Designing a way to Evaluate Safety, Cleanliness & Inclusion Initiatives in Prince George

EVALUATION REPORT

City of Prince George

This document has been prepared by Coeuraj, a consultancy firm and transformation practice that worked with the Prince George community to develop the Prince George Safety, Cleanliness, and Inclusion (PGSCI) Evaluation Framework. This work was funded by the COVID-19 Restart Funding For Local Governments - Strengthening Communities' Services Grant, administered by the Union of BC Municipalities.

We'd like to respectfully acknowledge that this work took place on the unceded ancestral lands of the Lheidli T'enneh on whose land we live, work and play.

We hope that this work contributes to a thriving community for all peoples in Prince George and inspires collective action to address issues and inspire change in downtown Prince George.

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Glossary of Key Terms

Baseline information that provides the basis for comparison of the situation at the beginning of an evaluation. Baseline information is used for comparison in future and ongoing evaluations.

Change Logic describes the chain of assumed causes and effects that explain how an intervention, or an initiative, will achieve its desired impact. A change logic explains *how* and *why* we think an intervention will work (see *Theory of Change* and *Logic Model*).

Data information in the form of facts, numbers, and stories that are collected, manipulated, and analyzed to produce findings and inform conclusions and improvement options.

Evaluation assessment of an ongoing or completed project, program, intervention, or policy.

Evaluation Framework a set of principles, tools, and processes for designing and conducting evaluations within a specific scope of change and impact.

Evaluation Questions high-level questions that an evaluation is designed to answer.

Evaluation Sprint a condensed timeframe for collecting baseline data which aims to rapidly test and prototype the Evaluation Framework.

Impact positive and negative effects produced by a program or intervention. Impact can be intended or unintended.

Indicator qualitative or quantitative factor or variable that measures achievement or reflects changes connected to an intervention.

Intervention an activity, program, project, or action that is introduced into a system to achieve some result.

Logic Model a visual representation of the resources, activities, outputs, outcomes, and impact of a program, depicting the relationships between a program's activities and its intended impacts.

Method a combination of tools and processes that are used to collect qualitative and quantitative data in a consistent, rigorous manner.

Theory of Change (ToC) a representation of how and why a desired change is expected to happen in a particular context.

Executive Summary

This document describes the development of Prince George's Safety, Cleanliness and Inclusivity (PGSCI) Evaluation Framework and presents the results of a pilot evaluation used throughout the sprints to test the framework and gather data on current interventions. The evaluation framework focused on three main evaluation questions:

1. Do the current interventions contribute to the systems change we want to see?
2. Are we allocating resources effectively to contribute to this change?
3. Where do we need to go to realize our shared vision for safety, cleanliness, and inclusion?

Part One of this document provides a high-level description of the participatory co-design process that was used to develop the framework. This presents the origin story demonstrating how the framework was collaboratively developed with community stakeholders in Prince George. The framework intends to be a resource to support community organizations in conducting evaluations of Safety, Cleanliness and Inclusivity initiatives. It includes detail on the process and content used to generate the evaluation questions and data collection methods, and the results and community interpretations from the Collective Sensemaking Workshop.

The significant outcome of the co-design process was a Systems Theory of Change (ToC), which was created by the representatives of the community for the community. The ToC not only describes a shared vision for a safe, clean and inclusive downtown it outlines the desired process for realizing this vision in terms of intermediate outcomes and impacts. The ToC provides a firm base for the evaluation framework as it enables organizations to answer questions such as "are we doing the right things, in the right way" by providing a community-defined reference for what "the right way" is. The rest of the evaluation framework was developed to include the definition of program-specific evaluation questions whose answers will generate actionable insights and tools for selecting data indicators and data collection methods to gather the evidence to answer the questions.

A design requirement of Prince George's Safety, Cleanliness and Inclusivity Evaluation Framework was that it enables agencies to evaluate programs based on their performance in achieving specified results and also based on their contribution towards generating positive impacts and a systems or population level. This led to the second key concept of the framework, splitting evaluation across two streams:

1. Program Evaluation: Provides tools and processes for tracking progress and determining the results of individual interventions.
2. Systems Evaluation: This is not associated with any specific program or initiative and is aimed at observing and quantifying change in systemic conditions.

Further description of the conceptual basis of the PGSCI Evaluation Framework and practical guidance and tools for planning and conducting evaluations using the framework is provided in the accompanying *Guidebook*.

Part Two is a more detailed report of the pilot study, conducted over a series of evaluation sprints. The purpose of these sprints was to "field test" the evaluation framework and its data collection methods by gathering a baseline of evaluation data for three interventions and relevant systems-level impacts:

- The Community Safety Hub
- Downtown Prince George Clean-up
- Increased Bylaw Presence Downtown

For each intervention, the report presents the assumed Change Logic (i.e. the mechanism by which the intervention activities are expected to achieve the intended results) and also shows how evaluation questions were selected to define the scope of the evaluation and the types of data that would be collected to address these questions. The report describes the results of the pilot evaluation by reviewing each evaluation question together with the associated data and provides a discussion of interpretations of the data that integrates feedback from the Community Sensemaking Workshop. Finally, an overall synthesis of key findings and associated improvement options are presented for each intervention.

The evaluation results of each intervention were different, leading to distinct improvement options that are described fully in Part Two of this document. However, at a very high level, the findings showed some common themes relevant to each of the three main evaluation questions:

Do the current interventions contribute to the systems change we want to see?

Overall, the evaluation indicated that stakeholders saw value in all three interventions; however, there was a polarization of viewpoints on the community perception of the effectiveness and utility of all three interventions. It was evident that the community had a common vision of change and was aligned in the hopes for Prince George however, the pathway to achieve this vision of change remained divided. Specifically:

Community Safety Hub

- The Community Safety Hub was considered to make positive contributions to cross-sector collaboration in Prince George.
- A small subset of social agencies showed skepticism regarding the value of the hub due to the need to balance differing mandates, priorities, and levels of commitment from each participating group.
- Stakeholders expressed that the Community Safety Hub needed a stronger mandate for there to be greater alignment among participants and a process to deal with conflicts between organizations.

Downtown Prince George Clean-up

- The community does feel that the clean-up service is working but that more is needed in terms of delivery (more staff, more frequent patrols) and support to make more notable impacts on the issue of cleanliness.

Increased Bylaw Patrol

- There is a perception that things would be worse without Bylaw's presence downtown; although the perception of value represents a majority opinion it is not one that is shared, and unsheltered individuals had a negative perception of Bylaw officers.
- Relationships between Bylaws patrol and the unsheltered community are strained, despite Bylaw services stating that their work is increasingly focused on relationship building.

Are we allocating resources effectively to contribute to this change?

Participants saw value in all three interventions and wanted them to continue; however, the ability to fully understand how resources are being used and the conditions and operations within each intervention are restricted by insufficient, incomplete, or unclear program data. The following resource allocation improvement options emerged:

- The current capacity of the downtown clean-up service is insufficient to meet the volume of incidents and needs more resources to meet the demand.
- More resources should go into coordinating the Community Safety Hub so that there is a clearer mandate and mission.
- Community Safety Hub partner agencies are not using the CSH as a resource to self-organize collaborative meetings or co-work between themselves and this resource could be better used by more members of the community.
- The Bylaw patrol officers should receive more formalized training to better relate and work with unsheltered individuals.
- For all interventions, it is recommended that there is an increased emphasis placed on improved data practices.

Where do we need to go to realize our shared vision for safety, cleanliness, and inclusion?

The evaluation highlighted a few key focus areas for the community to realize its shared vision, specifically by addressing the root causes of the key issues and conditions holding the problems in place:

- There needs to be greater ownership of shared, community responses to key challenges as opposed to siloed responses or expectations that The City is responsible for all cleanliness, safety, and inclusion initiatives and responses.
- Increasing the community's perception of cleanliness is an outcome that lies at the intersection between the performance of the clean-up service intervention and the system-level impact of making all people within the community feel safer and more welcome downtown.
- There are also cleanliness options, including more garbage and needle disposal bins, which are then emptied more frequently, and public access to washrooms.
- Housing availability and affordability and social connection and reducing the stigma of unsheltered peoples remains at the root of the issues in downtown Prince George and need to be addressed for all peoples to experience belonging and connectedness
- The relationship between Bylaw officers and the public, especially unsheltered peoples, needs improvement.
- People feel greater belonging and ownership of the outcomes of Prince George the more they connect with the community – there should be more emphasis placed on community events, convenings, and opportunities for all members of the community to interact

The results demonstrate that the Prince George Safety, Cleanliness, and Inclusion (PGSCI) evaluation framework, alongside quality data, has the potential to generate useful insights to improve interventions. However, the true value of the framework can only be realized over time. Only repeated measurements of chosen indicators, over regular periods, can demonstrate that change has occurred, in either program performance or systemic conditions.

Part one: Developing the Evaluation Framework

Introduction

The City of Prince George is dealing with numerous complex and interrelated social issues impacting safety, cleanliness, and inclusion for all members of the community. As a result, the City has funded and implemented a variety of interventions aimed at increasing health, well-being, and safety in the community. Currently, there is no formal system in place to measure outcomes and impact – up to this point, it has not been clear what should be measured, or what constitutes success.

In 2021, The Civic Initiatives & Partnerships division of the City of Prince George initiated a co-design process to develop an evaluation framework to determine whether the City's safety, cleanliness, and inclusion (SCI) interventions are achieving their desired results and supporting systems change, as defined by the community of Prince George.

An evaluation framework is a system of goals, methods, and indicators that are used to support decision-making and improve service delivery. This allows an organization to better understand their interventions in terms of explicit outcomes and provides tools and indicators that can be used to demonstrate progress towards creating positive change in the community. Gathering data and evidence enables the organization to continuously learn from their actions and make informed, strategic decisions to deliver the best services possible to those who need them.

Developing the evaluation framework entailed five phases:

4. Mobilizing stakeholders to build relationships across the system and play an active role in defining this work.
5. Setting the context through focused secondary and primary research to better understand what interventions exist, challenges experienced in the community, and any existing evaluation processes.
6. A series of co-design sessions to enable stakeholders to collaborate on a Theory of Change (ToC) and corresponding evaluation framework, including indicators of change and methods for evaluating them.
7. A series of 'evaluation sprints' to test the framework through a prototype evaluation of three City interventions
8. A final phase of summarizing the evaluation framework and synthesizing key findings and recommended next steps and reporting them into this document and the accompanying Evaluation Guidebook.

The interventions were selected by the City for being the most suitable for testing the framework and had relevance to each of the three focus topics – safety, cleanliness, and inclusion, respectively. The specific interventions studied during the sprints were:

- The Community Safety Hub
- Downtown Prince George Clean-up
- Increased Bylaw Presence Downtown

Phase 1: Mobilizing Stakeholders

Development of the framework began with convening a Design Team, comprised of business owners, community members, and NGOs and government representatives from Prince George, to work with the City and Coueraj to inform the design of the evaluation process. The design team met on a bi-weekly basis to begin to define the key issues within Prince George and who should participate in the process to develop the evaluation framework. The design team included diverse perspectives to represent a snapshot of the community in Prince George connected to safety, cleanliness and inclusion initiatives and the issues impacting them.

Mobilizing stakeholders also entailed naming key members of the community to interview and creating a participant list for the co-design sessions.

Phase 2: Setting the context

The next phase of developing the framework entailed primary and secondary research to better understand the context of Prince George and the challenges it faces.

Key methods used during this research included:

- Review of documents pertaining to issues of SCI in Prince George and associated programs.
- Review of City documents describing the development and decision-making processes for the Service Enhancement Plan.
- Interviews with key stakeholders including representatives from the City and its partner agencies, downtown service providers, downtown business owners, and people with lived experience of homelessness.

Research about the contextual factors experiences throughout Prince George was analyzed and distilled into a Context Canvas (Figure 1) that summarizes trends on demographics, community needs, economy and environment, tension and competition, technology, and rules and regulations.

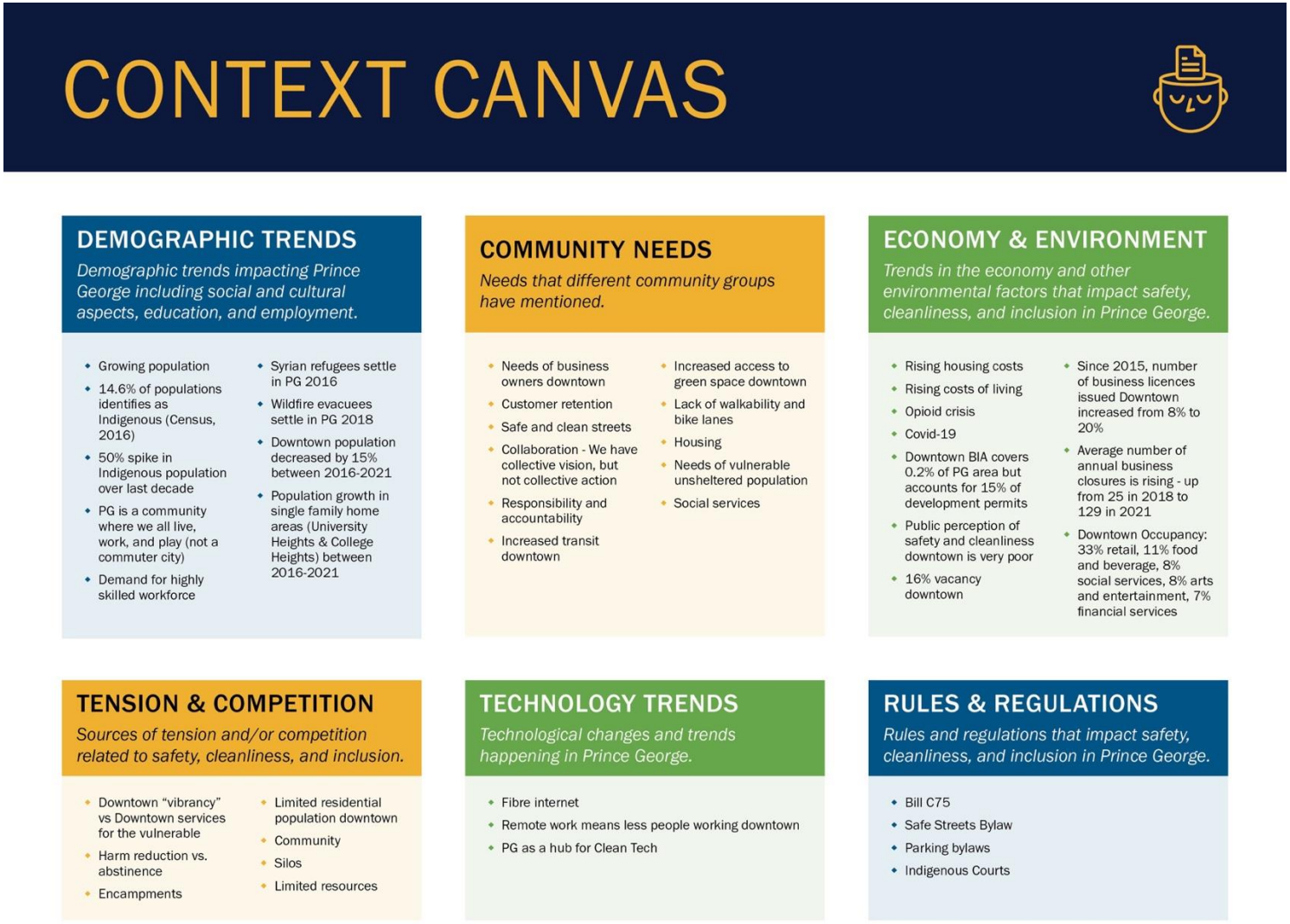


Figure 1 Context Canvas summarizing secondary research on trends and environmental factors affecting the Prince George community.

Through the research work and engagement efforts, community stakeholders identified factors that are impacting safety, cleanliness, and inclusion. These factors were compared and synthesized into five overarching issues that framed the co-design sessions and community and were validated with the design team:

1. Downtown lacks vibrancy
2. Housing crisis and unhoused peoples
3. Opioids and mental health
4. Graffiti, garbage, needles, and biohazards
5. Perception of safety

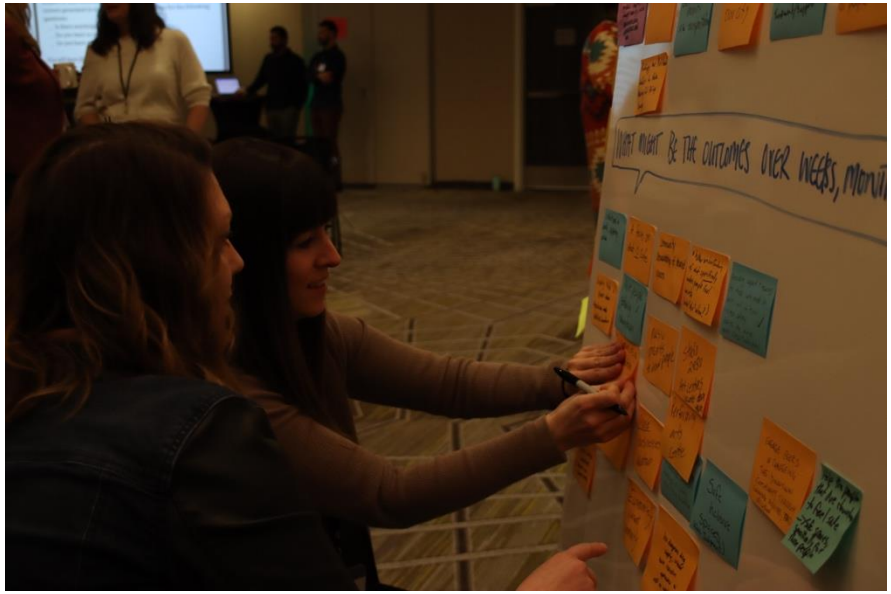
Phase 3: Co-design Workshops

The City and its partners hosted four co-design sessions between March and June 2022. Co-design sessions are immersive and collaborative events that bring together stakeholders to share their knowledge and experiences, establish a shared understanding of each other and the problem, and work together to design possible solutions.

The focus of the Co-design sessions was to give space for stakeholders to learn from each other and design a vision for change, together to build a Theory of Change (ToC) to guide the evaluation framework. The Theory of Change represents the community strategy for delivering the impact it aspires to achieve. It describes the systems-level change the community is driving towards and shows the short and medium-term outcomes that will guide the way. Perhaps more importantly, a Theory of Change describes the “why” that connects different activities with community goals in a way that allows assumptions to be tested and goals to measure progress.

