyone is safe and engaged” - is being realised through our investment in strategic initiatives under each of the priority areas.

To determine this, it is necessary to build from the base of outputs and outcomes of each of the strategic initiatives. Each initiative has determined set measures which will be reported annually for that specific project or program. These are supported by a set of Priority Area measures for each of the four priorities under the strategy – Prevent and Reduce Crime; Ensure Safe Places; Build Community Capacity and Support Vulnerable People.

This allows us to go beyond the specific measures most directly tied to our activities to consider at a higher level what trends may be emerging in terms of trends in criminal activity, safety in public spaces, and reductions in social challenges for vulnerable people. These Priority Measures paint a picture of how Surrey is progressing for that topic area as a whole. It is important to note that Priority Measures will not be attributable to the actions taken under the strategy but provide an indication of overall progress made for the City as a whole.

Once the framework is in place it serves a dual purpose, helping us communicate progress to the public via the Scorecard, and providing the data to allow effective performance management within city programs.

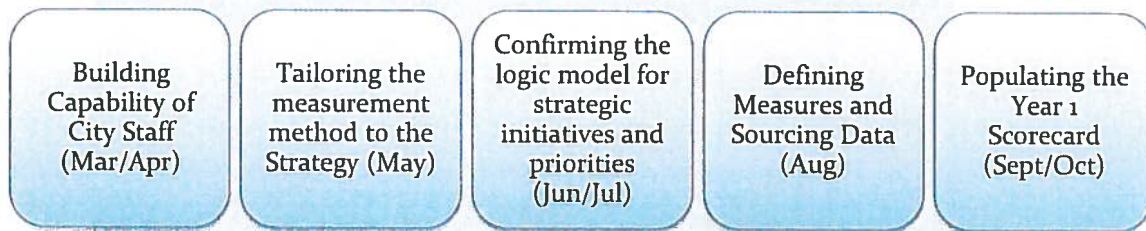
Figure 1 Performance Measurement Framework



Steps to Build the Framework

To build this framework it was necessary to undertake the clear process outlined in Figure 2. Completion of these steps ensures that implementation of a new approach to public safety performance measurement will provide a robust and clear method to update Council on the results from the Public Safety Strategy. The Public Safety Leadership Group has endorsed this approach, and the Public Safety Working Group is overseeing the measures teams who are building the performance measurement framework.

Figure 2 Process to Build the Framework



Developing Measure Teams

The first step was to develop measure teams for each of the four priorities under the Strategy (Prevent and Reduce Crime, Ensure Safe Places, Build Community Capacity, and Support Vulnerable People). These measures teams are comprised of staff from across City departments with responsibility for initiatives. They were tasked with;

- reviewing and populating the logic models for each of the initiatives;
- identifying potential measures for each priority and initiative;
- defining the measures in a Public Safety Measure Dictionary (to ensure consistent documentation of the specifics of each measure);
- sourcing data and collecting anecdotal information on success stories and barriers for initiatives; and
- reporting back to the Public Safety Working Group with content for the Year 1 Public Safety Scorecard.

Developing Logic Models

A logic model is a simple representation of the intended objectives, and outcomes of each program or priority. It outlines the connections between the activities undertaken and the short, medium and longer term results that might occur as an outcome of those activities. In July 2017 logic models were completed for all of the strategic initiatives (36) and priorities (4) under the

Strategy (Appendix “I”). Once the logic models were developed it was possible to see what measures may best be tracked to see if progress is being made towards the intended results.

Defining Measures and Sourcing Data

The next step for the performance measures teams is to create detailed definitions of measures that can be documented in a Public Safety Measures Dictionary. This step is important to ensure that the specific aspects of each measure are captured and the institutional knowledge is retained. This also ensures consistency of understanding of what the measure is actually tracking.

Best practices in measurement suggest that missing this step is where errors in understanding and reporting are most likely to occur as individuals may interpret the meaning of a measure differently if this is not clearly documented. For example a measure such as “Number of vulnerable persons receiving supports” is an interesting measure, however it is too vague, and the type of supports included in the measure is not clear. The dictionary will capture the specifics for each measure (Appendix “II”). Measures are being selected and defined in September 2017 with data collection occurring in parallel as each measure is confirmed.

