

NO: P002

DATE: March 4, 2019

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## **PUBLIC SAFETY COMMITTEE**

**TO: Mayor & Council**

**DATE: March 1, 2019**

**FROM: General Manager, Parks, Recreation & Culture**

**FILE: 7450-30**

**SUBJECT: Surrey Anti-Gang Family Empowerment Program Update**

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## **RECOMMENDATION**

The Parks, Recreation & Culture Department recommends that Council receive this report for information.

## **INTENT**

This report provides an update on implementation of the Surrey Anti-Gang Family Empowerment (“SAFE”) Program. It outlines work completed to date by the City and its partners to deliver new services to support children, youth and families and divert young people from pathways into gang involvement. This report also outlines the rationale for Council to appoint a liaison to participate in the SAFE Program Leadership Group.

## **BACKGROUND**

In July 2018 the City and several partner organizations held a series of workshops that led to the development of a new service delivery model to address gang violence plaguing the region. This new model outlined a continuum of services including prevention – intervention – enforcement – research to address the gang issue and deliver services that support children, youth and families in Surrey. This model formed the basis of two successful applications for funding to Public Safety Canada to support the SAFE intervention programs and to support research delivered in partnership with Simon Fraser University (“SFU”). The City will continue to advocate for support for the prevention and enforcement elements of the model. The goal is to disrupt the pathways into gang involvement and gang violence for identified populations at greater risk due to their neighbourhood, culture, gender or other risk factors.

In late 2018, the Parks, Recreation and Culture Department established the Community Safety team (formerly the Public Safety Strategies Team) under the Community Recreation Services division, to manage and deliver the SAFE Program and other community safety initiatives. On December 7, 2018, the Public Safety Committee received P003;2018 Public Safety Strategy – Moving Forward on Integration and Alignment (report attached as Appendix “I”) and endorsed alignment of identified elements of the Public Safety Strategy within the Parks, Recreation & Culture Department.

On January 22, 2019, Mayor and Council hosted an event at City Hall, in partnership with the Government of Canada to announce that the City and its partners had secured \$7.5M in funding over five years to support the SAFE Program. The SAFE Program includes 11 initiatives delivered by the City and its nine partners. Delivery of these programs will be anchored at a new SAFE Centre to be located at the City Centre campus of Kwantlen Polytechnic University (“KPU”). The Centre will be operated in partnership with KPU to support collaborative delivery of SAFE from Spring 2019.

**DISCUSSION**

The SAFE Program is a partnership model delivered by the City, Surrey School District, police, academic institutions and not-for-profit community-based service providers. Together, the interventions in the SAFE Program will enhance coordination among stakeholders; target at-risk children and youth and their families; deliver evaluative, outcome-based programming that is culturally and gender-specific; and prioritize neighbourhood and cultural context in program delivery.

SAFE is made up of 11 separate program interventions including the SAFE Centre (Appendix “II”). A brief description of each program is provided in Table 1.

**Table 1. SAFE Program Elements**

<b>Program Element</b>	<b>Lead Agency</b>	<b>Program Description</b>
SAFE Centre	City of Surrey	The centre is the physical location from which program partners will deliver services and coordinate delivery. It is a partnership with KPU and is located at the City Centre KPU Campus.
Children and Youth At Risk Table (CHART)	City of Surrey	CHART is a weekly meeting of partners to receive referrals from partner agencies and provide necessary services to children, youth and their families. CHART will be delivered from the SAFE Centre which will host all meetings and program activities.
Female Youth Gang Intervention Team	Pacific Community Resources Society	The project will add a specialized female gang intervention worker to an existing youth sexual exploitation program that focuses on young girls, ages 12-19, who are currently involved in the sex trade, and gangs or who are at risk of gang involvement.
South Asian Family Strengthening Team	Options Community Services Society	The project provides social workers from immigrant backgrounds to support parents of at-risk and gang involved youth in the Newton area, with a focus on immigrant and refugee families
Youth and Parent Outreach Team	Surrey RCMP	Intervenes with youth, aged 9-13, exhibiting early risk factors for crime and gang involvement, and includes outreach to the youths’ families. The Team will include specialist youth outreach workers and be led by Surrey RCMP.