Each session had 30-50 participants, including business owners, peers with lived experience, NGOs, government, and community members. The five challenge areas (downtown lacks vibrancy, housing crisis and unhoused peoples, opioids and mental health, graffiti, garbage, needles, and biohazards, and perception of safety) synthesized from the research phase were used to frame and focus the conversations during the Co-design sessions.

The next pages share a few highlight images from the session, followed by a summary of key session content and outputs.



What does SAFETY mean to you?
What does CLEANLINESS mean to you?

Definitions of safety, cleanliness, and inclusion

During these sessions, stakeholders explored definitions of the terms: *safety*, *cleanliness*, and *inclusion*. These are defined as:

Safety:

- Everyone can experience their own definition of safety.
- We all have the ability to attend to our needs and fulfill our interests.
- We have the freedom to move through and enjoy all that Prince George has to offer, without fear.

Cleanliness:

- Our downtown is vibrant and has an overall healthy presentation.
- Downtown has presentable facades, and no litter, needles, or rubbish.
- We see a shift in attitude where people feel accountable for the community and respect our shared space.

Inclusion:

- Everyone has a place in our community, regardless of what they do, where all people feel like they belong, and they matter.
- Our community is connected, where all people co-exist in the same space.
- Our community decisions are driven by equity.

Exploring the key issues

Participants then explored the 5 key issues and created problem statements, specified impacted groups, named relevant existing interventions, and envisioned what types of long-term and short-term changes are needed to address them.

The five key issues structured much of the first two sessions' content and breakout groups. Participants also distinguished between addressing “root causes” and “addressing symptoms” or “effects” by exploring which factors they felt were “upstream” i.e., closer to a deep, but hidden “source” of the issues; and those found “downstream” as the effect of more systemic causes. In Figure 2, a map of the top issues is presented on this stream.

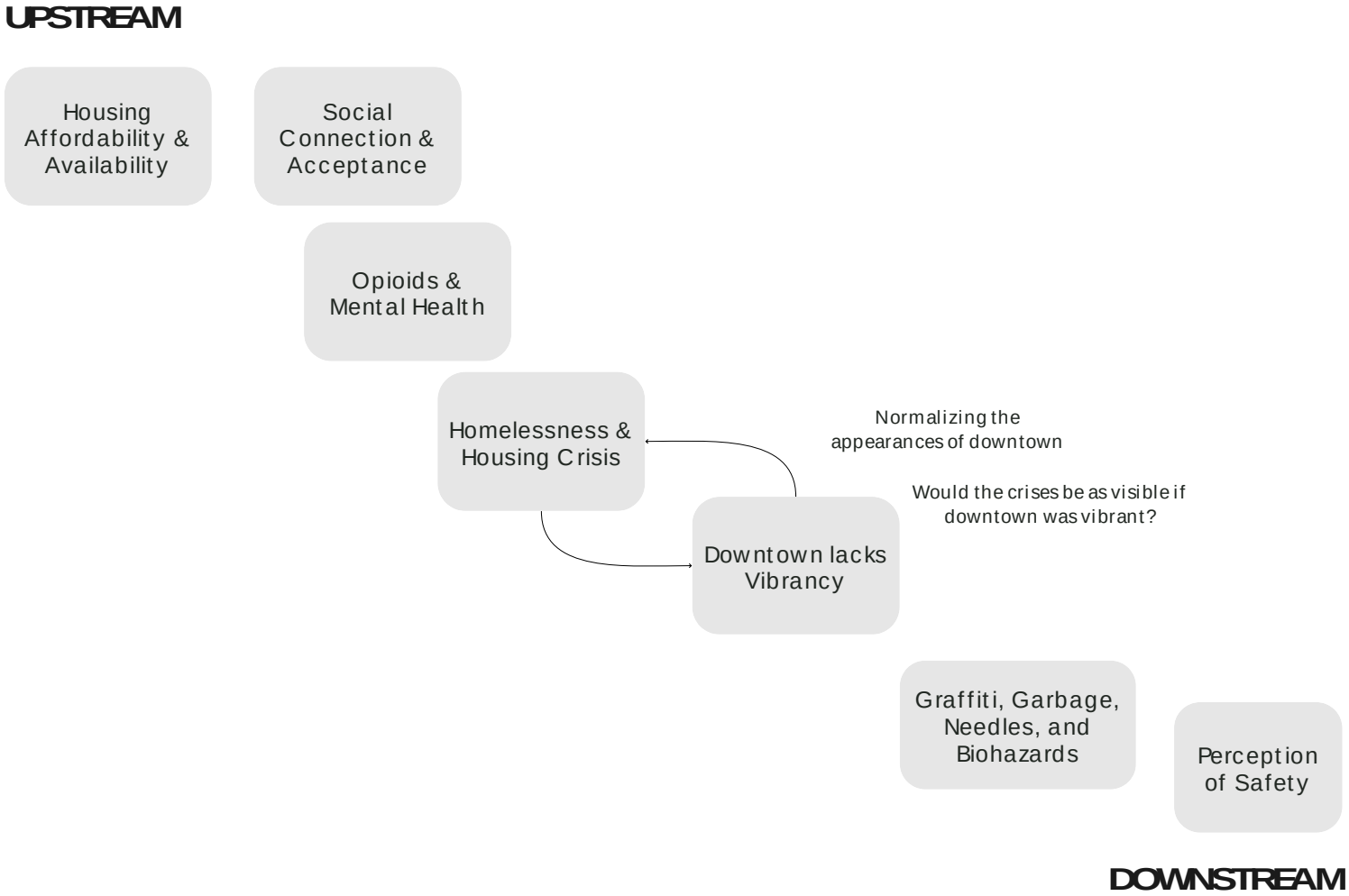


Figure 2 Visual depiction of upstream and downstream issue

Conditions holding the problems in place

Taking a deeper look into the five key issues to describe the conditions that "hold the issues in place" and sustain these challenges by limiting the community's efforts to make progress in tackling complex challenges in Prince George. There are six categories used to describe these systemic conditions; policies, practices, resource flows, relationships and connections, power dynamics, and mental models. Participants were asked to describe and rank the most pressing challenges within each of these categories, as summarized in Figure 3.

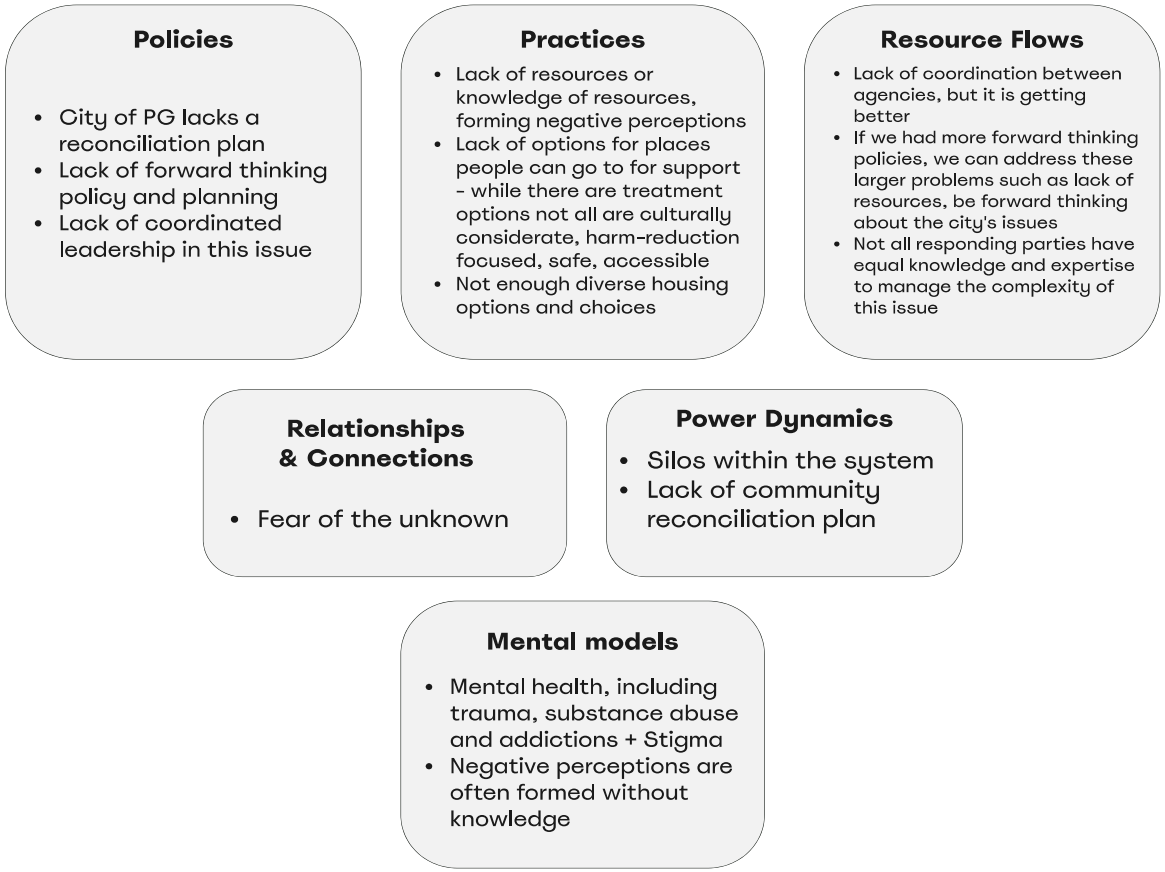


Figure 3 Conditions holding the problems in place, as determined by workshop participants

Developing a Theory of Change

As the process of exploring, understanding, and sensemaking unfolded, stakeholders contributed to the development of a Systems Theory of Change. The Theory of Change describes the ultimate goal for the community - referred to as the *Community Vision of Change*, with associated target groups to frame a strategy for understanding the change initiatives and interventions. Anticipated outcomes are divided into two levels - program outcomes (shorter-term) and systemic impacts (longer-term). This Theory of Change allowed indicators of systems change to be identified for the evaluation framework and outlined how program outcomes could describe progress towards the Community Vision of Change (Figure 4). This provided a foundation for the collection and interpretation of data within the evaluation framework.

Together, these inputs informed the development of the Prince George Safety, Cleanliness, and Inclusion (PGSCI) Evaluation Framework to enable a consistent and aligned approach to evaluation for all current and future City SCI interventions and to continue to track progress towards the shared vision described in the Systems Theory of Change. The PGSCI Evaluation Framework considers evaluation work to occur on two levels: program evaluation and systems evaluation. Ultimately, the evaluation framework was developed as a resource to enable consistent and collaborative evaluation of SCI initiatives throughout the city and support the integration of strategic learning amongst social service agencies. The foundational elements of the PGCSI Evaluation Framework are:

- Scope: Defines the overall purpose of the City's SCI evaluation that the framework was designed to enable.
- Systems Evaluation and Program Evaluation Frames: Presents a conceptual approach for connecting the outcomes of individual interventions with impacts at a system or population level.
- Prince George Systems Theory of Change: Describes a vision and strategy to create sustainable change within Prince George that was developed by the community, for the community.

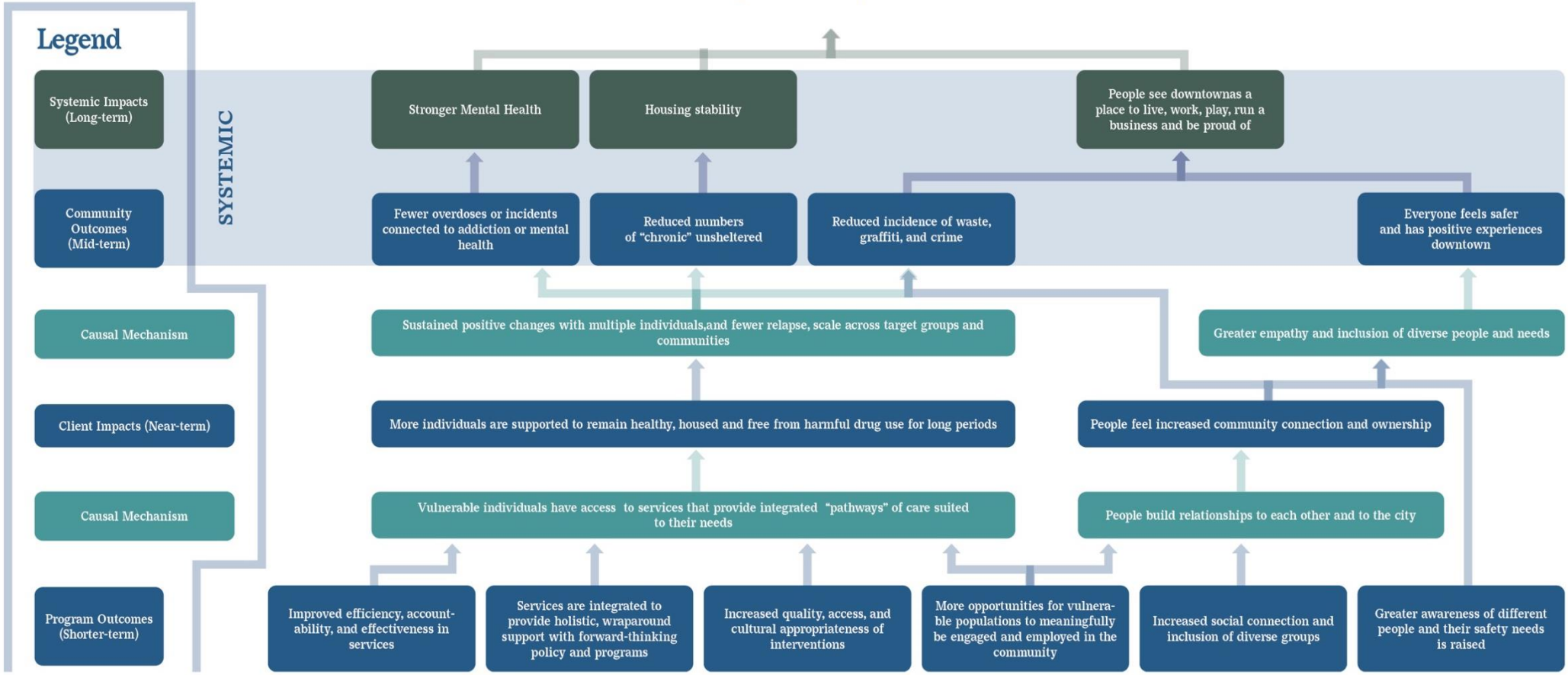
COMMUNITY VISION OF CHANGE

Theory of Change

CITY OF PRINCE GEORGE

Everyone is seen as a member of the community, deserving of social connection and support, where everyone feels safety, purpose, and a sense of belonging.

We envision a community where everyone can say "I am a proud member of Prince George and am responsible for its future."



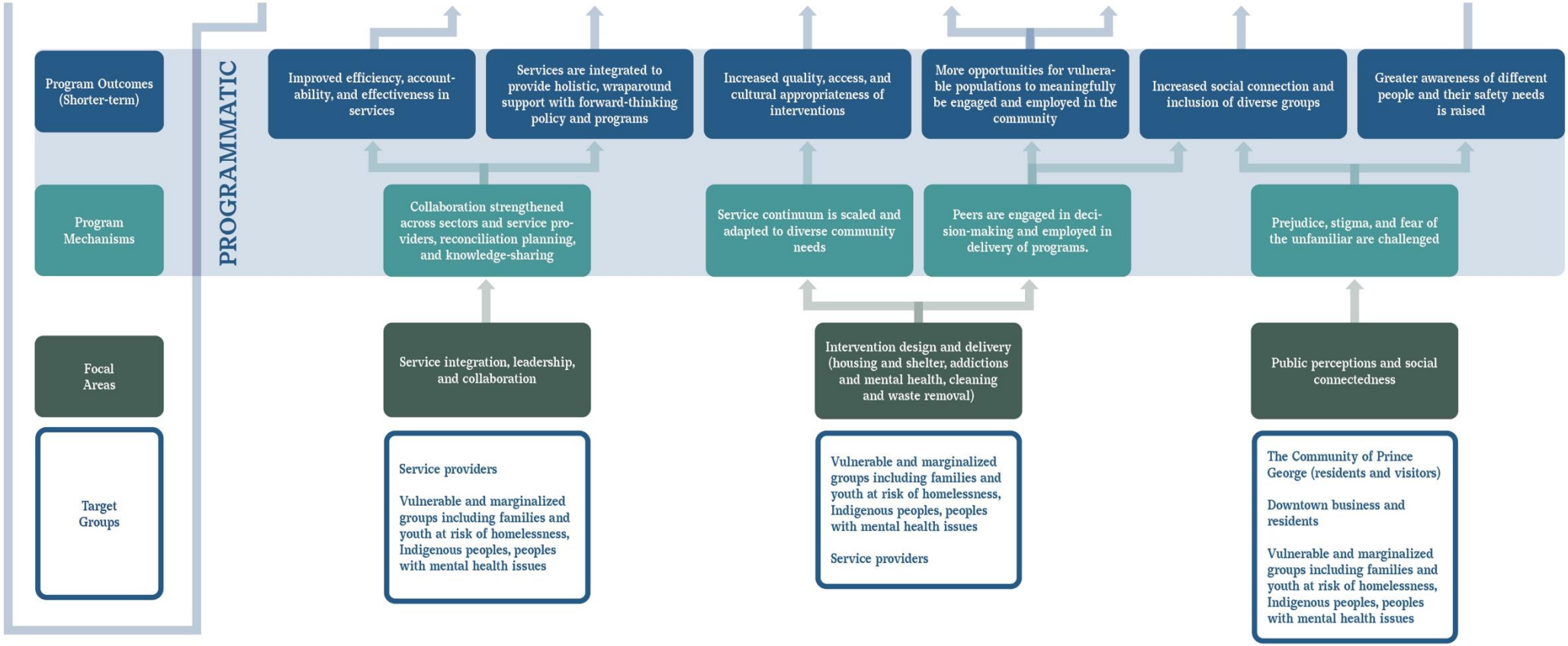


Figure 4 Theory of Change and Community Vision of Change objectives

Phase 4: Evaluation Test Sprints

Based on Phases 1-3, we co-developed The Prince George Safety, Cleanliness, and Inclusion (PGSCI) Evaluation Framework, outlined in an evaluation Guidebook. The Guidebook provides some specific processes, principles, and practices for conducting evaluations using the PGCSI framework. It also outlines and describes basic steps for conducting an evaluation that were tested within the evaluation sprints:

- Step 1: Framing the Change Logic
- Step 2: Engaging the Evaluation Team
- Step 3: Setting the Evaluation Questions and Collecting Data
- Step 4: Sense-making and Interpretation
- Step 5: Communications and Reporting

The sprints were led by an evaluation team, which consisted of four staff members from the City of Prince George, including two outreach workers, and two program staff. Three research and transformation designers from Coeuraj provided support with project facilitation, evaluation design and data analysis.