Building the Year 1 Scorecard

The final step in the process to build the performance measurement framework is the report to Public Safety Committee in the form of a Year 1 Scorecard. This Scorecard Report will be presented to the Committee at the meeting on November 27, 2017.

The report will include the following key elements:

- Executive Summary – Overview of Year 1
- Our Scorecard
- Action on our Aspirations - Our Goals, Objectives and Recommendations (narrative)
- The Next Phase (narrative)
- Appendices (Updates on each of the 35 strategic initiatives and confirmation of measures for each)

The Scorecard section of the report (Appendix “III”) is intended to provide an “at-a-glance” update on progress for each priority. Data in the sample attached as Appendix “III” is indicative only and does not reflect actual performance. This is supported by the snapshot for each Strategic Initiative measure for each of the 36 initiatives. Narrative elements will support these scorecard snapshots with more detail on key success stories and challenges.

SUSTAINABILITY CONSIDERATIONS

Developing a performance measurement framework to assist with implementation of the City of Surrey Public Safety Strategy supports the Public Safety theme in the Sustainability Charter 2.0 allowing us to significantly deliver on all related Desired Outcomes and Strategic Directions outlined in the Sustainability Charter 2.0.

The Public Safety Strategy also supports the **Health and Wellness** theme. Specifically the strategy supports the following **Wellness and Recreation** Desired Outcome:

- DO3: Residents feel a sense of belonging and connectedness, and have opportunities for social interaction in their neighbourhoods and community.

CONCLUSION

This report outlines the process undertaken from March to September 2017 to build a new performance measurement framework for the Public Safety Strategy. The Public Safety Committee will receive a Year 1 Scorecard of progress for the strategy on November 27, 2017



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Director, Public Safety

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Appendix "I" – Sample Logic Models
Appendix "II" – Sample Measure Dictionary
Appendix "III" – Sample Scorecard Report Measures

Sample Logic Models

Program Name: Clayton Heights Activities Team (CHAT)

Program Objective:	What is the overall purpose of the program? (e.g., intended results in general terms)	To offer marginalized youth in the Clayton area an opportunity to build trusting relationships with adult allies, to become connected to community resources and support, to receive help to reduce housing instability or homelessness, and to receive support for school completion and developing employability.
Target Group(s):	What group(s) do you expect to change as a result of the program? (e.g., youth, seniors, businesses, general public)	Youth 13-18 years of age (Specifically at-risk or marginalized youth in the Clayton Heights Community)

Activities	Outputs		Outcomes			
	Short-term	Intermediate	Long-term			
<p>What services or activities does the program deliver? (e.g., providing information, training or other services)</p> <p>Participants are recruited through School District and other referral sources</p> <p>Participants are engaged in process of determining recreational activities & outings</p> <p>Thursday night events at Clayton Hall for 3 nights/month, 5 – 7:30 pm, including dinner plus One monthly outing</p> <p>Participants are connected to CRS and Rec Centre</p> <p>City of Surrey CRS staff deliver specific programs at Clayton Hall and As needs arise, PCRS staff connect youth to BeConnected and other resources for specific help</p>	<p>What are the tangible, direct products of the activities? (e.g., # of participants/events)</p> <p># of youth attending weekly drop-in</p> <p># of youth connected to other resources (PCRS ie housing, family conflict, school, substance abuse, etc)</p> <p># of youth signed up for CRS youth membership and/or # of participants from CHAT accessing City of Surrey services.</p> <p>Police reporting/calls to the Clayton Heights area due to nuisance behaviour by youth</p>	<p>What changes in the target group do we expect to occur in the short-term? (e.g., new knowledge, skills)</p> <p>Participants attend consistently</p> <p>Youth build meaningful relationships with staff</p> <p>Participants are willing to meet with staff one-to-one outside of weekly program</p> <p>Participants identify needs that the program can help address</p> <p>Participants experience safe, enjoyable programming</p> <p>Participants experience positive connection with City of Surrey Rec Services</p>	<p>What changes do we want to see occur after that? (e.g., changed behaviour)</p> <p>Increase in life skills and marketable skills: i.e. cooking, Food Safe, First Aid</p> <p>Employability increases, i.e. participant learns how to write a résumé, cover letter, how to job search, how to interview)</p> <p>Participants spend less time partaking in nuisance behaviours at Hillcrest Village Mall</p> <p>Participants identify adult allies with whom they have a positive relationship</p> <p>Youth access other PCRS resources through PCRS</p>	<p>What changes do we hope to see over time? (e.g., community-level impact)</p> <p>Truancy from school is reduced and/or youth reengage with school</p> <p>Participants graduate from school</p> <p>Participants find employment</p> <p>Participants feel stronger sense of belonging and attachment to school and community</p> <p>Participants feel increased sense of confidence and hope for their futures</p> <p>Negative behaviours are reduced (nuisance, social disorder, criminal activity)</p>		