Clinical Counselling for At Risk Cultural Populations	Simon Fraser University	Services include risk assessment, case management, and consultation services to individual children, youth and families.
Clinical Counselling	DIVERSEcity Community Resources Society	Provides multi-systemic therapeutic clinical counselling services for immigrant and refugee children, youth and families (with a focus on those from South Asian and Arabic countries).
Intercultural Family Intervention	Progressive Intercultural Services Society	Outreach workers receive referrals and proactively undertake outreach to children, youth and families with high risk factors for gang involvement living in the Newton area and from immigrant and refugee backgrounds.
Clinical Program/Caregiver Education	School District 36	Includes bi-weekly workshops and supports using attachment theory to build healthy family relationships for at-risk children and youth with identified gang involvement or precursors to gang affiliation.
High Risk Youth Justice Program	Options Community Services Society	The program provides life skills training and support to children and youth, in and out of school time (including evenings). Services include mentorship, education programs and monitoring services for youth on probation or required to deliver community service hours.
Peer Leadership Program	School District 36	Led by the school district this program provides leadership opportunities for alumni of at-risk youth programs to mentor and build life skills for middle years youth in target communities with defined vulnerabilities.
Youth Hub and Social Enterprise	Solid State Community Society	The Youth Hub focuses on immigrant and refugee children and youth and provides access for at-risk individuals to build life and employment skills and create social enterprises

## Implementation Update

Multiple program elements for SAFE are being advanced simultaneously to ensure rapid project implementation and put in place the new services for children, youth and families in Surrey.

### 1. Funding

A Contribution Agreement is in place with Public Safety Canada and the first funds have been received to support the SAFE Program. Initial advances for the first quarter (January – March 2019) have been provided to all partners. Work is underway to prepare the necessary forecasts for the 2019/20 fiscal year to ensure prompt receipt of the advance for the period April – June 2019 from Public Safety Canada.

Early implementation also focused on confirming the budget allocations for each of the SAFE initiatives and partner organizations to ensure compliance with the federal rules. These budgets are now confirmed.

2. SAFE Program Leadership Group

A Program Leadership Group has been established to oversee SAFE and provide policy direction and guidance for service delivery partners. The SAFE Program Leadership Group is made up of senior staff representatives of the City and the nine funded partner organizations.

*Council Liaison*

The Mayor has appointed Councillor Annis to act as Council Liaison to the SAFE Program Leadership Group. The Council Liaison would participate in all meetings. This would provide a mechanism for direct input from Council to the SAFE Program.

3. SAFE Centre

The SAFE Centre is being established in partnership with KPU at their City Centre campus. A lease agreement has now been finalised for the City to lease almost 10,000 square feet of multipurpose space on one floor of the campus. The SAFE Centre will house the City staff assigned to manage and deliver the SAFE program and will host all meetings related to the SAFE Program Leadership Group, the Children and Youth At-Risk Table and other program activities. The collaborative workspace available in the Centre will be instrumental in ensuring a collaborative and integrated delivery model for all of the SAFE initiatives. As well there is space to host workshops and events to support the goals of the SAFE Program.

The Centre is expected to be operational in Spring 2019 after construction work is completed. An event will be planned for the official opening of the Centre and may include a workshop or symposia format to enable learning opportunities for partners and other stakeholders.

4. Children and Youth At-Risk Table (“CHART”)

This new program under SAFE establishes a situation table to receive referrals for children, youth and their families and prioritise services for at-risk individuals. It is made up of the nine SAFE funded partners and four other social service and government agencies who deliver services to the target population. Other members include the Ministry of Children and Family Development (“MCFD”), Combined Special Forces Enforcement Unit (“CFSEU-BC”), Pathfinders Youth Centre Society, and the Fraser Region Aboriginal Friendship Centre Association (“FRAFCA”).

CHART will operate using a similar model to the Surrey Mobilization and Resiliency Table (“SMART”) and is governed by a Privacy Impact Assessment, which has been completed. As well, a Common or Integrated Program Agreement, will be signed by each CHART member to manage the highly confidential information involved in the program delivery. All but two of the CHART members have signed the agreement to date. The first working meeting for CHART will occur in mid-March to discuss the first cases.

5. Partner Set Up

Much of the early implementation focused on the set up of relationships with each of the partner organisations involved in SAFE. This includes completion of Memoranda of Understanding (MOU) with each of the funded partner organizations.

## 6. Evaluation

Managing program delivery and performance is a priority for the SAFE Program. Staff have developed an evaluation framework to be submitted to Public Safety Canada for approval. The evaluation framework outlines the key performance measures for all of the SAFE Program elements and puts in place processes for the partners to track performance throughout the project life cycle.