Data Collection Overview

To ensure that we measured the right things to support the City's strategic learning, we needed to determine the right questions to ask and define our Evaluation Questions for each intervention. This firstly involved creating a change logic model for each. A change logic model represents the resources, activities, outputs, outcomes, and impact of a program, depicting the relationship between a program's activities and its intended effects. The logic model provides a summary of how a specific program operates, who it is designed to benefit, who is involved, and the key milestones it is expected to achieve in delivering change. Based on the specific change logics and broader theory of change, the evaluation team identified what questions to explore during the evaluation for each intervention and from there, identified indicators and data collection tools. The principal methods used for evaluation sprints were surveys and a review of relevant program data, including existing program reports, calendar data, and service call data sourced from the City's 311 service request data. (Table).

Table: Data collection methods and participation (the number (N) of people engaged)

Program/ topic	Primary data collection method	Additional resources/ program data
Community Perspectives of Safety, Cleanliness, and Inclusion	Social Media Survey: Downtown Check-in: Safety & Cleanliness (42) In-person Survey: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG (50)	Select Committee on a Clean, Safe and Inclusive Community Report for Council Consideration, January 2021 City of Prince George Housing Needs Assessment, December 2021
Downtown Prince George Clean-up	Survey: Downtown PG Staff & Service Providers (5)	Downtown Prince George Graffiti & Biohazard Removal Report - Q1 and Q2 2022 CityWorks 311 service request data accessed via Open Data Prince George ArcGIS portal
Increased Bylaws Patrols	Focus Group Discussion: Bylaw Officers Downtown Team (8)	Bylaw Service Request Data January 2021- September 2022
Community Safety Hub	Survey: Community Safety Hub Agencies (11) Interviews: Community Safety Hub Agencies (5) • Ministry of Social Development & Poverty Reduction (2) • BC Housing (1) • RCMP (1) • Northern Health (1)	Community Safety Hub Usage Calendar, July 2021- September 2022

A pivotal part of the data collection approach was engaging with members of the community to hear their perspectives on the effects and results of the cleaning service and Bylaw patrols as well as their broader perceptions of safety, cleanliness, and belonging in the downtown core. A survey was designed to incorporate questions that address these topics and was then delivered in person by members of the evaluation team working "on the streets" in various downtown locations. The evaluation team then conducted targeted focus group discussions and individual interviews to collect more nuanced perspectives and stories in key topic areas.

An in-person survey approach was used because it allowed the evaluation team to make deliberate, targeted efforts to engage with members of the unsheltered community and ensure that their voices and perspectives were represented within the evaluation data. A consequence of this approach was that it limited the number of participants engaged due to the capacity and time constraints of the pilot study. Therefore, the sample size for the survey was not as high as found in some comparable studies. However, the Community Vision of Change within the ToC specifies a vision where "*Everyone* is seen as a member of the community …where *everyone* feels safety, purpose and a sense of belonging". "Everyone" includes members of the unsheltered population and other marginalized groups and so their voices are important parts of understanding and evaluating impact in terms of the community's shared vision for change. Engaging members of marginalized groups requires specialized and targeted efforts and the evaluation team felt that prototyping the approaches for this engagement was a key part of field testing the evaluation framework. The existing relationships and trust that members of the evaluation team had with members of marginalized groups, specifically individuals within the unsheltered community downtown, allowed for those individuals to share their experiences and participate in the evaluation. This is not an effort that can be easily scaled and replicated, as trust and relationality are built up over time. Whereas survey efforts can always be scaled up to gain larger numbers of responses in future evaluation cycles, and we recommend the investment in doing so.

Community Sensemaking Workshop

The final component of Phase 4 entailed collective sensemaking to ensure that the evaluation conclusions are community-informed and directed. Sensemaking is a process by which people give meaning to their collective experiences and the evaluation data, Within the PGSCI evaluation framework, sensemaking was performed collaboratively with community stakeholders during an interactive workshop with key stakeholders from across the system – we engaged as many stakeholders as possible in the interpretation of the evaluation findings to derive meaning and inform decision-making.

The Collective Sensemaking Workshops brought together over 35 participants for the validation and interpretation of the data as well as harvesting learnings and recommending actions. This ensured that the evaluation of community interventions is a process done with the community and is not solely the domain of uninvested analysts. The participants reviewed the data from the sprints and offered their interpretations about what patterns exist and why, and what could be done to address the issues in downtown Prince George.

Sensemaking questions included:

1. What is happening? Gathering descriptions about the data and what they see.

2. So what? Gathering insight, interpretation, and judgement of the key evaluation questions.
3. Now what? Action-focused discussion about improvement options on where to go from here.

It is important to note here that the workshop content presented in this report is written as authentically as possible, without editing or removing content; therefore, not all statements are accurate or factual. Each sensemaking comment was triangulated with other data sources, and the independent analysis and fact-checking of the evaluation team, to ensure that one perspective did not dominate the collective interpretation and to ensure that the key lessons and improvement options are substantive. This approach is highlighted in the report in Part Two by placing Community Sensemaking Inputs in their own textboxes as a data source.

Phase 5: Reporting Lessons and Findings

Phase 5 entailed reporting on the evaluation findings and strategic learnings, including how the current interventions contribute to systems change outlined in the Theory of Change, how resources can be better allocated, and what we need to do to realize our shared vision for safety, cleanliness, and inclusion. Reporting is an important step of the PGCSI framework because it will ensure that the evaluation is translated to influence change and inform decisions. Part Two of this report (below) presents the evaluation findings and the key lessons and implications for the SCI interventions and the wider community of downtown Prince George. It ends with sharing insights about what worked and what could be improved within the evaluation process.

Part two: Prototyping the Evaluation Framework

Introduction and summary of prototyping the Evaluation Framework

We prototyped the PGSCI evaluation framework and Systems Theory of Change (ToC) through the evaluation sprints from September 20 through October 14, 2022. both described in Part One. The sprints focused on evaluating the three interventions and collecting baseline data for several systems-level indicators:

- Downtown Prince George Clean-up
- Increased Bylaw Presence Downtown
- The Community Safety Hub

The following sections present the baseline data for the three interventions and the systems and community impacts collected during the evaluation sprints. Each section indicates the key evaluation question(s) and presents the baseline qualitative and quantitative data. The data underwent cleaning and consolidation and basic analyses. For the qualitative data, key themes were drawn, and this report includes direct responses from the primary research. We also present the data collected during the evaluation sprints as arranged by intervention and groups according to the associated evaluation questions. Commentaries and interpretations of the data from the collective sensemaking workshop are presented and integrated with observations of the evaluation team.

The interventions are presented in the following order (1) Downtown Prince George Clean-up, (2) Increase in Bylaw Patrols, and (3) Community Safety Hub. The sections end with a final synthesis and improvement options for the community to activate change.

Intervention 1: Downtown Prince George Clean-up

Introduction

Since 2021, the City of Prince George has been working with Downtown Prince George to provide daily, and on-call, clean-up services in downtown alleys and streets. This intervention was introduced in response to increasing incidents of litter and biohazards in the wake of the Covid-19 lockdowns which disrupted the delivery of essential services to unsheltered and vulnerable members of the community.

Evaluation Questions and Program Logic Model

The program logic model for this intervention is shown in Figure 5.

PROVIDERS	BENEFICIARIES	RESOURCES	ACTIVITIES	OUTPUTS	OUTCOMES	IMPACT
Who is responsible and accountable for implementation? • City of Prince George • Downtown Prince George • ACME janitorial	**Who is expected to benefit from the intervention?** • Downtown business owners • Visitors • Residents	**What has been invested and supplied?** • $72,120 Sub-contract with ACME, DART, and PGBIG to execute clean-up. • Access to 311 service database	**What is done?** • Provide clean-up of curbs, sidewalks, alley and laneways Inspection patrols and on-call clean-up. • Contract ACME janitorial to provide biohazard clean-up on private properties and sidewalks, and on-call. • Engagement and follow up with community. Snow shovelling around trash bins, bus stops, etc. • Operational and admin support for clean-up	**What results are expected in the short-term?** • Service requests are addressed in a timely manner. • Less graffiti for longer duration Waste is cleaned up in a more proactive and community responsive manner. • High community satisfaction with service across all groups. • Peers are engaged for feedback and employed in delivery and direction of services	**What results are expected in the mid-term?** • Fewer service requests for clean-up. Fewer accidents, or incidents related to waste. • People perceive downtown to be a cleaner place.	**What should the ultimate impact be?** • Increase public's perception of safety in the downtown core. • People have more positive opinions of downtown

			crews. Seasonal graffiti removal.			

EXTERNAL FACTORS	ASSUMPTIONS
• Covid-19 • Availability and awareness of safe disposal processes. • Availability of shelter, washrooms and other programs are sufficient to mean the needs of vulnerable and unsheltered residents.	• The cleaner streets (on average) make people feel safer in the downtown core. • That the service did not just push the problem to another neighbourhood

KNOWN DATA/ EVALUATION
• 311 Service data • DART clean-up records • DPG reports.

Figure 5 Downtown Prince George Clean-up program logic model

Relevant evaluation questions were derived from the outputs, outcomes and impacts described in the logic model and used to focus the collection and analysis of data during the sprints, as shown in Table 1.1 below. Once the list of Evaluation Questions was created, the evaluation team was responsible for choosing a subset of the questions for the intervention that would be the focus of the sprint. Factors that were considered in choosing a subset of Evaluation Questions included access to data given the timeframe of the sprint and overall priorities of the evaluation process. The final list of Evaluation Questions that were used for the evaluation sprints are bolded in Table 1.1 and the indicators and data collection methods are included in Table 1.2 below.

Table 1.1 Evaluation Questions derived from the program logic model. Questions shown in bold were the focus for the evaluation sprints.

Desired Change	Evaluation Questions

Service requests are addressed in a timely manner	What is the current response time? Closure rate? Is it meeting targets? What are we learning about factors that affect response times (and other aspects of the service)?
Waste is cleaned up in a more proactive and community responsive manner	Where are the "hotspots"? Is service delivery adapted to respond to these locations? How much clean-up work is performed on private property?
High community satisfaction with service across all groups	How do affected community members review the service? Who is being engaged for feedback and how? How consistent and positive is the feedback? Is it improving? How has critical feedback been considered and addressed? Are there any persistent trends in the feedback and how can we improve the process and increase customer satisfaction?
Fewer service requests for clean-up	How many service requests were made over this cycle? Is the number of services requests reducing *over time?* What are the trends in service requests relative to patrol records? Has clean-up become more "proactive"?
People have more positive perceptions of downtown	To what extent do people report that downtown is clean? Are changes in feelings of safety downtown connected/correlated within changes in clean team requests and patrol reports?

Table 1.2 Indicators and data collection approach for evaluation Downtown Clean-up intervention

Evaluation Questions	Indicator	Method (Baseline and Sprints)	Source
What is the current response time? Closure rate? Is it meeting targets? How does response times vary with time and other factors? Is it improving?	Closure time on requests are addressed according to service levels outlined in DPG service agreement.	Quantitative review	City service databases and clean-up patrol reports (DART, ACME, etc.)

Where are the "hotspots"? Is service delivery adapted to respond to these locations? How much clean-up work is performed on private property?	Service call distribution across geography and time. Evidence of service plans adjusting to this information.	Quantitative review	City service databases and clean-up patrol reports (DART, ACME, etc.)
How do affected community members review the service? What are common points in feedback across cases and groups?	Service level satisfaction	Survey & interview	Community members*
Are there any trends in the feedback that should be addressed to improve service level satisfaction?		Sense-making review of feedback data	Program staff and community members
How has critical feedback been addressed?		Interview	Program and Program delivery staff (ACME, Activators, PGBIG, DART)
How many service requests are being received for each type of incident? Is the number of services requests reducing over time?	Downtown is cleaner	Quantitative and qualitative review of service request and patrol data.	City service databases and clean-up patrol reports (DART, ACME, etc.)
To what extent to people report that downtown is clean?	People have more positive perceptions of downtown cleanliness	Survey	Community members*

Data & Interpretation

Clean-up Incidents by Location

Evaluation Questions

- Where are the "hotspots"?
- Is service delivery adapted to respond to these locations?

- How much clean-up work is performed on private property?

As part of the ongoing downtown clean-up intervention, Downtown Prince George (DPG) collects and reviews relevant program data and shares this information with the City in a series of quarterly reports. These reports rely on data such as patrol logs from clean-up teams and use records of reports and calls relating to incidents of graffiti, biohazards, and needles from the City's 311 service. The reports provide a consistent source of information relevant to the continuous monitoring of cleanliness in the city and the efficacy of the clean-up service.

As part of the evaluation sprints, the data was reviewed and the results were compared to an independent analysis, conducted by the evaluation team, using the same 311 data available through the City's GIS portal. This analysis showed results that were consistent and comparable to DPGs. Figures 6A and 6B show the results of DPGs analysis from Q1 and Q2 of 2022.

The data shows that there are consistent hotspots of incidence occurring between 3rd and 4th avenue in the vicinity of Quebec Street. However, in Q2 2022,

Community Sensemaking Input

- I can see the overdose and homelessness crisis in the data
- The service call (311 call) data shows where people are reaching out to report incidents rather than where the actual issues are – which is relevant for city planning.
- How can we differentiate between the types of incidents so we can be more targeted with interventions?

additional hotspots intensified near the intersections of 6th and Dominion and 3rd and Dominion. The increasing levels of needles, debris and biowaste in Q2 were also noted by the patrol teams operated by DART and PGBIG and reported by DPG in their reports.

In their regular reports, DPG has expressed a desire to make their approach more targeted in response to the observed data but note that usage of the reporting system by business owners is still lacking and that makes it more challenging to identify where problems are. However, DPG has described clear actions they have taken to raise awareness of the 311 program, which does suggest the organization is making efforts to adapt and respond to their interpretation of the program data.

Challenges regarding the validity and accuracy of the 311 data were also discussed by community members during the sensemaking workshop. Several of the downtown business and property owners noted that many business owners do not report when needles, biohazards or graffiti are present and simply "deal with it themselves". Noted issues with this 311 data and recommended actions will be discussed later in this section.

Clean-up Incidents over time

Evaluation Question

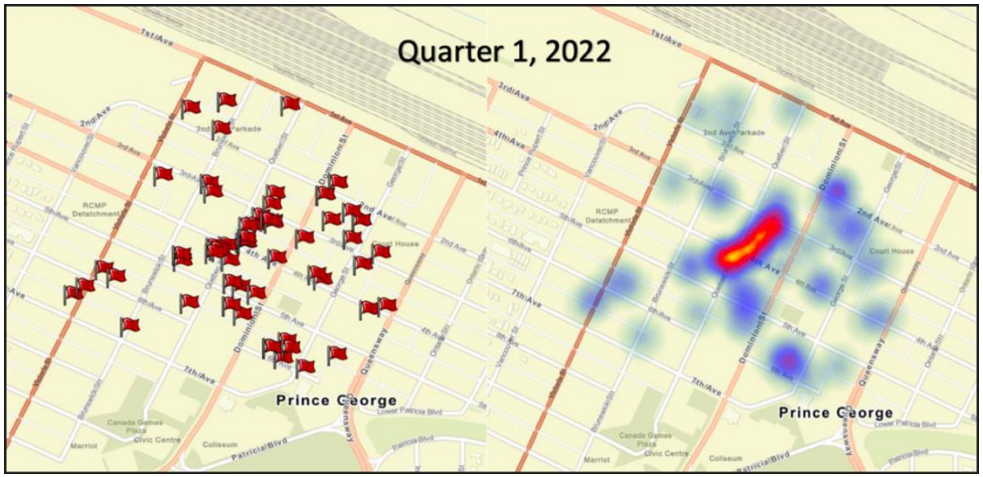


Figure 6A Spatial distribution of service requests from January 1-March 31, 2022, including biohazards and excluding needles and graffiti within the Downtown C1 Zone. Source: Downtown Prince George Quarterly Clean Reports, January-June 2022

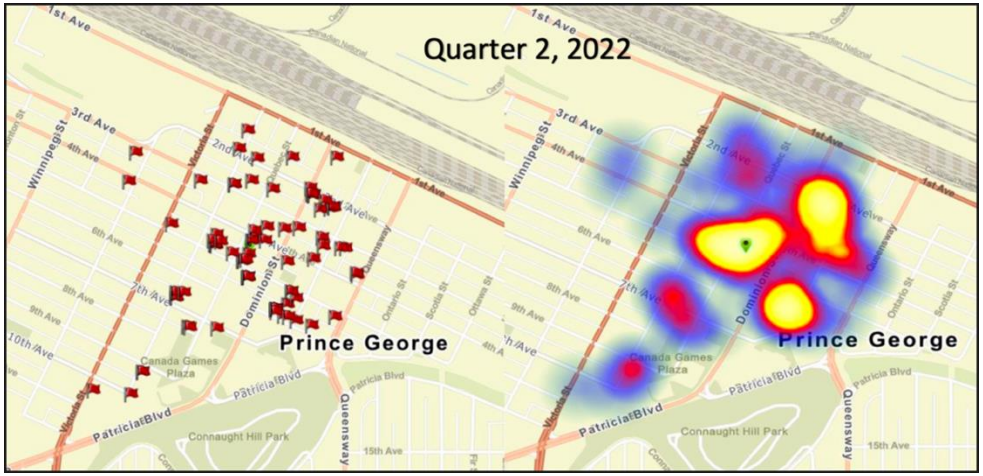


Figure 6B Spatial distribution of service requests from April 1-June 30, 2022, including biohazards and excluding needles and graffiti within the Downtown C1 Zone. Source: Downtown Prince George Quarterly Clean Reports, January-June 2022

- Is the number of services requests reducing over time?