Priority: Supporting Vulnerable People

<p>Program Objective:</p> <ul style="list-style-type: none"> • Addressing social challenges. • Helping vulnerable people become contributing members of the community. • Improving coordination of supports for vulnerable people. • Prioritization of services for high risk populations. 	<p>What is the overall purpose of the program? (e.g., intended results in general terms)</p>	<ul style="list-style-type: none"> • Addressing social challenges. • Helping vulnerable people become contributing members of the community. • Improving coordination of supports for vulnerable people. • Prioritization of services for high risk populations. 	
<p>Target Group(s):</p>	<p>What group(s) do you expect to change as a result of the program? (e.g., youth, seniors, businesses, general public)</p>	<ul style="list-style-type: none"> • Vulnerable people including victims of domestic violence, the homeless, those with substance use and mental health challenges. • High Risk Offenders (HROs). • Families and victims. • Social Services/Coordinated Response Agencies. • Businesses in high risk areas. 	
Activities			
<p>What services or activities does the program deliver? (e.g., providing information, training or other services)</p> <ul style="list-style-type: none"> • Awareness raising/education (NEVR/ICAT) • Coordinated interventions (ICAT/SMART/SOT) • Referrals and access to services • Dedicated, onsite resources • Agency meetings • Case management planning (ICAT/SMART/SOT) • Work with social service agencies to create more supports 	<p>What are the tangible, direct products of the activities? (e.g., # of participants/events)</p> <ul style="list-style-type: none"> • # of people reached through training, conferences, social media etc (NEVR) • # of naloxone kits distributed • # of times naloxone administered • # of meetings between agencies (ICAT/SMART/SOT/NEVR) • # of HROs identified • # of referrals • # of case/action plans • MOU with BC Housing for increased stock of shelters/housing 	<p>What changes in the target group do we expect to occur in the short-term? (e.g., new knowledge, skills)</p> <p>Target group shows increased knowledge & awareness of domestic violence (NEVR/ICAT)</p> <p>Victims of domestic violence are connected to services</p> <p>Reduced number of overdose deaths</p> <p>Persons from 135A moved to shelters</p> <p>Reduction in imminent risk</p> <p>Commitment of BC Housing for additional housing units</p>	
Outcomes			
		Intermediate	Long-term
		<p>What changes do we want to see occur after that? (e.g., changed behaviour)</p> <p>Families and advocates are identifying and preventing/taking action on domestic violence incidents</p> <p>Number of days that people are in 135A encampment are decreasing</p> <p>Decrease in number of people who are resistant to services</p> <p>Reduction in business closures</p> <p>Reduction in violent assaults (ICAT/SOT)</p> <p>Increase in individuals completing case plan.</p> <p>Construction of additional shelter/housing units.</p>	<p>What changes do we hope to see over time? (e.g., community-level impact)</p> <p>Reduced vulnerability for target groups</p> <p>Number of days without incidents has decreased for HROs (SMART/ICAT/SOT)</p> <p>Decrease in domestic violence incidents</p> <p>Increased availability of shelters/housing units</p>