## **Next Steps**

The first funding period under the contribution agreement comes to an end on March 31, 2019. Staff are preparing the necessary documentation to report on the initial establishment of the SAFE Program to Public Safety Canada. Receipt of these reports will trigger the next advance of funding for the period April – June 2019.

## **Research**

The City of Surrey also received \$122,000 in research funding from Public Safety Canada for a joint project with SFU researchers that will use existing data to implement new approaches for community organisations to divert youth from gang involvement. This aspect of the project is called Altering Pathways to Youth Gang Involvement and Violence: Building a Foundation for Evidence-Based Policy. The research project is well underway and SFU researchers have been compiling data on gang affiliated individuals in the justice system to assess their social networks and determine key risk factors and triggers for gang involvement.

This research is being used to inform not-for-profit community-based service providers to improve their early identification and intervention with children, youth and families to disrupt their pathways into gangs. A series of workshops are planned with practitioners to help them better leverage the available research data to improve their risk assessments and better target interventions for at risk populations. Funding for this project was for the 2018/19 fiscal year only and the project will be completed by March 2019.

## **SUSTAINABILITY CONSIDERATIONS**

The work of the SAFE Program supports the objectives of the City's Sustainability Charter 2.0. In particular, this work relates to Sustainability Charter 2.0 themes of Public Safety and Health & Wellness. Specifically, this project supports the following Desired Outcome ("DO") and Strategic Direction ("SD"):

- Public Safety DO5: Surrey is recognized and perceived as a leader in establishing and maintaining collaborative partnerships for community safety and wellbeing.
- Public Safety DO4: Local residents and businesses are connected and engaged within their neighbourhoods and with the broader community – including police, public safety partners and social service agencies – to enhance safety.
- Public Safety SD3: Ensure programs, policies and initiatives exist along the public safety continuum, and support the entire community.
- Health & Wellness DO5: Services and programs are responsive to shifting health and social needs, and local and external factors.

## CONCLUSION

The SAFE Program is an important initiative for the City that will directly address the gang violence that is plaguing the region. With \$7.5M in funding over five years from the Government of Canada, the City and its partners are working quickly to put in place the new initiatives that will deliver enhanced services to children, youth and families in Surrey at risk of gang involvement.

The Program is made up of 11 separate initiatives delivered by the City and its nine partners anchored in the SAFE Centre located in the City Centre, which is anticipated to be operational in Spring 2019. The Parks, Recreation and Culture Department will provide regular updates to Council on program implementation. Over time the SAFE program will have a measurable impact on gang violence in the community reducing the reach of gangs in the community and creating a community where citizens are safe and engaged.

Laurie Cavan  
General Manager,  
Parks, Recreation & Culture

Appendix "I" - P003; 2018 Public Safety Strategy – Moving Forward on Integration and Alignment  
Appendix "II" SAFE Program Outline

NO: **P003**

DATE: **December 10, 2018**

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**PUBLIC SAFETY COMMITTEE**

TO: **Mayor & Council**

DATE: **December 7, 2018**

FROM: **General Manager, Policing Transition  
General Manager, Parks, Recreation & Culture**

FILE: **7450-30**

SUBJECT: **Public Safety Strategy – Moving Forward on Integration and Alignment**

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**RECOMMENDATION**

The General Manager, Policing Transition and the Parks, Recreation & Culture Department recommend that the Public Safety Committee:

1. Receive this report for information; and
2. Endorse the alignment of identified elements of the Public Safety Strategy within the Parks, Recreation & Culture Department and other departments as described in Appendix "III".

**INTENT**

The purpose of this report is to inform the Public Safety Committee of the current structure of the Public Safety Strategy (the "Strategy") and recommend the alignment of identified elements of the Strategy within the Parks, Recreation & Culture Department.

**BACKGROUND**

The Public Safety Strategy was launched in 2016 (Appendix "I"). The intent of the Strategy was to bring together all City departments and partners from across the community (government and non-profit agencies) to collaboratively approach and respond to four strategic priorities - Preventing and Reducing Crime, Ensuring Safe Places, Building Community Capacity and Supporting Vulnerable People. During the formation of the Strategy, 34 strategic initiatives were developed and embedded within various City departments, aligned under the four priorities and jointly managed by a Public Safety Working Group. Performance measures to track the progress of each initiative were also developed and reported on publically, along with updates on progress on the Strategy (Appendix "II").