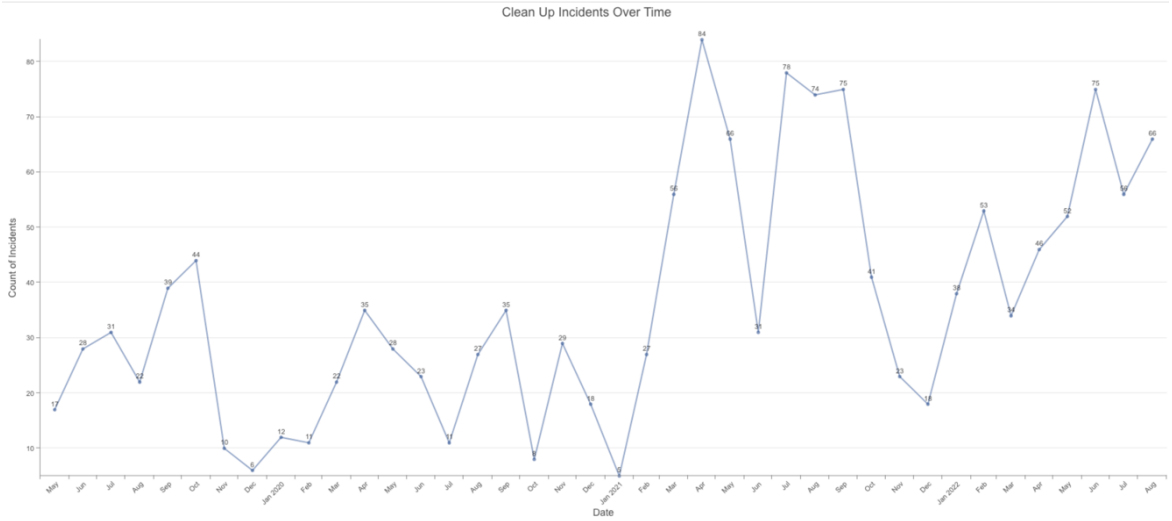


Figure 7 311 reports associated with incidents of graffiti, biohazards and used needles within Prince George between May 2020 and September 2021. The data shown track incidents across the city and not just within the downtown core. Source: 311 Call Request Data via Open Data Prince George ArcGIS data portal.

The 311 requests associated with related clean-up incidents (needles, biohazards, and graffiti) can be split into two segments i.e., before and after January 2021. In both periods, the occurrence of these incidents appears to vary by season with the number of reported incidents dropping in winter. However, the number of reports received after January 2021 is notably higher than in the previous period.

One clear explanation for this difference is the effects of the Covid-19 pandemic. With the development and distribution of vaccines throughout BC starting in early 2021, restrictions on quarantine and public gatherings began to be reduced. This likely resulted in businesses and essential services reopening with a corresponding reporting of incidents.

DPG also took on the administration of downtown clean-up efforts in 2021 and the increasing number of reports could represent DPGs efforts to raise awareness and usage of the 311 service with downtown residents and business owners. During the interviews with clean-up service delivery providers and the community sensemaking workshop, we learned that clean-up patrol staff often make the reports of incidents to 311 themselves, therefore increasing incident reports could also correlate to increasing patrols.

Community Sensemaking Input

- A lot of variables could explain this data – what is it reflecting?
- Can we say why this is going up?
- Covid-19 had a clear effect as does seasonality.
- Lack of access to services during the pandemic.
- DPG took over in 2021
- Awareness of the 311 service request system increased.

Clean-up Incidents by type

Evaluation Question

- How many service requests are being received for each type of incident?

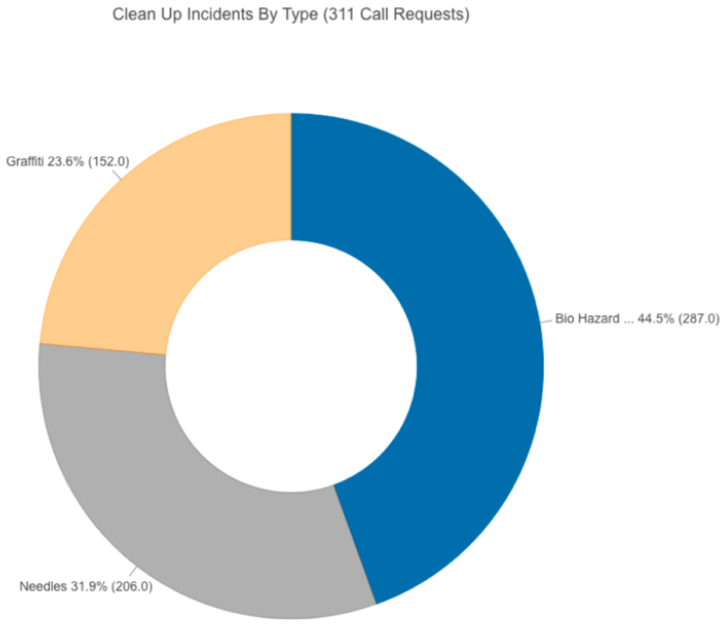


Figure 8 311 reports between September 2021 and September 2022 broken down according to type. The data shown tracks incidents across the city and not just within the downtown core. Source: 311 Call Request Data accessed via Open Data Prince George ArcGIS data portal.

Biohazards are the most common types of incidents reported via the 311 service although incidents of used needles are also common. Based on feedback from the Sensemaking workshop regarding the disaggregation of “hotspots” by type of incident the evaluation team conducted an additional analysis using ArcGIS. A review of 311 incidents broken down by type and location appears to show that graffiti is most common within a quadrant between 2nd and 6th avenue and between George Street and Dominion Street. It was noted by participants in the sensemaking workshop that graffiti incidents are usually reported by clean-up patrols and not the public, so this geographic pattern could be due to this area being on their patrol routes.

Incidents of biohazards are widespread across the downtown core and needle incidents are slightly more common in the previously noted hotspots in the vicinity of Quebec Street between 3rd and 5th avenue. Notably, there is a high incidence of needle reports near 5th and Quebec despite the presence of a needle disposal nearby at 1253 5th Avenue. Other recorded needle sites do not have similar numbers of needle incidents near their location, and it may be worth investigating if this particular site is insufficient for the volume of needles in the area, or if there is another reason for the discrepancy related to a higher number of reports coming from a specific group of engaged business owners and residents.

Community reception of the DPG clean-up service.

Evaluation Questions

- How do affected community members review the service?

As part of the evaluation sprints a survey was conducted to ask members of the public their opinions regarding the city interventions. Questions regarding the clean-up services focused on the community's reception of the service itself and their perception of Prince George as a "clean place."

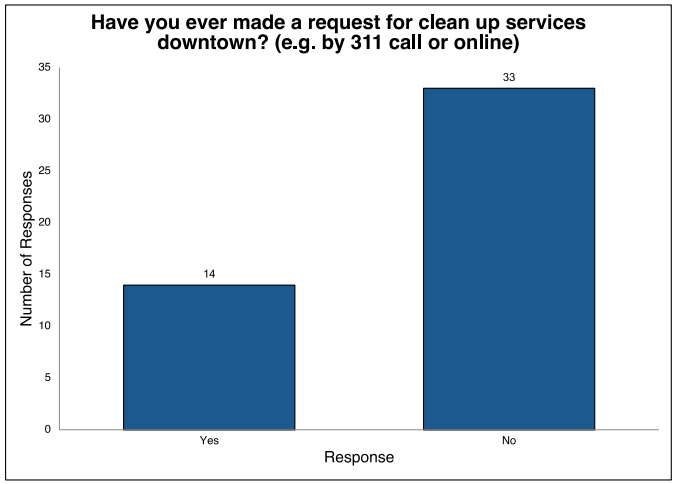


Figure 9A Survey data regarding public requests for clean-up services.
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022

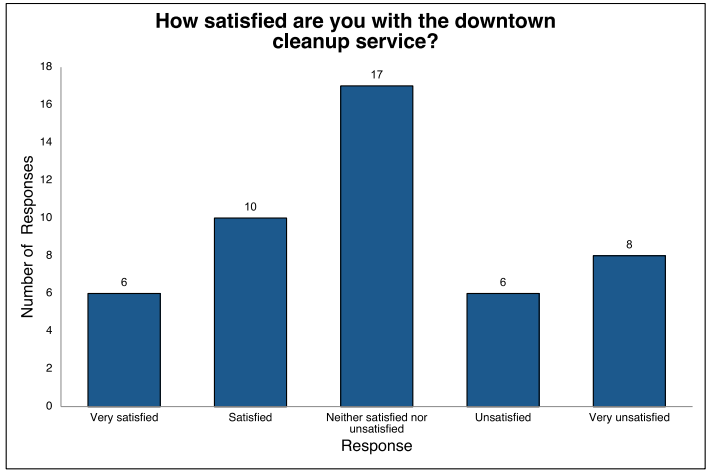


Figure 9B Survey data showing levels of community satisfaction with the clean-up service.
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022

Table 1.3 Synthesis of qualitative responses to survey questions regarding what is effective and needs improvement in the DPG clean-up service.
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022

Survey Question	Theme	Responses
What do you think works well with the downtown cleanup service?	Downtown cleanup service is quick and consistent	Quick response Consistent "They do what they can"
What do you think could be improved with the downtown cleanup service?	Increased investment	More cleaning More staff Increased frequency Participation from other City departments (Parks, Streets, etc.) More garbage bins More awareness, advertising, visibility

Community Sensemaking Input

- Disconnect between low number of people making requests vs the perception of the problem.
- Some people are just dealing with it (i.e. not reporting incidents).
- How do we distinguish data reported by staff patrol with genuine reports
- Why do people feel neutral about their satisfaction with the service?
- Satisfaction is very context and location sensitive; it can vary from block to block.
- Why are people so satisfied?
- How can we dig deeper?
- How does satisfaction split across demographic groups?

When survey respondents were asked to rate their satisfaction with the downtown clean-up service the most common responses were neutral, with a slight skew towards satisfied. Of those respondents who provided comments regarding areas of success and improvement with the service, the main cross-cutting theme appeared to refer to capacity. A possible summary of the results could suggest that the community does feel that the clean-up service is working but that more is needed in terms of delivery (more staff, more frequent patrols) and support to make more notable impacts on the issue of cleanliness.

Perception of Cleanliness

Evaluation Questions

- To what extent do people report that downtown is clean?
- Are changes in perceptions of cleanliness connected/correlated with clean team service requests and patrol reports?

Increasing the community's perception of cleanliness is an outcome that lies at the intersection between the performance of the clean-up service intervention and the system-level impact of making all people within the community feel safer and more welcome downtown.

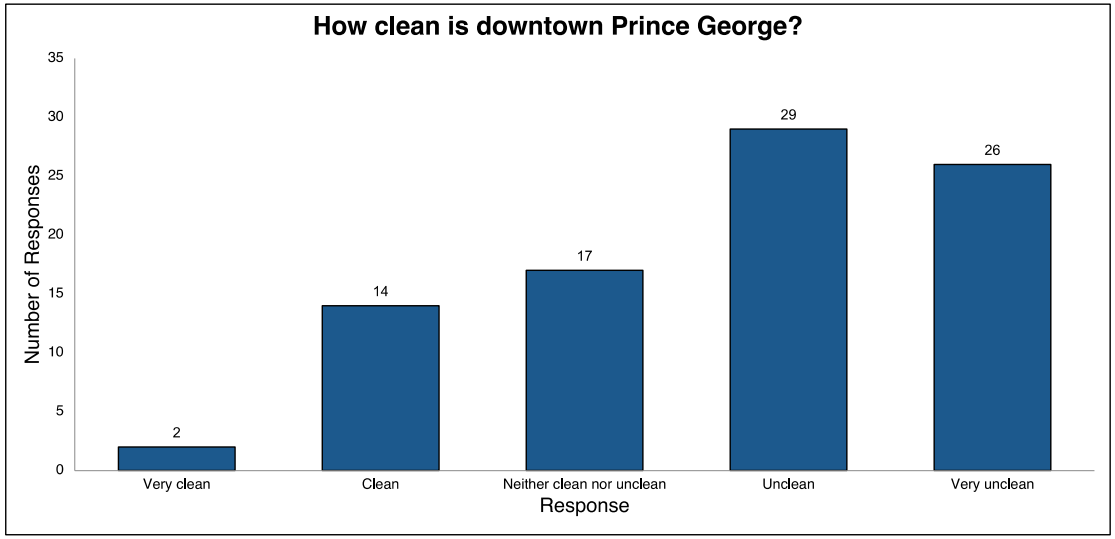


Figure 10 Survey data showing levels of community perception of cleanliness in downtown Prince George
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022 , Downtown Check-In: Safety & Cleanliness survey, October 4-14, 2022

Table 1.4 Synthesis of responses to a survey prompt to explain why participants perceive the downtown core to be clean or unclean.
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022

Survey Question	Themes	Responses
Why do you think downtown is either clean or unclean?	Factors contributing to uncleanliness: Accumulation of various types of waste	• Quantity of garbage • Discarded needles • Discarded clothes • Biohazards and human waste • Lack of waste receptacles
	Factors contributing to uncleanliness: Open drug use and unsheltered homeless population	• Open drug use • Downtown is unclean because of the unsheltered homeless population
	Factors contributing to cleanliness: Concerted efforts to keep downtown clean	• Ongoing cleaning services • Businesses work to enliven downtown

	Attitudes/perceptions of cleanliness: Negative perceptions of downtown	• Feels like an outside jail • Some problem areas are worse than others
	Attitudes/perceptions of cleanliness: Expectations of downtown cleanliness	• Clean enough for a downtown.
	Attitudes/perceptions of cleanliness: The City doesn't do enough to keep downtown clean	• Lack of city investment • Lack of city accountability • Not enough cleaning services

Community Sensemaking Input

- People make note of and remember what bothers and upsets them which can magnify the effect.
- The City is in no hurry to address any of these issues with washrooms or water let alone designate a location that is safe for overnight camping (that was the last Mayor & Council) we will have to see what the new Council and Mayor choose to address.

These baseline survey results make it clear that many in the community perceive the downtown area of Prince George to be unclean. This is an interesting result when compared to the low number of people making reporting and requesting clean-up services but does provide context to the overall neutral reception of the clean-up services performance. Respondents who answered why they felt the city was unclean provide a range of responses, addressing specific issues of uncleanliness (e.g., trash, needles, human waste) and others seemed to consider the root cause to be associated with the City's unsheltered community. In the survey responses and sensemaking discussions there appeared to be the sentiment that the City's efforts to address cleanliness were insufficient but there was a mixture of opinions regarding if this was due to the large scale of the challenge or that city investments in solutions were lacking e.g., arranging washrooms to supplying enough garbage bins or needle disposals.

Intervention staff review of the DPG clean-up service

Evaluation Questions

- What are common points in feedback across cases and groups? Is the feedback changing over time? Are there any trends in the feedback that should be addressed to improve service level satisfaction?
- How has critical feedback been addressed?

Table 1.5 Synthesis of responses from a survey of DPG Clean-up program staff addressing positive feedback and persistent challenges in delivery of the intervention. Source: Downtown PG Staff & Service Providers Survey, September 20-28, 2022

Most common compliments, what's working well	Most cited challenges	Actions that have been or could be taken to address challenges
• Business owners appreciate not losing customers because of uncleanliness • City staff appreciate being able to focus on other areas/issues • Reactionary services get the most compliments • Community members are appreciative of the services when they see or interact with staff • Graffiti program growth in popularity in its second year	• The amount of waste is overwhelming the team's capacity • The unsheltered population hinders ability to provide services • Equipment and environmental conditions • Identifying exact location for reactive services • Lack of trust and awareness from downtown businesses • Coordination with city programs • Challenges communicating with contractors • There is not much awareness of proactive services	• Creating resources to raise awareness • Working with IT to better understand CityWorks website • Workplace safety efforts • Emptying high traffic bins more often • Finding contractors that are more communicative • Gap: Need to create metrics for proactive services • Gap: Plans for services when funding ends

The perspectives of those working to administer and deliver the DPG clean-up service appear broadly consistent with results from the wider community i.e., those who are aware of the service seem to have a non-negative perception, but the volume of incidents is beyond what can be contained by the program's current efforts.

One noted theme within the challenges appears to be an issue in communications and coordination between DPG and the contractors delivering the service and other City agencies. We do not currently have data to understand the nature of these communications difficulties in any depth and would suggest that future evaluation sprints attempt to investigate this issue further.

However, DPG's Q2 cleanliness report mentions that they convened their first Clean Team Partners Meeting, which brought together service-providing agencies (ACME, PGBIG, DART), the City of PG and other partners together to collaborate, share findings and generate new ideas to improve the clean-up service. This has reportedly led to DART and PGBIG collaborating more closely and discussing with the City regarding procuring specialized equipment to support cleaning efforts. As the evaluation of this intervention continues it is recommended that evaluators pay close attention to these meetings, if they

continue, as a “process improvement” strategy to address communication issues. These meetings are also of interest within the wider context of driving systems-level change by improving collaboration between partner agencies, as described within the Systems Theory of Change, and related interventions (e.g., the Community Safety Hub).

Community Synthesis

During the Sensemaking Workshop, after reviewing data and evaluation questions for the DPG Clean-up, participant groups shared their learnings and their learnings through a synthesizing discussion. All participants were also asked to provide any further information or relevant perspectives in the post-workshop survey. Noted highlights from this discussion are presented below and have been sorted, by the evaluation team, according to relevant themes.

Overcomplicating solutions:

- Honestly some really simple solutions e.g. garbage cans don't have enough space, crows pulling out the trash. It doesn't feel like rocket science. We need to do more fast solutions. This process has been very useful but just give us the money and let us do the work. None of this data is surprising, it's probably way lower than what it actually is.
- Are we just treating the symptoms.
- Are we deploying simple solutions that we know help.
- Reconsider capacity of bins and also existing solutions:
- Bins are emptied but not enough and the placement of bins is inconsistent.
- We need to stop studying and get working.
- Data does not show the full picture:
- Data insufficient/incomplete?
- Many business owners don't know about the resources e.g., app.
- People are doing the work (e.g., cleaning things) how do we get the data on this.
- e.g., Incidents that are not reported because of local businesses solving problems themselves and not reporting e.g. cleanups
- Every morning I deal with things I could call for support for but I just deal with it.
- Get more data (e.g., from business owner) to get the full picture.
- Data that enables smart allocation of these resources
- e.g., more Bylaw officers.