Sample Measure Dictionary

Priority Area	Measure Name	Owner <i>(name of the person responsible for ensuring this measure is reported)</i>
Supporting Vulnerable People	Referrals to service providers	Director Public Safety
Collecting Now	Strategic Initiative <i>(which programs/initiatives it supports, and brief description of how it demonstrates outcome/output/result)</i>	
Yes	This supports the City Centre Response Plan strategic initiative and relates specifically to the Surrey Outreach Team (SOT) component of the plan. Bylaws and RCMP staff in the SOT are making regular referrals to service providers for the street entrenched vulnerable populations and this measure tracks the completion of these referrals for further supports. The outcome this supports is that street entrenched populations access to service is improved.	
Measure Description <i>(what does the measure include/exclude, what is actually being measured, be specific)</i>		
This measure includes only referrals made by Bylaw and RCMP staff working with the 135A area street entrenched population in the encampment. It includes referrals for any type of services including mental health assessments, sobering services, addiction treatment, housing and shelter supports, or other social service providers. It only includes documented referrals where the Bylaw or RCMP member completed the referral process and ensured contact was made to the referral agency to make them aware of the referral. It does not include referrals made by Fraser Health or other service agencies.		
Frequency	Unit Type	Polarity
Weekly	Number	Increasing trend in completed referrals
Measure Formula <i>(how specifically is it calculated?)</i>		
Cumulative sum of documented referrals in Bylaw database + cumulative sum of documented referrals in RCMP database = Referrals to service providers		
Data Source <i>(what databases or locations is the data saved in, collected from?)</i>		
Cityworks Bylaw database, offline tracking spreadsheets for Bylaws, Prime and other offline tracking sheets for RCMP		
Data Quality <i>(how reliable are the data?)</i>		Data Collector <i>(name of the person responsible for pulling the data and reporting it)</i>
High – data is tracked frequently and overseen by management		Bylaws Services Manager, RCMP Crime Analysts
Baseline		Target
Yes		To be confirmed upon review of historical data

Sample Scorecard Report

DISCLAIMER: Data shown below is for illustrative purposes only and will be updated with actual performance data in the November Scorecard Report.

Public Safety Scorecard		SAMPLE DATA ONLY		narrative description of trendline/status	
Outcome	Priority Measure	actual	status	actual	status
Youth engage in positive life choices	Youth Graduation Rates	 89.0%	✓	The current trend is for stable school completion rates which do not change significantly year on year	
	Youth Truancy Rates	 4.1%	✓	Rates for BC of the population not attending school who have not yet graduated average 4%	
Reduced victimization	Offences Against Seniors	 2.0%	●	The measure is trending.... (tbc)	
	Property Crime Rate	 5.0%	●	Property Crime had a year on year increase of 5% in 2016	
Ensure Safe Places		SAMPLE DATA ONLY		narrative description of trendline/status	
Outcome	Priority Measure	actual	status	actual	status
Safer Neighbourhoods	Rate of Distressed Properties	 3.0%	●	The measure is trending.... (tbc)	
	Fatalities resulting from traffic collisions	 15.0%	●	The measure is trending.... (tbc)	
Safer Roads	Serious injuries resulting from traffic collisions	 25.0%	✓	The measure is trending.... (tbc)	
	Rate of Traffic Law Compliance	 21.0%	✓	The measure is trending.... (tbc)	

Build Community Capacity

Outcome	Priority Measure	actual	status	narrative description of trendline/status
Participation in Community	Utilization of City Facilities	45.0%	✓	The measure is trending.... (tbc)
	Proximity to Amenities	64.0%	✓	The measure is trending.... (tbc)
Resilience and Belonging	Sense of Community Belonging	54.0%	✓	The majority of Surrey residents report a strong sense of belonging in their community
	General Health Rating (self-rated)	83.0%	✓	Respondents in Surrey rate their general health as good, very good or excellent at a rate of 83%

Support Vulnerable People

Outcome	Priority Measure	actual	status	narrative description of trendline/status
Decrease Domestic Violence	Domestic Violence Incident Rate	5.2%	●	The measure is trending.... (tbc)
	Street Homelessness in Surrey	203	✓	The number of street homeless based on the 2017 Survey in Surrey was 203 out of a total homeless population of 602
Decrease Homelessness	Shelter Spaces Occupied	355	●	The number of individuals in shelters based on the 2017 Homelessness Count in Surrey was 355 out of a total population of 602
	Prevent Overdoses	111	●	The measure is trending.... (tbc)

LEGEND

- Insufficient progress or no progress toward target
- Sufficient progress toward target
- ✓ Target achieved
- Target