The Strategy was designed to respond and adapt to the City's public safety priorities that change over time. As strategic initiatives were developed and operationalized they transitioned into core operations within partner organizations or City departments. Other strategic initiatives were intentionally time bound with specific goals. Examples of the time bound strategic initiatives are outlined below.

- Implementing the City Centre Response Plan – Surrey Outreach Team. This initiative involved establishing the Surrey Outreach Team (24 hrs a day, 7 days a week) to respond to issues in the 135A Street area. The Surrey Outreach Team continues to monitor the area. The Corporate Services department – Public Safety Operations and RCMP lead this aspect of the initiative.
- Establish modular housing to provide services for street entrenched individuals experiencing homelessness. The housing aspects of this initiative are now led by the Planning and Development department.
- The Gang Exiting and Outreach Program, a pilot project in conjunction with the Combined Forces Special Enforcement Unit, (“CFSEU”) provides support to adult gang members seeking to leave the gang lifestyle. Supports include, but are not limited to, clinical counselling, employment skill training, mental health and addictions support, life skills training and tattoo removal. The pilot is almost complete, and CFSEU is seeking ongoing funding. The program will now be embedded in CFSEU and the City will no longer play an active role.
- The Opioid Overdose Research Project is led by the Surrey Fire Service and delivered in partnership with Statistics Canada. This project identified the risk factors for individuals who have died through opioid overdose in Surrey. The data will be operationalized by determining appropriate policy and program responses to reduce overdoses and deaths.
- Delivering the Task Force on Gang Violence Prevention in order to review the factors influencing the gang violence issues in Surrey and the region, and recommend direct actions to address these. This initiative has now concluded.
- Building on the Task Force on Gang Violence Prevention, the City and its partners developed a new suite of gang intervention programs - the Surrey Anti-Gang Family Empowerment (SAFE) Program. Federal and Provincial funding will be sought to support the SAFE Program.

In addition to the initiatives embedded in the Public Safety Strategy, most departments offer initiatives designed to enhance safety across the City. For example, the Parks, Recreation & Culture Department leads a number of community development and enhancement initiatives, such as:

- Early Years Festival (connecting families to resources);
- Positive parenting workshops;
- Youth leadership development;
- Neighbourhood engagement;
- Youthfest;
- Band Aid(youth music mentorship);
- Youth Speak Up;
- Volunteer recruitment and training; and
- Seniors Safety Forums.



## DISCUSSION

Within the City structure, the Public Safety Strategy has been managed by the Public Safety Department, alongside Public Safety Operations (responsible for Bylaw and Community Enforcement, Licencing, Animal Control and Corporate Security), and RCMP Support Services Division. Each of these three divisions reported to the General Manager, Public Safety.

The Public Safety Strategy was established as a mechanism to address public safety challenges in a comprehensive, collaborative and measurable manner. As initiatives were developed they have been, from the start, integrated into core operations of various City departments. It is now timely to fully integrate the various aspects of the Strategy into City operations.

Further, as the strategic priorities of the City shift to focus on the transitioning from the Surrey RCMP to an independent municipal police department, it is necessary to ensure the City structures and resources are aligned to deliver on this priority while maintaining the strong elements of the Public Safety Strategy. To accommodate this, in November 2018, initial organizational changes were announced. This included assigning the General Manager, Public Safety as the General Manager, Policing Transition. It also included moving Public Safety Operations into the Corporate Services Department.

As a next step, and to allow for the alignment and integration of necessary programs within the Strategy, staff recommends moving the initiatives and activities of the Strategy into core operations of various City departments. This will allow sufficient resources and attention be dedicated to the policing transition project. Appendix "III" outlines which departments would be responsible for all aspects of each of the strategic initiatives, including maintaining current performance measures which track program effectiveness.

Staff further recommends that several key initiatives, as well as the management of necessary aspects of the Strategy be integrated in the Parks, Recreation & Culture Department. This would include:

- Merging all aspects of the communications role the Public Safety Strategy team currently provides with current structures in PRC. This includes responding to queries from community members, community agencies, the media and other levels of government;
- Moving all necessary information and resources to a community safety section on the City website. Given the move to program implementation the web presence will focus on community safety. The Public Safety Strategy documents will continue to be available on that section of the website, although new programs will not be branded as a "Public Safety Strategy".
- Inter-governmental liaison, advocacy and sourcing Provincial and Federal Funding for public safety priorities and programs;
- Tracking and maintenance of the performance measurement framework which tracks key performance indicators;
- Responding to community safety priorities and collaborating on community-wide responses;
- Developing new and innovative approaches to community safety;

- Delivery of any new community safety programs funded by the City by grants received from Federal or Provincial Government in the future; and
- Operation of all integrated services programs led by the City including Surrey Mobilization and Resiliency Table (“SMART”), the Community Action Team (“CAT”) on Opioids, Whalley Integrated Services Team (“WIST”), Newton Integrated Services Team (“NIST”).