- How are hotspot data used to inform placement of needles and bins.
- Use data for city planning e.g., bathrooms
- The leading conclusions for interventions from this were already known before this process.
- I think we need more data, more people to participate.
- "Data not extensive enough, larger data set is required
- Identify participant groups"
- Data is incomplete and clean programs only dealing with the symptoms. Now we need work on those upstream solutions.
- Larger sample size and equal representation of responses from business owners, residents, unhoused etc
- Data from street patrols would be helpful

Bathrooms are a known solution:

- You see people going to the bathroom right downtown in back alleys.
- Bathrooms are locked up
- Give people dignity
- Lions share (pending disaggregation) is biohazards. And we know what a solution is...bathrooms.
- Community Safety Hub had a bathroom committee with many improvement options, but we need buy in and funding.
- Bathrooms and washup areas for the homeless. Vancouver hires a worker for one very clean bathroom for all

Taking new ideas from other cities:

- Some interesting things being tried in Vancouver?
- Access to water?
- Garbage bag dispenser?
- Put garbage bag dispenser out

Other:

- Toxic drug and unsheltered crisis - ensuring people are sheltered and have blankets. Is there a way to support with these crises in a direct way?
- Graffiti incidents is inconsistent and episodic.
- I think there needs to be more. Great job overall with what we have
- Could use more communication to the public about what to do if encountering bio hazards or needles etc
- When it looks like people care it fosters more people that care

- So much resource is allocated to clean-up in the downtown, but it's never enough. Are expectations of service levels reasonable and equitable (in relation to other areas of our community)?
- Its a good service, if it were reduced/missing I think people would notice. It wouldn't be moving forward towards achieving the Community Vision
- "cleaning up DTPG is great but we need a space for our unhoused and vulnerable persons to be able to occupy (indoor/outdoor) that they can feel is 'theirs' - leading to a feeling/ sense of belonging to build a feeling of 'community connection'"

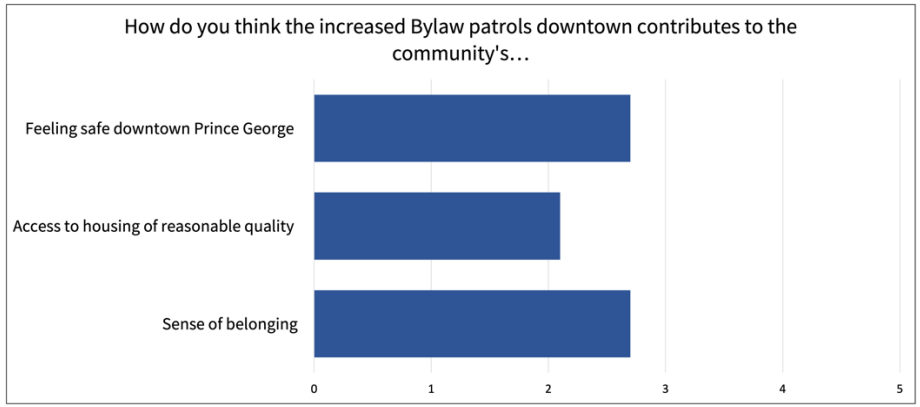


Figure 11 Results of a poll, included in the survey issued to all Sensemaking Workshop participants, showing how the community stakeholders considered the DPG Clean-up service to contribute to the three key systemic impacts shown in the Systems Theory of Change.

Final Synthesis and Improvement Options

In review of the data several key findings emerged.

The community appreciates the presence of the DPG Clean-up service

Despite the survey results demonstrating a “neutral” level of satisfaction with the service and a negative perception of the cleanliness of the downtown core, several elements of the data seem to indicate that the community does find value in the service even if they consider it ill-matched compared to the volume of waste encountered downtown. It could be said that the results show the community’s opinion to be less a matter of satisfaction with the service, and more an

understanding that things could be worse if the City was not making the efforts that they are. A participant in the Sensemaking workshop shared:

"It's a good service. If it were reduced/missing I think people would notice it (was gone)"

Current program data and data collection is inaccurate and insufficient

Reliance on using 311 service data as the main means of tracking incidents across time, location, and type was critiqued. Community stakeholders noted several factors that question the accuracy of the 311 data as a means of understanding conditions on the ground.

Firstly, the data relies on business owners reporting incidents of needles or waste, however, survey data and feedback from the community indicate that many people do not use the service. This is attributed both to a lack of awareness of the 311 service and that many business owners and residents just "deal with it" and clean the waste themselves without reporting the data. This latter cause can be considered a positive sign as it shows that many business owners are actively participating in efforts to improve the cleanliness of downtown. However, the consequence is that data required to understand conditions downtown and improve the City's interventions is less accurate and less trustworthy.

DPG staff and clean team members stated that the service could be improved by introducing metrics that could track and demonstrate the "proactive" work that clean teams perform in removing waste before it is encountered and reported by the public. However, DPG program staff also reported that many of the reports of these waste incidents are reported by the clean-up team during these patrols. The 311 data do not distinguish between these reports and those from members of the public. This can inflate the number of incidents along patrol routes and makes it challenging to define metrics relevant to proactivity.

Program data is being collected and applied but requires improvement

Based on reviews of DPG's quarterly reports and input from DPG and clean team staff, DPG appears to be making considered attempts to review available program data and appear to listen to stakeholders, and take actions to continually improve the delivery of the service. Examples of this approach include requesting additional garbage bins in response to DART and PGBIG reports of increasing volumes of debris and garbage in Q2 2022 and organizing the first Clean Team Partnership meeting to improve collaboration between partner groups and generate new ideas for service improvement.

However, DPG reports its efforts are restricted by the limitations of available data, such as the issues with the 311 service data described above; and the data collected by DPG and clean team members are also an essential part of the solution.

Notably, the quarterly reports that we reviewed do not appear to present data-related response and closure time for requested clean-up, despite this being a key metric within their service agreement. DPG also reports that they regularly engage with stakeholders for feedback, which does appear to direct their actions as noted, but it is unclear which groups within the community are approached for feedback and if it is gathered consistently.

Again, DPG we wish to recognize DPGs commitment to using data to improve the delivery of this intervention. However, we do suggest that some efforts to work with DPG to co-develop suitable tools and build their data gathering capacity as that would support their improvement efforts and is a key part of developing a more holistic approach to gathering relevant and accurate program data.

Increase clean-up service capacity and explore new solutions to cleanliness challenges

As noted before, several comments gathered from the community, the clean-up service staff, and the Community Sensemaking Workshop suggest that the clean-up service does not have the capacity to meet the need of the community. Therefore, some comments have called for increased investment from the City in addressing the cleanliness of downtown.

This increased investment would likely include expanding the clean-up patrols, however, the workshop participants also suggested improvement options for additional initiatives to support the wider effort to make Prince George a cleaner environment. One specific and tactical improvement option was for more garbage and needle disposal bins, which are then emptied more frequently.

A second suggested initiative was increasing access to public washrooms. Several participants were particularly animated regarding the provision of washrooms as they were a "known and proven solution" to the problem of biohazards, but also essential to respect the dignity of people in the community, especially the unsheltered. One participant noted that the City of Vancouver had tried several innovative approaches to addressing the issue of bathrooms and cleanliness more broadly and suggested the City take a closer look at these programs.

Improvement options

A more holistic approach to collecting data is required to build a complete picture of incidents of waste, needles, and biohazards across the downtown area. This is important for evaluating the performance, and improving the delivery, of clean-up services but it is also required to better understand systems-level changes such as the perception of safety or belonging within the community. The design of such an approach is beyond the scope of this document, however, we can recommend several key design criteria:

- The approach should distinguish reports made by the public from reports made by clean-team staff and should allow for clean-up logs from team patrols to be integrated and compared (e.g., Patrol logs from DART track the levels of needles and debris by avenue (1st Ave, 2nd Ave, etc.) but not by intersection and so they cannot be combined or contrasted with the more specific location data from 311).
- The approach needs to engage and involve business owners and residents of downtown, especially those who are "just dealing with" the incidents themselves. This means that the approach will need to gather data in a manner that is separate from the clean-up request (i.e., people can report an incident without triggering a response from the clean-up team). This is also appropriate as clean-ups on private property are not the responsibility of the City and the current "on-call" system is provided as a temporary service. This will likely involve direct, targeted engagement with downtown stakeholders via interview or survey or else a "crowd-sourced" approach – which could be facilitated by DPG or other stakeholders.
- DPG has stated that it wishes to distribute Safe Needle Disposal kits to downtown businesses in response to needle service requests. If this plan goes ahead, it could provide an excellent opportunity to gather data from people conducting their own clean-ups via follow-up surveys or interviews with those receiving a kit. The reach of this plan could be increased by allowing downtown residents to apply for a kit without requiring a 311 request. In

addition, if DPG and its partners (the City, Northern Health, and ACME) would offer a “refill” service for the kit it would be possible to estimate the number and location of needle clean-ups from the addresses of those requesting frequent refills.

Intervention 2: Increase in Bylaw Patrols Downtown

Introduction

In 2019, Prince George Bylaw Services received an enhancement that allowed for an increase in Bylaw presence from five to seven days a week in the downtown area. Further, in 2021, Bylaw Services received an additional increase in funding, which was initially allocated for private security costs. This additional increase in funding permitted the hiring of four additional Bylaw Enforcement Officers and extended Bylaw’s presence downtown daily from 7:00 AM to 11:00 PM. These enhancements led to a new model of delivery that features a “boots on the ground” approach, where officers are walking daily along scheduled routes downtown.

Evaluation Questions and Program Logic Model

The program logic model for this intervention is shown in Figure 12 below.

PROVIDERS	BENEFICIARIES	RESOURCES	ACTIVITIES	OUTPUTS	OUTCOMES	IMPACT
Who is responsible and accountable for implementation? • City of Prince George • Bylaw Services	**Who is expected to benefit from the intervention?** • Downtown business owners • Unsheltered people downtown Visitors, residents	**What has been invested and supplied?** • $679,992 '+4 Bylaw enforcement officers' • Increase Bylaw presence 7 days/week (7 am-11pm)	**What is done?** • Boots on ground patrols on predetermined routes Respond to service calls (e.g. safe street Bylaw) • Management of parkade security. Engaging with marginalized communities + business owners	**What results are expected in the short-term?** • Increase responsiveness to downtown incidents • Decrease in Bylaw offences in the downtown core. • Visual increase of security presence.	**What results are expected in the mid-term?** • Reduced community concerns regarding public safety. • Improved relationships with downtown businesses, residents, and RCMP.	**What should the ultimate impact be?** • Increase public's perception of safety in downtown core.

EXTERNAL FACTORS	ASSUMPTIONS
• RCMP Triangle of presence in Waste clean-up. • Cooperation from unsheltered community.	• Uniformed presence deters crime/antisocial behavior • Uniformed makes people feel safer.

KNOWN DATA/ EVALUATION
• Bylaw service records in Tempest • Downtown Bylaw Services Team

Figure 12 Increase in Bylaw Patrols Downtown program logic model

Relevant evaluation questions were derived from the outputs, outcomes and impacts described in the logic model and used to focus the collection and analysis of data during the sprints, as shown in the tables below. Like the Downtown Prince George clean-up intervention, once the list of evaluation questions was created, the evaluation team was responsible for choosing a subset of the questions for the intervention that would be the focus of the sprint. Factors that

were considered in choosing a subset of Evaluation Questions included access to data given the timeframe of the sprint and overall priorities of the evaluation process. The final list of Evaluation Questions that were used for the evaluation sprints is bolded in Table 2.1 and the indicators and data collection methods are outlined in Table 2.2 below.

Table 2.1- Evaluation Questions derived from the intervention logic model. Evaluation questions chosen to be addressed during the pilot evaluation and Evaluation Sprints are shown in in bold.

Desired Change	Evaluation Questions
Increased responsiveness to downtown incidents	What incidents are being encountered on patrol? Are there any notable trends over time? Are these changing? What is the current response time for Bylaw offences? To what degree have incident response times been meeting their targets?
Visual increase of uniformed presence on patrol	Are people in the community noting and accessing the services of the patrol? How do Bylaw incidents and crimes vary along Bylaw patrol routes and within parkades? How does the community perceive the patrols? How does this vary across groups? Are people satisfied with the service level? Are there trends in the feedback responses? Has critical feedback been considered and addressed?
Reduced concerns regarding public safety	How many Bylaw incidents (or related crime) requests were made over this cycle? How has this changed? What are the trends in Bylaw (or related crime) service requests relative to patrol records? To what extent is the volume/nature of Bylaw incidents (or related crime) changing over time? What are current concerns regarding public safety? Has public perception about public safety changed? Do people feel Bylaw patrols make them feel safer?
People have more positive perceptions of downtown	To what extent do people report feeling safe downtown? How does this vary across demographics? How has the extent/number of people feeling safe downtown changed over time? Has it improved across target groups? What could the City do to increase perception of safety and positivity in downtown Prince George?

	Are changes in feelings of safety downtown connected/correlated with lower rates of Bylaw incidents (or related crimes) and/or increase Bylaw response?

Table 2.2--Indicators and data collection approach for evaluating Downtown Clean-up intervention.

Evaluation Questions	Indicator	Method (Baseline and Sprints)	Source
What incidents are being encountered on patrol? **Are there any notable trends over time? Are these changing?**	Number, nature, and diversity of Bylaw incidents.	Quantitative and qualitative review	Bylaw database
Are people in the community noting and accessing the services of the patrol? Are people satisfied with the service level? **Are there trends in the feedback responses**	Reported increase of uniformed presence and response.	Survey	Community members
To what extent do people report feeling safe downtown?	People report having more positive perceptions of downtown.	Survey	Community members

Data & Interpretations

Incidents reported to Bylaw officers

Evaluation Questions

- What incidents are being encountered on patrol?
- Are there any notable trends over time?

In addition to the 311 service which stores incident reports on a database called CityWorks, members of the public can report services specifically to Bylaw services, records of these reports are stored on a separate database called Tempest which uses a different data schema and stores information differently. Members of the evaluation team who were also City Staff accessed Bylaw requests for use in this evaluation. Fields that could be potentially identifiable were removed from the data before the information was shared with the evaluation team.

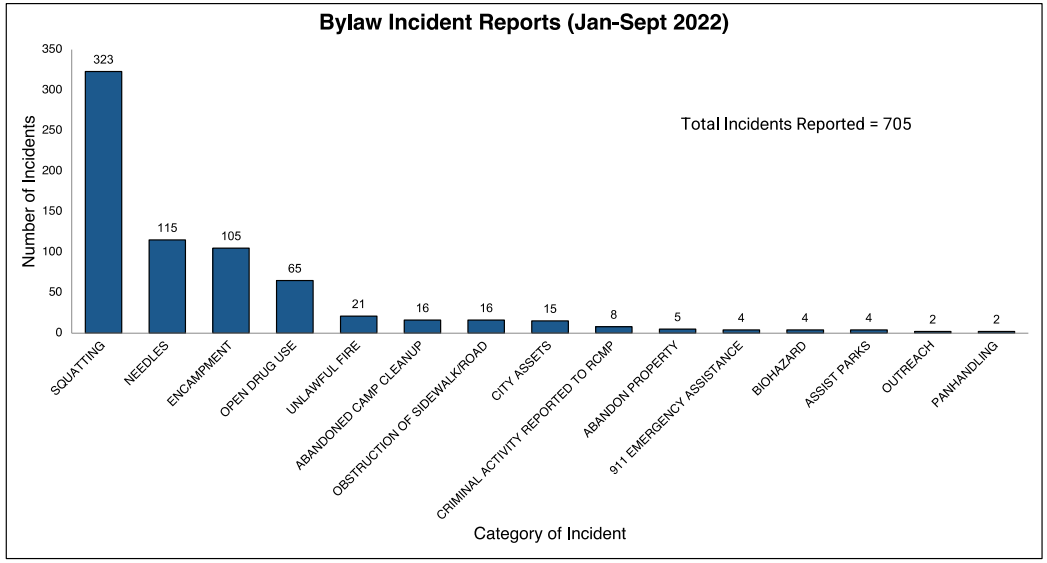


Figure 13 Categories of incidents reported to Bylaw services between Jan 2022 and Sept 2022. Incidents that were recorded directly by Bylaw officers and noted to be “routine patrols” are not included. Source: Bylaw Services Tempest database.

Community Sensemaking Input

- Underreporting, not always reflective of what is going on
- Examples of needle clean-up, not reported
- Some businesses are doing clean-up before they open and then do not always have time to report
- Is there an opportunity to still submit the data but not have someone from by-law be there? To improve the count of these issues, vs Bylaw clean-up calls.
- Some of the issues if we are having going to solve them (the by-products of the big ones like homelessness) we are going to have to tackle this together.
- Increased patrols have been impactful, but we also have to be careful of what we expect, team not sustainable on its own, and covering a wide area. It helps that businesses are engaging and taking some of this work no themselves.
- Data isn't the entire picture, it is a snapshot - stories are important contextual information to fill in the gaps.
- These numbers are low
- Some of us just deal with it
- Tracking reports in not always indicative of reality, while there is more attention paid to this now and there is more awareness of the importance of reporting. Reports do not accurately reflect occurrence whether too high or too low
- The data tells me we have a shelter issue. This is the impact of people not having adequate, safe and affordable housing

Incidents of people squatting in areas or used needles were the most common types of reports by a significant element however, as noted by stakeholders during the community Sensemaking Workshop, these numbers may not be reflective of the variety of incidents.

A full discussion regarding data practices for this intervention will be given in the next section. However, an examination of the Bylaw reports between January 2021 and September 2022 revealed some distinct changes in how data was categorized with a large number of the categories shown in Figure 13 being introduced throughout 2022, which would affect the counts of incidents and made it difficult to make robust comparisons in the types of incidents over time. However, a comparison between the numbers of total incidents between the two years does seem to indicate that there have been fewer incidents reported to Bylaw services in 2022 compared with 2021. The enhanced Bylaw patrols intervention came into effect in June 2021 and the number of incidents per month

in 2021 seems to have been slightly reduced in the latter part of that year (Figure 14), but this is not enough evidence to suggest any direct tie, however collecting similar in future evaluation sprints, to compare to this baseline, may reveal more conclusive evidence.

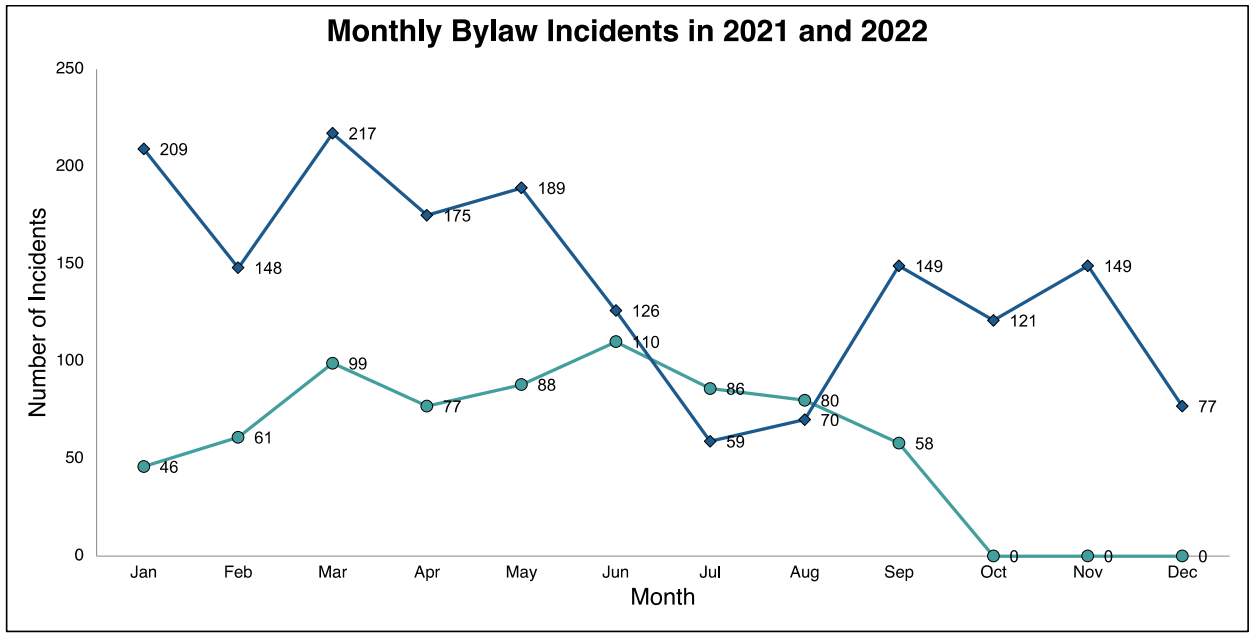


Figure 14 Number of Bylaw incidents by month for 2021 and 2022. The data excludes records that were classified as “routine patrols”. Source: Bylaw Services Tempest database.