## SUSTAINABILITY CONSIDERATIONS

The Public Safety Strategy supports the objectives related to the Sustainability Charter 2.0. In particular, this work relates to Sustainability Charter 2.0 theme of Health & Wellness. Specifically, this project supports the following Desired Outcome (“DO”):

- Health & Wellness DO5: Services and programs are responsive to shifting health and social needs, and local and external factors.

## CONCLUSION

As stated, the Strategy was developed to evolve as initiatives were developed and priorities shifted. With the transition to an independent municipal police force underway, the recommendations contained within this report allow important aspects of the approach to be further integrated into City departments to allow for continued success.

Therefore, it is recommended that the Public Safety Committee:

- Receive this report for information; and
- Endorse the alignment of identified elements of the Public Safety Strategy within the Parks, Recreation & Culture Department and other departments as described in Appendix “III”.



Terry Waterhouse  
General Manager, Public Safety



Laurie Cavan  
General Manager,  
Parks, Recreation & Culture

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Appendix “I” – Public Safety Strategy (**appendix available upon request**)  
Appendix “II” – Public Safety Progress Report (**appendix available upon request**)  
Appendix “III” – Public Safety Strategy Strategic Initiatives Overview (**appendix available upon request**)

## SAFE Program Outline

# SAFE

The Surrey Anti-Gang  
Family Empowerment Program

SAFE is an evidence-based, multi-agency program designed to address and prevent youth gang violence.

SAFE programs will:

- address program gaps with innovative new services;
- build on effective existing programs;
- coordinate support for families across agencies; and
- evaluate programs for continuous improvement of services.

SAFE is supported by the Government of Canada in an innovative partnership with municipal government to deliver local solutions that meet the specific needs of our community.

### PARTNERS

SAFE programs will be delivered in partnership with the following organisations:

- » City of Surrey
- » DIVERSEcity Community Resources Society
- » Kwantlen Polytechnic University (KPU)
- » Options Community Services Society
- » Pacific Community Resources Society (PCRS)
- » Progressive Intercultural Services Society (PICS)
- » Royal Canadian Mounted Police (RCMP)
- » Simon Fraser University (SFU)
- » Solid State Community Society
- » Surrey Schools District 36

### PROGRAMS

There are eleven programs within SAFE that will be delivered in the community:

- » SAFE Centre – Collaboration Hub
- » Children and Youth At-Risk Table (CHART)
- » Clinical Counselling
- » Clinical Counselling / Caregiver Education
- » Female Youth Gang Intervention Program
- » High Risk Youth Justice Program
- » Intercultural Family Intervention
- » Peer Leadership Program
- » South Asian Family Strengthening Team
- » Youth and Parent Outreach Team
- » Youth Hub and Social Enterprise

SAFE programs support children and youth to divert them from pathways to gang involvement. Family supports are also provided in target neighbourhoods to build resiliency against gang violence. Some programs deliver culturally appropriate support to groups at higher risk for involvement in Lower Mainland gangs.





### SAFE CENTRE

The SAFE Centre is a partnership with Kwantlen Polytechnic University to establish a new collaborative hub. The new CHART group will operate from the SAFE Centre.

In addition to hosting CHART, the SAFE Centre will:

- » facilitate learning;
- » host workshops and community meetings; and
- » provide integration of service delivery.

The SAFE Centre will be located within the new Kwantlen Polytechnic University (KPU) campus in Civic Plaza in the City Centre.



### CHILDREN AND YOUTH AT-RISK TABLE (CHART)

CHART will provide an integrated and collaborative mechanism for partners to work together to support children, youth, and families.

CHART will facilitate the process for partners to:

- » identify and assess needs;
- » develop case plans;
- » provide tailored interventions;
- » coordinate access to the referred programs; and
- » monitor progress for children and youth receiving support.

Collaboration • Interventions • Solutions