It is also possible, as with the reports to the 311 service, a significant number of events go unreported due to people “just dealing with it”, which seems especially relevant to the number of needles reported. It is also possible that the incident rates of needles are lower than recorded in either the Bylaw Services or 311 database due to reports being split between the two programs.

The use of Bylaw call requests as a data metric may also miss information relevant to addressing evaluation questions because, as with the case of 311 reports, these requests only reflect data that is reported by the public and incidents that are addressed proactively by Bylaw officers during the increased patrols. After

engaging with Bylaw officers regarding their data practices, it was found that there is not a single consistent manner for officers to log their encounters on patrols. Therefore, the evaluation team conducted a focus group interview with Bylaw officers to discuss their experiences directly, which is summarized below in Table 2.3.

Table 2.3 Synthesis of notes from Bylaw team focus group--
Source: Downtown Bylaw Team Focus Group, October 3, 2022

Most Common Incidents	Changes Over Time	Long Term Trends
• Needles • Garbage (food containers, soiled clothing, stolen items) • Fires • Human biohazards • Abandoned shopping carts • Abandoned wheelchairs	• Individuals comply because of rapport with Bylaw officers • Seeing more Bylaw infractions happening outside the downtown core • People continue to congregate and socialize downtown even after receiving social supports • Easing of Covid restrictions has more people returning downtown, which has a negative effect on unsheltered population • New influxes of people are transient and cyclical • Open drug use is a constant issue	• Harm reduction has been pushed out without any strategy or framework • Inclusivity and advocacy work has allowed individuals to pushback against authority and made enforcement more difficult than ever • The city and police are restricted with what they're able to enforce and face significant public criticism • Rampant open drug use in public spaces

Community Sensemaking Input

- Downtown Bylaw team has only been around for 1.5 years, so long term trends not as easy to capture
- When did additional patrols come into the affect? Answer: June 2021
- The data says that it responds to people squatting but it did not come forward in the focus group.
- If people have safe places to live, and use than we don't see that out on the streets.
- The objective data doesn't support the subjective experiences of those that are actually doing the work
- And people with unstable housing and possible drug use they will congregate in safe spaces where they will be noticed if they get into issues of safety
- New mayor and council need to address the issue and there needs to be a safe place to camp overnight
- If there is no location designated safe for overnight camping by the city that puts folks at risk for safety
- "Inclusivity and advocacy has allowed individuals to push back against authority and made enforcement more difficult", then in the comments there's notes about relationships being built with individuals. These things seem at odds to me, as relationship building should naturally lead to inclusion and advocating for people who are vulnerable.
- Harm reduction - idea to put up a tent for use.

Bylaw officers' responses regarding their patrols refer to similar incidents as the Bylaw request data, notably needles, fires, and biohazards, however, the fact that the officers did not mention people squatting or loitering is a notable exception. Their comments regarding recent changes over time offered a wide variety of opinions regarding their own experiences and observations of the people they interact with ranging from the effects of the Covid-19 pandemic to the importance of building relationships and rapport in the community to facilitate enforcement. Their perspectives of longer-term trends were more specifically addressed at the effects of harm reduction and inclusion policies, which appear to be considered restrictions on the City and the RCMP's ability to provide enforcement.

One comment of note was the suggestion that more Bylaw infractions are occurring outside of the downtown core. Concerns over "driving the problem elsewhere rather than fixing it" is common. It may be of interest to verify this in future evaluations.

Community Reception of Downtown Bylaw Patrols

Evaluation Questions

- Are people in the community noting and accessing the services of the patrol?
- Are people satisfied with the service level?

The majority of respondents noted that they see Bylaw patrol officers almost every day or a few times a week. By examining the trends in survey responses were able to confirm that those who claimed that they see Bylaw patrols every day also stated that they visit the downtown core every day. This supports the validity of the responses and helps confirm that the increased presence of Bylaws patrols is both visible and recognized.

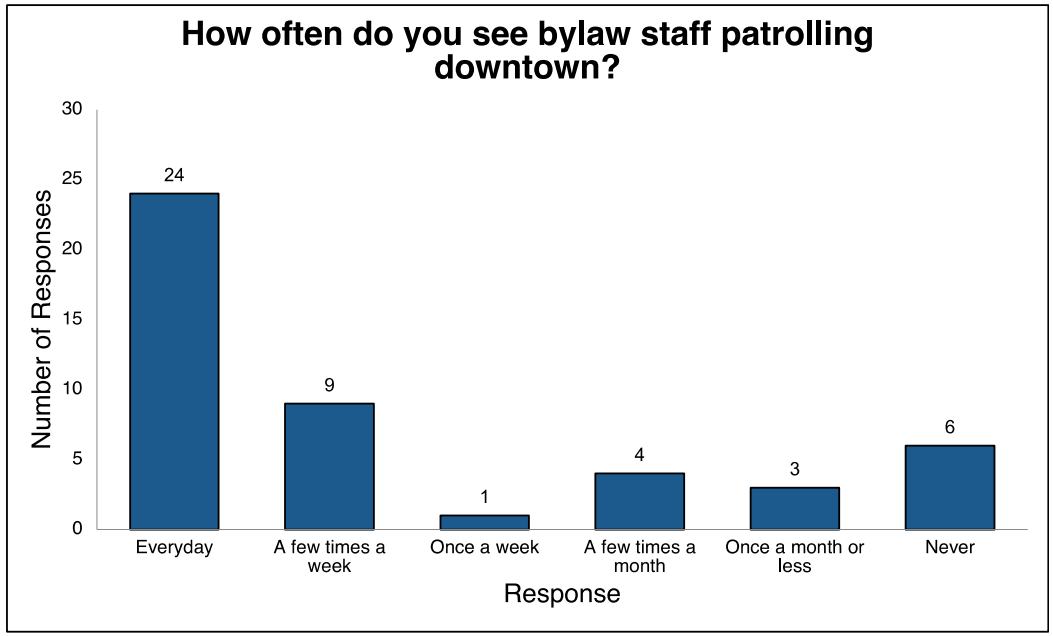


Figure 15A Survey data showing community perception of Bylaw visibility downtown
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022

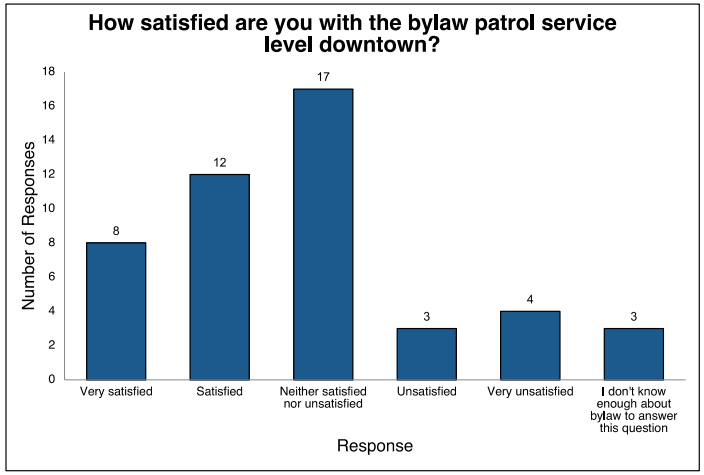


Figure 15B Survey data showing community satisfaction with Bylaw patrol service level downtown
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022

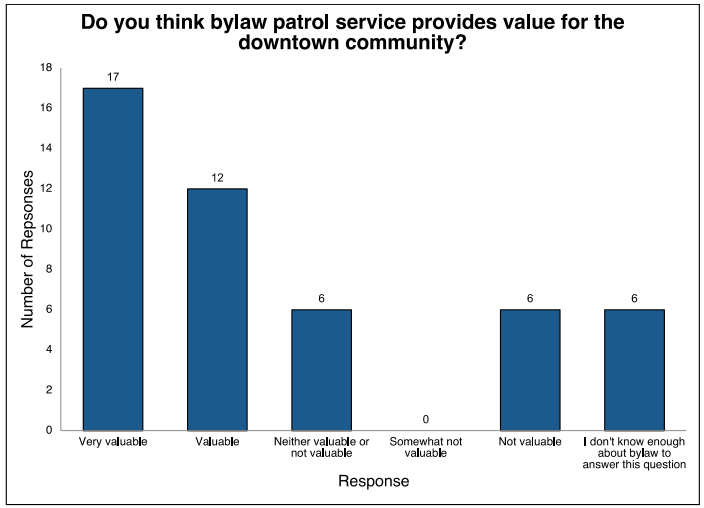


Figure 15C Survey data showing community opinion on the value Bylaw provides for the downtown community
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022

As with the DPG clean-up service, the most common response regarding satisfaction with the Bylaw patrols was neutral. However, in the case of the Bylaw patrols, the data skewed more definitively positive compared to satisfaction with the clean-up and most respondents reported some level of satisfaction.

Although the most common response regarding satisfaction was neutral, most participants described the Bylaw patrols as providing value for the community with the most common response being "very valuable". This demonstrates that while many in the community may not "be happy" with the Bylaw services they do recognize the positive contribution the patrols make to the community.

Perceptions of Safety and the role of Bylaw Patrols

Evaluation Questions

- To what extent do people report feeling safe downtown?
- Does the presence of Bylaw patrols make people feel safer?

Underpinning the City's decision to increase the number of Bylaw patrols in the downtown core was an assumption that a visibly increased uniformed presence (a.k.a "boots on the ground") would help citizens feel safer in the area. To validate this mechanism, we used a survey to ask the community questions regarding the visibility of Bylaw patrols and their influence on their feelings of safety.

Within these evaluation sprints, community perceptions of safety downtown were considered an indicator of systems change, as described by the System Theory of Change and so will be discussed in more depth during the analysis of systemic indicators.

In terms of whether community members felt that the increased Bylaw patrols contributed to their feelings of safety, the responses were strongly split with the two most frequent answers being "Very much" and "Not at all" however the overall balance of the responses appear to support the claim that Bylaw response to help some people feel safer downtown.

In designing the surveys for the design sprints the evaluation team worked to avoid asking for information that could be used to identify individuals or asking any questions that could potentially be insensitive or disrespectful to those who participated. This means that it is impossible to precisely pinpoint which responses were given by members of the unsheltered community. However, it is possible to make some inferences based on participant responses to demographic questions (e.g. income and postcode) and also the date their response was submitted – as targeted efforts to engage and include the voice of the unsheltered and vulnerable groups within the data primarily occurred on specific dates. This analysis would suggest that, while not all (potentially) unsheltered respondents answered "not at all" when asked if Bylaw patrols made them feel safer, it was a strong sentiment within that group. Examining these respondents' comments regarding the value of the Bylaw patrols, shows that some consider Bylaw officers to be mean or bothersome to people.

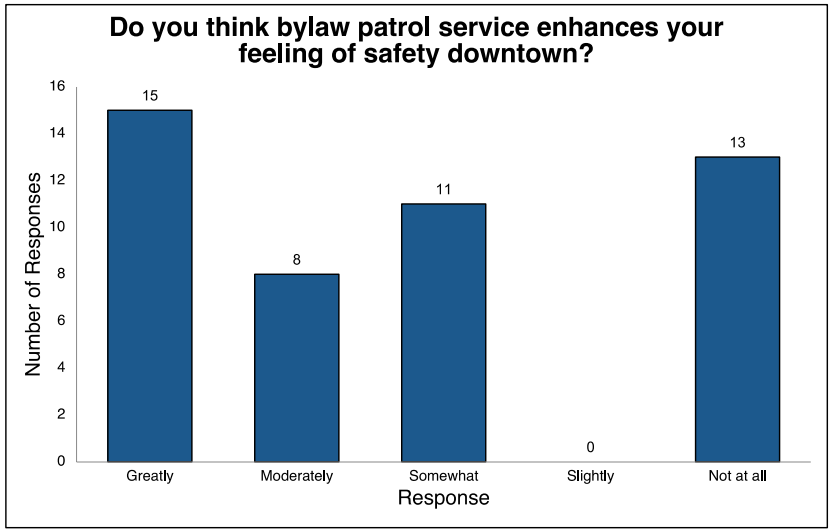


Figure 16 Survey data showing community opinion on Bylaw enhancing feeling of safety downtown
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, Sept 20-Oct 14, 2022

Community Sensemaking Input:

- Surprised at the how high both greatly and not at all are. Interested in the comments on these
- In a recent library survey, they also found that there was the same kind of extremes
- Vulnerable population usually answering as not at all
- Bi-modal distribution
- Voices of homeless individuals should be included - noted that the 13 “not at all” were those from that group

Community Synthesis

Noted highlights from the synthesis conversation, of participants who reviewed the Bylaw Patrol data, are presented below and have been sorted, by the evaluation team, according to relevant themes.

Safety depends on perspectives:

- Responses depend on the perspective of the individual - if people don't visit downtown a lot, their answers will be influenced by that
- There can be a lack of understanding between groups, and people getting used to the current situations; and a feeling that spending more time in DT PG and getting used to it, might contribute to greater feelings of safety.
- Being able to track how often someone comes downtown with their perceptions of safety and correlate that with their responses than we can better understand who is saying what and what experience they have with the issues
- Safety is defined differently for people.

Bylaw Patrols are becoming more about relationships:

- Bylaw knows people by their name.
- Difference of opinion on whether by-law is an enforcement or a support. Evolving nature of law enforcement
- Bylaw has an important relationship building role, Bylaw makes concerted efforts to make relationships with people downtown
- Education on the part of support service agencies, including by-law as support and use them for enforcement as needed. Education of service providers to understand what Bylaw's role is too so that it can be communicated well to address some of those fears
- It is important to note the partnership of Bylaw patrol and City Outreach. This is a critical and balancing combination of services.
- They are doing a good job of building relationships and connections with unsheltered individuals, business owners, etc. They are more "front-facing" these days, while continuing to recognize that enforcement is a critical piece of what they do
- The Bylaw team members are very unique as they do their job with expertise and compassion. The downtown team is very important in contributing to a sense of safety
- Look to other cities that are doing really good jobs at connecting and supporting members of the population that are unhoused! Some are doing amazing work
- I think they are effective and need to continue with additional outreach workers if possible

Data does not show the full picture:

- We do need a data set over a longer period of time to evaluate the trends and understand if things are improving. Is there a data set that can baseline from before patrols existed?
- Businesses and agencies are doing their own clean-ups, not calling Bylaw for every incident
- To engage more people, ask businesses and people downtown and ask for more improvement options
- Is there a way for business to track things so that the numbers can better reflect the experiences downtown
- Positive feedback from Tourism surveys
- Data from street patrols would have been helpful
- Data is incomplete and clean programs only dealing with

- Further increase in patrols
- Thinking about personal safety, but business owners feel for the safety of their establishment when there is no patrols whatsoever, like fires and break-ins etc.
- This is especially true between the hours of 11pm and 6am when there are no patrols out.
- They are great. Need more Bylaw
- Bylaws focus on enforcement alienates a percentage of the population
- More Bylaw officers!
- They need to be 24hours a day
- Small business owners could utilize more services if there were more resources

Other:

- Some of the issues are not unique to our community
- Surprised that there was such little differentiation between the two extremes, thought people would lean more to feeling unsafe
- In Victoria they are addressing homelessness by building tiny houses out of used shipping crates
- I believe increased by law in downtown Prince George is a positive in fluence
- I think it is important that there is help for those who need it
- I think they do a great job. They take the time to go above and beyond their description
- Helpful

Figure 17 shows the results of a poll, included in the survey issued to all Sensemaking Workshop participants, showing how the community stakeholders considered the increased Bylaw patrols to contribute to the three key systemic impacts shown in the Systems Theory of Change.

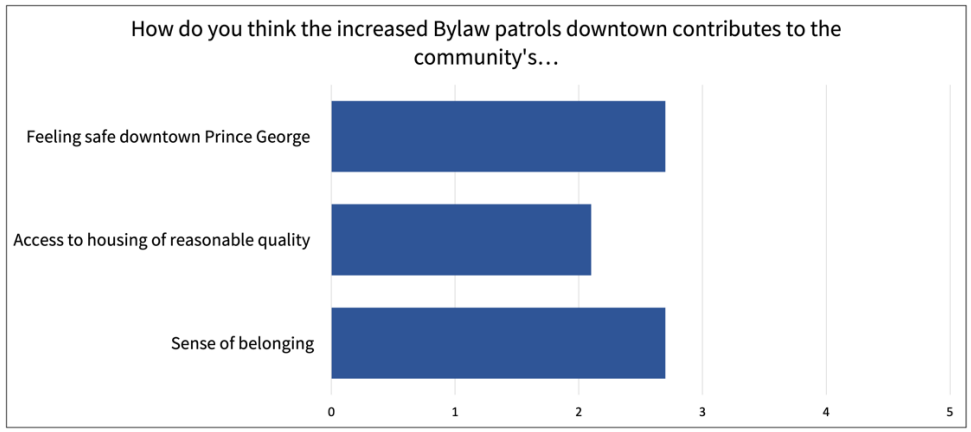


Figure 17 Sensemaking workshop poll on how the increased Bylaw patrols contribute to the systemic impacts shown in the Systems Theory of Change

Final Synthesis and Improvement Options

In review of the data several key findings emerged.

The community appears to recognize the value of Bylaw patrols, but perspectives are mixed

The community considers that Bylaw officers provide a valuable service even if the reported level of satisfaction is more neutral. While community members may not be overwhelmingly happy or satisfied with the work of Bylaw officers their value is recognized and appreciated. Responses to questions regarding the role and value of Bylaw patrols show that many seem to understand their role in creating a safe environment downtown although some responses do show some lack of awareness and/or indifference. Some comments in the surveys, and the Sensemaking Workshop, strongly associate Bylaw services with keeping the city clean (e.g. of needles) and, although Bylaw officers play a key role in the City's cleanliness efforts, it implies that there may be some conflation between Bylaw patrols and clean-up teams.

Relationships between Bylaw services and the unsheltered community are unclear and/or strained

Since the early stages of the project, in conversations between evaluators and Bylaw services staff, there has been some emphasis on the recognition of relationship building between Bylaw officers and the whole of the downtown community. It has been suggested that the evolving role of an officer is leaning more towards supporting and educating people, rather than strictly enforcement.

Although the data is not sufficient to state it conclusively, survey responses from participants likely to be unsheltered indicate that there is still a negative perception of Bylaw patrols. This is not surprising, but it is unclear how strong this sentiment is within the unsheltered community, which is very diverse, and the relationship may vary from person to person and in different contexts. Given the importance of relationship building to the Systems Theory of Change and the specific work of Bylaw officers, incorporating a more detailed investigation of this relationship, and how to improve it, could be relevant to future evaluations.

Current program data is inaccurate and inefficient

Community stakeholders appeared skeptical that existing program data was an accurate representation of issues in Prince George. It is suggested that there are some specific issues with current data practices, which, if addressed could provide more accurate metrics.

These include:

- Splitting data on incidents of needles, graffiti, etc. between two databases can make it challenging to have accurate and consistent information. Although the counts from both databases can be aggregated (which could lead to double counting some incidents) these two data schemas hold store similar information in different ways.
- Ineffective processes capturing data on incidents encountered by Bylaw officers during their patrols. It is challenging to measure if increasing Bylaw patrols, correlates to increased responsiveness to downtown incidents without more information on the issues that Bylaw officers are responding to.
- Records from early 2021 show Bylaws officers entering their own data, noting that the incidents were encountered on patrol in the description field. These descriptions indicate that these reports were all entered by the same three, particularly engaged, Bylaw officers. However, this method is labour inefficient for the Bylaw officers and provides no simple means to distinguish reports from the public from those from officers, which is essential to demonstrate the increased responsiveness and proactivity of Bylaw services.
- In 2022, the record system began to include “Patrols” as a category of the incident, presumably for Bylaw officers to record their patrols. However, this conflates patrols with incidents and leads to inaccurate counts i.e., a “routine patrol” contributes to the number of incidents, regardless of whether any incident was encountered during the patrol.”

Improvement option: Improved data collection

Effective evaluation and strategic learning depend on having accurate and actionable data. It is challenging to capture a complete representation of a complex scenario, such as the downtown core of Prince George and the challenges regarding SCI. As noted in the discussion of the DPG clean-up, currently available program data is not believed to accurately represent the volume and nature of incidents in downtown Prince George, especially with regards to needles and biohazards which often go unreported and are "just dealt with" by downtown residents and business owners. Therefore, the previous improvement option to work with DPG to develop a more holistic approach to data collection that proactively engages the community for estimates of incidents also affects Bylaw program data. The development of this data collection framework would also provide an opportunity to integrate CityWorks and Tempest databases and ensure that agencies are working from a shared measurement system.

There are also some simple improvements to the data collection practices that would allow for more consistent data to analyze trends over time. It is recommended that evaluators work in consultation with Bylaw officers to develop a method to collect data from their patrols. Incidents observed on patrol are key parts of building an accurate understanding of current conditions and are required to understand if increased patrols are influencing the number and nature of incidents, either through proactive response to issues as they emerge or as a deterrent effect. Implementing such a process will require feedback and buy-in from Bylaw officers as they are already burdened with several responsibilities and record-keeping duties. Every effort should be made to ensure that any additional data collection involves as little additional effort as possible and, ideally, can be integrated with or make use of existing data that Bylaw officers are already tasked with tracking. Although there is often a desire to obtain more detailed information across several fields, a good principle when developing tools for ongoing data collection is "a little data collected consistently and often is more valuable than a lot of data that is rarely collected, if at all".

Improvement option: Review of the relationship between Bylaw and unsheltered groups

There is an emerging opinion that the role of Bylaw services had evolved from being "enforcement" focused and was becoming more about developing relationships within the community, including with unsheltered and vulnerable individuals.

However, this perspective does not appear to be shared throughout the community. Survey results from unsheltered individuals indicate that many do not feel that Bylaw officers contribute to their feelings of safety nor recognize the value of patrols. In addition, one stakeholder who was interviewed concerning the Community Safety Hub did provide some commentary on Bylaw services as part of context-setting their responses. The stakeholder's perspective considered Bylaws services to have shifted their focus towards and described officers as "confrontational" within the community.

Fundamentally, the intent of increased Bylaw patrols is to help all people feel safer in the downtown core. Based on the data gathered from this evaluation Bylaw patrols do make people feel safer but this does not include one part of the community. Therefore, validating these findings and exploring them more deeply, and understanding how Bylaw services are responding to this information and adjusting their service delivery in response is important to track and enable strategic learning and improvement of services.

Improvement option: Increased training for Bylaw officers and more scope for outreach workers

If Bylaw officers are continually working with unsheltered people, then it is in the best interest of all parties to have some trauma-informed and harm-reduction approaches/training. There also needs to be more formalized procedures for engaging with unsheltered people on patrol and how are these engagements being captured in the program data.

Throughout the evaluation, it also came up outreach workers have strong relationships with the unsheltered population, and they offer a bridge to integrating Bylaw and other Community Safety Hub agencies and the City staff. There have incremental improvements that came out of collaboration through the CSH, such as Bylaw officers now carrying Naloxone. We recommend increased support for outreach workers to expand their presence downtown.

Several of these findings, specifically regarding the community perception of the service and data practices, to those described for the DPG Clean-up service, may need to be considered within the design of future evaluations.

Intervention 3: Community Safety Hub

Introduction

The Community Safety Hub (CSH), opened in April 2021, to provide a central location for partner agencies and social organizations to convene and collaborate in services of promoting greater integrate and coordination between stakeholders and their programs. Unlike the interventions reviewed previously, the City is not coordinating the delivery of service directly to target groups within the community but is providing resources and facilitating collaboration between service providers. By fostering increased coordination and integration of key programs, the CSH aims to empower partner organizations to improve the availability, quality, and effectiveness of service delivery across the community.

The CSH represents a partnership with commitments from:

- The City of Prince George
- Bylaw services
- Northern Health
- BC Housing
- Prince George RCMP
- Prince George Native Friendship Centre
- Association Advocating for Women and Community
- Ministry of Social Development and Poverty Reduction

The core principle underlying the CSH is that more communication and collaboration between essential service agencies will result in more effective, efficient, and accountable service delivery. The logic of the hub is agnostic to what kind of services this enhanced collaboration is to improve and for which target groups they are to benefit. The assumption is that every agency will benefit from building stronger relationships with other groups and exploring new ways to work together, regardless of how that agency operates or which services it delivers. For the participating agencies, improving collaboration and information sharing is a *means* to improving their own delivery and, therefore, delivering more impact to the community of Prince George. For the CSH itself, increasing collaboration is the *end* goal.

Evaluation Questions and Program Logic Model

The program logic model for this intervention is shown in Figure 18.

PROVIDERS	BENEFICIARIES	RESOURCES	ACTIVITIES	OUTPUTS	OUTCOMES	IMPACT
Who is responsible and accountable for implementation? • City of Prince George • Northern Health	**Who is expected to benefit from the intervention?** • Service agencies • Vulnerable and unsheltered groups. • Partner organizations: BC Housing, NH, MSDPR, RCMP, CPG, NFC and other applied partners	**What has been invested and supplied?** • $107,000 in renovations. Set up costs e.g. furniture, equipment. • Operating costs. Time investment from numerous partner groups. • NH program coordinator.	**What is done?** • Convene targeted cross-sector working groups. • Convene information sharing/training. • Provide a convening and coordinating venue for partner agencies to collaborate. • Coordinate specific programs (e.g.	**What results are expected in the short-term?** • Partner organizations use the CSH to convene and collaborate • Working groups are effective and build stronger relationships between agencies. • Increased referrals to and	**What results are expected in the mid-term?** • Increased visibility and coordinated presence downtown • Increased information sharing, coordination and collaboration between partner agencies not directly facilitated by CSH. • Increased integration of services in planning and delivery. • More Peers actively involved in	**What should the ultimate impact be?** • Increased efficiency, accountability, and effectiveness in partner services • Persistent, complex social issues in the downtown are reduced

			mental health workers) • Coordinate outreach between unsheltered people and other agencies. • Connect unsheltered people to services.	between services. • Greater engagement with community and vulnerable populations.	decision-making and feedback. • Increased access to community services	

EXTERNAL FACTORS	ASSUMPTIONS
• External collaboration • Funding and viability of partner organizations. • Trust between partner organizations.	• That the right program and service partners are in the hub • That sharing a common facility will build the relationships to empower greater collaboration/coordination.

KNOWN DATA/ EVALUATION
• Facility usage records. • Working Group meeting minutes

Figure 18 Community Safety Hub program logic model

Relevant evaluation questions were derived from the outputs, outcomes and impacts described in in the logic model and used to focus the collection and analysis of data during the sprints. As with the previous interventions, once the list of Evaluation Questions was created, the evaluation team was responsible for choosing a subset of the questions for the intervention that would be the focus of the sprint. Factors that were considered in choosing a subset of Evaluation Questions included access to data given the timeframe of the sprint and overall priorities of the evaluation process. The final list of Evaluation Questions that were used for the evaluation sprints is shown in bold and listed in Table 3.1 and the indicators and data collection methods are in Table 3.2 below.

Table 3.1 Evaluation Questions derived from the intervention logic model

Desired Change	Evaluation Questions
Partner organization use CSH facilities to collaborate	Which CSH agencies are using the facilities, how often? How are they currently using the facilities/ space? Is it changing?
CSH working groups build relationships and increase collaboration.	Which agencies are being brought together through working groups/ meetings? How often? Which new projects or connections have emerged from these groups/ meetings? What do agencies consider valuable and positive about the CSH? What are some challenges? What are we learning about the processes and experience of the groups/meetings? What do partner agencies feel the CSH has achieved? What are the persistent pain points?
Increased information sharing, coordination and collaboration between partner agencies not directly facilitated by CSH.	How have partner agencies been collaborating and coordinating (outside of the CSH)? In what ways? What evidence do we have that the CSH has contributed to improved service coordination? What can we do to increase collaboration between CSH partners and with other agencies in Prince George?

Increased engagement of partner agencies with community and target groups	How have the CSH partner agencies been engaging with the community? (e.g. engagement efforts of the CSH)? Is it improving through the CSH? Which groups have been engaged by whom? How has this engagement (or the agency) been received across target groups? How can we improve community engagement within the CSH and it's partnering agencies?
Increased efficiency, accountability, and effectiveness in partner services	Are partner agencies observing changes in access to their service delivery? (e.g. referrals, usage across groups, wait times)? Are CSH agencies reporting an improvement in coordination of services resulting in improved effectiveness of client service? How can we improve access, appropriateness, and effectiveness of services over time?

Table 3.2 Indicators and data collection approach for the Community Safety Hub intervention

Evaluation Questions	Indicator	Method	Source
Which CSH partner agencies are using the facilities, how often?	List of partner agencies using the CSH, frequency of use.	CSH facility booking calendar data. Survey.	City staff for CSH
How are they currently using the facilities/ space? Is it changing?	Description of usage from participants.	CSH facility booking calendar data, Survey, Interviews.	CSH agencies and other users of the Hub (i.e. ICAT)
Which other agencies are being brought together at the CSH? (i.e. through invitation)	CSH working groups build relationships and increase collaboration.	Survey	CSH agencies

Which new projects or connections have emerged from the CSH working groups/ meetings?	List of projects attributed to CSH working groups.	Survey	CSH agencies and other users of the Hub (i.e. ICAT)
Which new projects or connections have emerged from using the CSH in your work?		Survey	CSH agencies and other users of the Hub (i.e. ICAT)
What do agencies consider valuable and positive about the CSH? What are some challenges?	Perception of value and description of pain and gain points.	Survey	CSH agency
What do partner agencies feel the CSH has achieved? What are the persistent pain points?	Description of achievements	Interviews	CSH agency
What evidence do we have that the CSH has contributed to improved service coordination?	Increased information sharing, service provision, coordination and collaboration	Survey	CSH agency
Are CSH agencies reporting an improvement in coordination of services resulting in improved effectiveness of client service?	Efficient, effective, and inclusive client service	Survey	CSH agency

Data & Interpretations

Effect of the CSH, and CSH working groups, on building collaboration

Evaluation Questions

- Which other agencies are being brought together at the CSH? (i.e., through invitation)
- Which new projects or connections have emerged from using the CSH in your work?
- Which new projects or connections have emerged from the CSH working groups/meetings?

One of the key streams of activities for the CSH is to convene partner agencies, and other collaborating organizations, by facilitating meetings for groups to share information and generate new solutions to persistent and emerging challenges. This process includes directly bringing agencies together through a program of targeted meetings (CSH Partners Table and CSH Working Groups). It is also intended that relationships built through participation in these meetings will, in turn, lead to further collaboration between agencies that occur outside of these scheduled sessions.

Table 3.3 Organizations participating in CSH Working Groups

Understanding/Engaging the Peer Population Working Group
Organization
Northern Health
Ministry of SD & PR
City of Prince George – Bylaw Services Division
POUNDS Project Society (Preventing Overdose Undoing Stigma)
City of Prince George – Civic Initiatives & Partnerships Division
AWAC Association Advocating for Women and Community
Communication Planning Working Group
City of Prince George – Bylaw Services Division
Downtown Prince George
RCMP
Northern Health
BC Schizophrenia Society
Warming Centres Working Group
POUNDS Project Society (Preventing Overdose Undoing Stigma)
Prince George Fire and Rescue
PG Native Friendship Centre
BC Housing
City of Prince George – Civic Initiatives & Partnerships, Outreach

Preventative Proactive Action Working Group
Northern Health
Ministry of SD & PR
Community Policing
Washroom Access Working Group
Northern Health
Downtown Prince George
PG Native Friendship Centre
AWAC Association Advocating for Women and Community

Currently, CSH Partner Tables and working groups do not capture minutes or attendance from their meetings so precise numbers of the level of participation or relationship building (based on mutual meetings) cannot be described. However, the evaluation team created a survey which asked participating agencies for more information regarding the working groups and collaboration in the CSH.

Table 3.4 Synthesis of qualitative survey responses regarding projects and collaboration
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

Survey Question	Responses
Have you created any new projects or connections with other agencies as a result of participating in the Community Safety Hub working groups/meetings specifically? If so, what are they?	• Emergency weather responses • Connections with PGNFC, Pounds, PGNAETA • Partnership with DPG's Summerfest event • Summer Downtown Clean-up Day • Training provided by Northern Health, BC Housing, Pounds for Bylaw officers on topics of harm reduction, addiction, mental health, and lived experience
Are there any other organizations that are being brought together through your work at the Community Safety Hub?	• Prince George Native Friendship Centre • BC Schizophrenia Society • PGNAETA • Pounds

Have you created any new projects or connections with other agencies as a result of using the Community Safety Hub in general? If so, what are they?	• Peer engagement • Warming and cooling centre • Bylaw are now carrying Naloxone • Downtown Prince George needle pickup • "When to call" list for downtown businesses • Communication with Bylaw to navigate enforcing with safe streets Bylaw

Overall, the respondents to the survey seemed to consider that the CSH and the working groups established relationships with other organizations and several tangible projects and initiatives. The “warming centre” initiative was mentioned by several stakeholders as a success story generated through collaboration at the hub.

However, individual interviews with stakeholder groups revealed more nuanced and mixed reactions to these Partner's Tables and Working Groups. One participant stated that the hub meetings led him to more interactions and stronger relationships with people and groups they may not have developed otherwise and that they found value in having a regular opportunity to interact with other groups to share information or ask questions that were valuable but not urgent. Another stakeholder noted the meetings had been beneficial for collaboration and coordination but needed a more defined scope and purpose.

“I think that once the CSH has its identity, it is going to be hugely beneficial but it needs to establish its vision and keep it”

~ Comment from Stakeholder Interview

One agency did report that they had stopped attending CSH meetings as they did not find the issues discussed to be within their mandate or relevant to their work and that their capacity was limited. In addition, they claimed that they did not feel that their input was heard and that meetings often led to a “blame game”.

In summary, the available data is limited but the CSH meetings programs appear to provide recognized value to some agencies but not all, and more data and nuanced methods are required to determine the underlying factors and inform solutions.

CSH Facility Usage

Evaluation Question

- Which CSH partner agencies are using the facilities, how often?

Through the CSH, the City and its partners provide a centrally located facility for partner agencies and their collaborators to meet together and also an opportunity to co-work in the same space. The evaluation team reviewed the entries from the shared calendar service used by partner agencies to book the CSH facilities, to determine the usage and adoption of these resources as shown in the pie chart and table below. Ongoing and regular meetings of specific groups (e.g. RCMP Situation Table or CSH Partners Table) are shown separately (and shaded) and constitute the majority usage of the hub space. This data is supported by results from the CSH agencies survey, where respondents, who provided sufficient detail, stated that attending regular meetings or meetings hosted by other organizations was their primary reason to use the CSH.

Community Sensemaking Input:

- The four agencies listed (Prince George Native Friendship Centre, BC Schizophrenia Society, PGNAETA, Pounds project society) have always been part of the CSH, PGNAETA asked to join the CSH re: Warming Centres.
- Trying to reduce siloes in various areas of the sector

Table 3.6 Frequency and detailed description of CSH use by agency
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

Agency	Frequency	Use

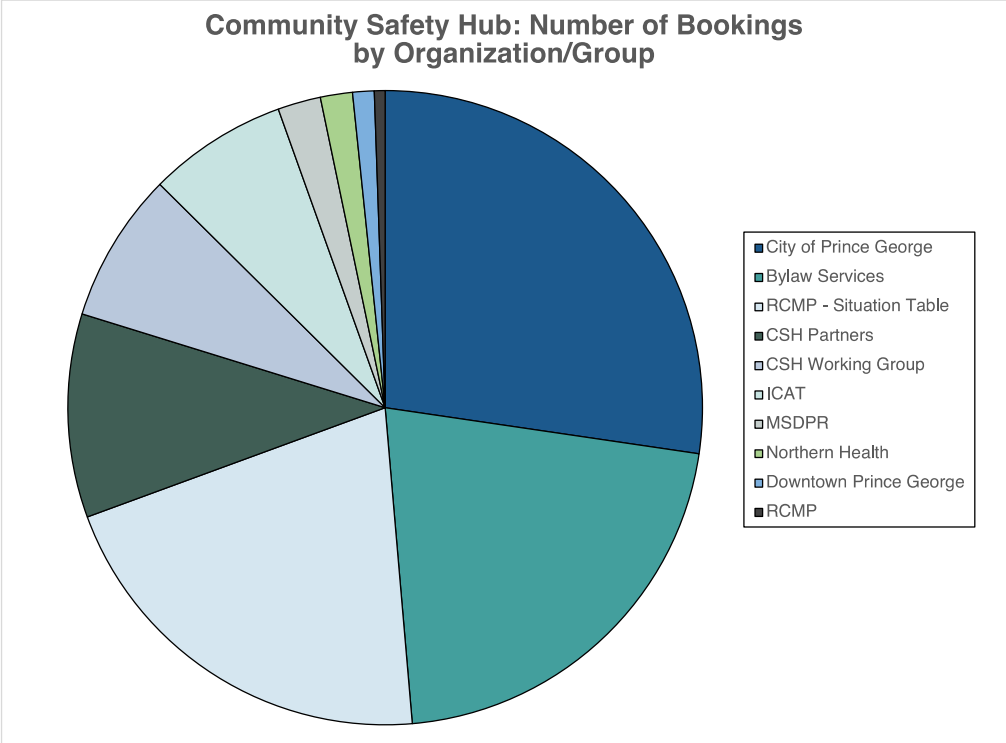


Figure 19 CSH facilities bookings by organization/group
Source: Community Safety Hub Usage Calendar, July 2021-September 2022

Table 3.5 Number of CSH bookings by organization/group
Source: Community Safety Hub Usage Calendar, July 2021-September 2022

Organization/Group	Number of Bookings (2022)
City of Prince George	50
Bylaw Services	39
RCMP - Situation Table	38
CSH Partners Table	19
CSH Working Groups	14
ICAT	13
MSDPR	4
Northern Health	3
Downtown Prince George	2
RCMP	1

City of Prince George	• A few times a week	• Meetings, trainings • Potlucks
Northern Health	• Once a week • A few times a week	• Meetings, interviews • Collaborative work with community members to address emergencies downtown
BC Housing	• Every other week	• Community Partners Safety Hub meetings
Downtown Prince George	• Every other week	• Regular Hub meetings • Use the space to host meetings
BC Schizophrenia Society	• A few times a month	• Weekly SPIRIT meetings • Bi-weekly Downtown Safety Hub meetings
Ministry of Social Development and Poverty Reduction (MSDPR)	• Once a month	• Staff meet with City outreach and Bylaw staff
Association Advocating for Women and Community (AWAC)	• Never	• None
POUNDS	• A few times a year	• Attend meetings organized/hosted by other organizations
Prince George Nechako Aboriginal Employment and Training Association (PGNAETA)	• Once	• Working group meeting

Only City staff and Bylaw services appear to be using the CSH regularly as a space to host their own meetings outside of these recurring, collaborative meetings. Without data on the attendees to these meetings, it is difficult to determine if these meetings contributed to building collaborative relationships, however, the descriptions (where available) for these meetings appeared to be related to internal team meetings and training (e.g. City outreach meetings or weekly Bylaw meetings).

Interviews with CSH partner agencies also indicated there may be a mismatch between the assumed need for shared workspaces and what agencies would require of such a space for it to be valuable to their work. One interview participant stated that their organization did not make use of the space as it did not meet their security requirements to keep work materials in the hub.

Another agency reported that, while they did make use of the hub as a "drop-in base" (to keep personal items, use the facilities, and informally connect with Bylaw services), the CSH did not meet the most important requirement of providing a space where they could meet with clients, and so it was less useful to their work. The participant went further to say that the CSH feels "more like a City space, not a community space".

Overall, this data would suggest that partner agencies are not using the CSH as a resource to self-organize collaborative meetings or co-work between themselves, however, they do participate in the recurring program of collaborative meetings that are hosted at the hub.

Influence of the CSH on service delivery in Prince George

Evaluation Questions

- Are CSH agencies reporting an improvement in coordination of services resulting in improved effectiveness of client service?
- What evidence do we have that the CSH has contributed to improved service coordination?

The CSH intends to foster and facilitate grated collaboration and coordination between service agencies in Prince George to have an indirect, but substantial, effect on the quality and efficiency of service delivery for the participating groups. Survey and Interview respondents were to if they believed the quality and performance of their services has improved in the past 1.5 and then asked if they felt their participation in the safety hub contributed to this improvement.

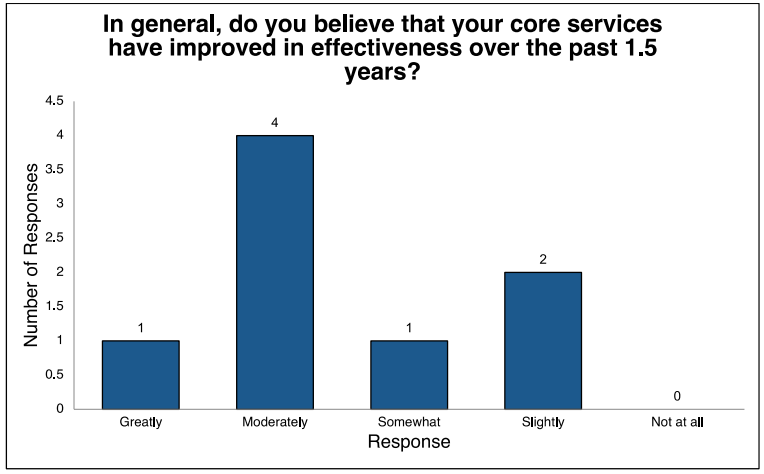


Figure 20A Survey data showing agency perspective on the effectiveness of their core services
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

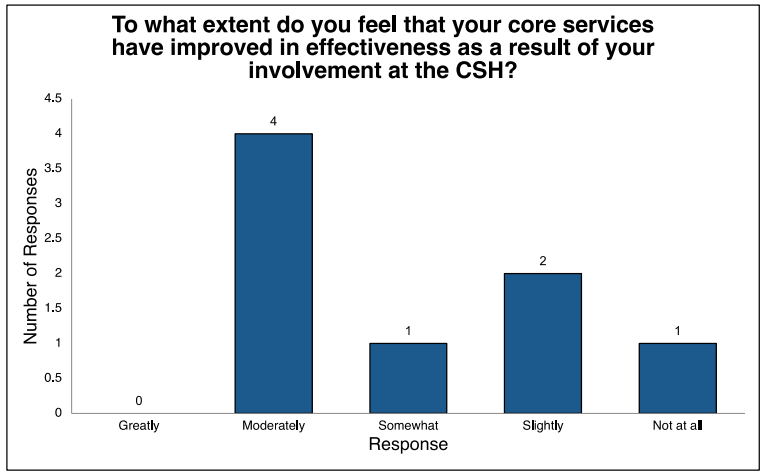


Figure 20B Survey data showing agency perspective on the effectiveness of their core services as a result of being involved with the CSH
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

Although limited by the low number of responses, the respondents to the survey believe that their service delivery has improved over the past 1.5 years and most seem to acknowledge that their participation with the CSH contributed to this change. Although there appeared to be a less strong sentiment that this improvement was a consequence of improved collaboration and coordination, which is the central mechanism for service improvement assumed in the change logic. However, that these organization attributed the positive change to the influence of the CSH is an important result given that each of these services operates in a complex environment and are affected (positively and negatively) by many intersectional trends. (see Table 3.7)

Table 3.7 Factors influencing agencies' core service effectiveness
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

Survey Question	Responses
What other factors do you feel have influenced the effectiveness of your core services over the past 1.5 years?	Establishing trust and relationship building with our clients Creating and amending programs based on what our team sees happening in our community Covid has strongly affected our effectiveness and forced us to innovate how we offer services and supports Having a Terms of Reference Administrative enhancements (e.g., budgets, personnel) Growth and development Encampments, lack of accessible washrooms, and take-out food have led to the need to obtain additional funding to increase cleaning programming downtown

Community Sensemaking Inputs

- It seems like that slight majority find that there is improvement in what their agencies have achieved, service coordination, effectiveness (at least moderately)
- It is important that there is some data that we can take to the agency decision-makers to demonstrate the value and the impact that the CSH is valuable. We have to make this case

Perceived Value and Challenges of the Community Safety Hub

Evaluation Questions

- What do agencies consider valuable and positive about the CSH?
- What do partner agencies feel the CSH has achieved?
- What are some challenges? What are the persistent pain points?

Although improving relationships and increasing collaboration to improve service quality in the main mechanism through which the CSH contributes to the shared vision for change, it may have a distinct value to its participants that are not captured in the change logic. Understanding, this emergent value and identifying any consistent challenges facing the CSH is important for evaluating the hub as a *process* and harvesting the learnings needed for improvement.

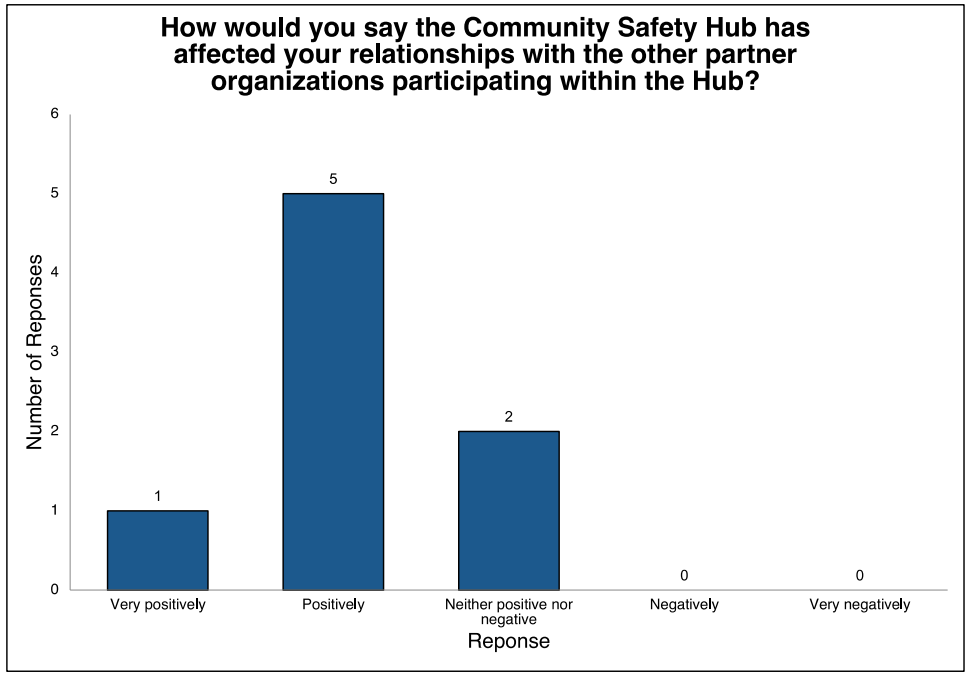


Figure 21 Survey data showing CSH's effect on relationships with other organizations
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

Table 3.8 Synthesis of qualitative responses to survey question regarding relationships
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

Survey Question	Responses
Why do you think the Community Safety Hub has had this effect on your relationships with other partner organizations participating with the Hub?	• Ensures organizations are not duplicating work • Raises awareness of different partners, agencies, and services downtown and the role of those organizations in our community • Helpful to see inter-professional brainstorming as to what can be done • Depends on the agency, as some relationships have improved while others have deteriorated • Ease of communication • Shared interests • Working together has built stronger relationships • The Hub has not had any effect on our relationships

Table 3.9 Synthesis of qualitative responses to survey question regarding CSH membership
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

Survey Question	Responses
What do you feel your organization gains through its membership of the Community Safety Hub?	• Connection and awareness • Knowledge, partnerships, and an overall sense of collaboration • Opportunities to know what is going on in our community and to help make real world changes as a result of partnerships and collaborations with CSH partners • Greater collaborative strategies to support the citizens of Prince George • Ease of communication with partner agencies on topics of interest • Addressing of urgent issues/concerns • A better understanding of the services provided through many of the agencies to support our vulnerable populations • Built relationships with service providers that have and will contribute to better collaboration on projects and programs when and if necessary. We are proud of some of the work that sub-committees have accomplished - even when not related to our work

Table 3.10 Synthesis of qualitative responses to survey question regarding CSH challenges
Source: Community Safety Hub Agencies Survey, September 20-October 14, 2022

Survey Question	Responses
What do you think the greatest challenge limiting the Community Safety Hub's success might be?	• Red tape and bureaucracy within larger organizations (e.g., the City, Northern Health) • There is still a bit of "that's not my job" from some of the larger groups at the table • Lack of trust • Not enough decision makers at the table • Currently, it is a place where the workers who want to help are doing what they can off the side of their desks. CSH should be a requirement of the job these people do, and their agencies sign off on that commitment • Everyone has their own agenda and has their own idea of what they can do and can't do. We need to come together to all contribute to a common goal independent of our agendas • CSH needs more strength in what and who it is. Recognition from the City and more accountability from all agencies and organizations participating, perhaps through formalized MOUs • Not sure everyone who participates understands the purpose of the group - should be documents shared about the groups and the expectations of participants
What have you personally found challenging about participating in the Community Safety Hub?	• Timing of the meetings • Lack of ability to implement changes • Not enough decision makers at the table • Feeling like invitation to participate was an afterthought • Technology challenges • The inability of the larger partner agencies at the table to agree to actions due to structure of organization and bureaucracy • It is very informal and does not have a voice at the council table or in the community • The work of the committee seems to focus more on the safety of the vulnerable populations served through the participating agencies and at times we feel that we are out of our 'wheelhouse' and that the work of this committee does not align with our mandates • Blame being put on the City for perceived failures instead of discussing potential solutions

Community Sensemaking Input

- Working groups - access to DT washrooms, extreme heat, emergency management, proactive responses to groups
- Peer engagement working group
- Relationship building has been amazing - for the community to have more knowledge about what is happening in terms of the goals and achievements.
- For the people involved in the CSH, people think it is beneficial for them involved - the right people for the right reasons
- What are some of the sub-committees and initiatives?
- Networking opportunities were tremendous
- As someone that participates in the CSH, I appreciate the collaboration and opportunity to build relationships with others, and support in the community in ways we couldn't do otherwise

Table 3.11 Synthesis of responses from CSH Agency Interviews
Source: Source: Community Safety Hub Agency Interview, October 5-October 14, 2022

Question	Themes
Does the Community Safety Hub enable client service delivery in the manner necessary for participating agencies?	• CSH is not accessible to the public • Other Hub models are more client-centric • Benefits: easy to book, central location, open communication with others who do similar work
Are the functions/purpose of the Community Safety Hub partnership table unique, or do they duplicate those of other "coordinating tables"?	• CSH has led to strengthened relationships with different agencies • CSH provides a space for everyone to come together and raise urgency on certain issues to get things done quickly
Are agencies that committed staff to utilize the Community Safety Hub as a worksite (homebase) fulfilling those obligations?	• Using the space as drop-in • CSH allows agencies to share their expertise and collaborate with others • Challenge: balance between agency advocacy and collaboration/partnerships
Are the agencies necessary to ensure service coordination and integration participating in the Community Safety Hub? If not, why aren't they?	• CSH issues were found to be not related to Police • Challenge: unable to keep sensitive files or documentation on site

Community Sensemaking Input

- Members coming to the table and bashing other agencies needs to stop - no finger pointing
- There is a small number of people that participated of the survey - it would be interesting to see what the larger players felt
- Perhaps the CSH could greatly improve if the challenges were met. But, as it stands, it is having some impact
- This is the crux of the matter - differing mandates and individual advocacy and collaboration - what is the approach taken for the Hub?
- Key challenge is balancing diverse agency mandates and perspectives with collaborative work. I'd be interested in how the challenges could be addressed.
- The challenges indicate that the CSH is not being effective - a bit of a disconnect between the challenges
- There are times when agencies are completely opposed, and things become more adversarial. This means that we need to add more direction to what we are trying to do here.

Community Synthesis

Participants who reviewed the data to evaluate the CSH shared their interpretations and learnings in a synthesis conversation, highlights taken from this discussion and the post-session survey are presented below and organized according to emergent themes.

Community Synthesis Discussion:

Comments from post-session survey are shown in italics.

Clarity and Identity of the CSH:

- The CSH needs its own Northern Star - a goal and a set of rules as to what we want to accomplish together
- CSH needs an identity - the people are there because they care and what they do matters, they recognize that we will accomplish more, together
- We need to somehow make the CSH its own entity with its own voice - this would make the work and communication a lot more effective
- When the CSH was first formed, a working group created a TOR that was revised - I am not sure that it is the Community Vision of Change. What more can we do, in addition to the TOR, if the CSH is to achieve what its membership hopes it will achieve?
- When the CSH started, we didn't quite know what the entire purpose was. I like the collaboration piece and it serves its purpose.
- To look at the goals and determine how the work should best be facilitated - a bi-weekly meeting, is it City-led? If there is a focus on the goals, what is the process to enhance those goals?
- It would be to focus on the goals of the table, collectively.
- Things take a long time to move forward - we need more direction for the CSH - documentation.
- A greater feedback loop would be helpful. We could look to the TOR on the wall and check that we are on track

- When I see this, it seems like there is a challenge in understanding the best ways to utilize the space.
- What can it do and what can't it do?
- The CSH needs a better identity and purpose

How does the CSH benefit clients?

- It would be fabulous to have some client services there - we operated a COVID vax clinic out of the CSH that were in treatment that didn't want to access places that were unsafe.
- At first, it was going to be a place where people can go for resources - client-facing HUB, where if you were a client, you could have access to a Table to support them
- The focus of the CSH is to bring community partners together to better integrate and coordinate service delivery - the CSH was never front-facing
- The hub space was for agencies to come together - it is not client facing, however there were great results from (its activities)
- The situation table - this is a client table, we come with a client, whereas the CSH is more of a systems table.
- It would be helpful to ask agencies about their connection to the systems through participating in the CSH.
- What is the difference, who is being helped? How are the efficiencies realized? What is the impact on the ground?
- I am surprised by what is not in the data - I think the CSH is a great opportunity to tell the front-lines story of impact on individual lives
- Do we have data about # of clients helped, the number of supports they had? Improving the time to get someone the support they need - this is what we wanted to CSH to do.
- Have it open to clients

The CSH's role in prevention:

- It would be useful to know if the CSH is preventative measures or addressing urgent measures - we need to determine one. The preventative work gets "back-burnered"
- There is a need for a more collaborative situation table that currently exists - we have one for at risk community members, but the scope is limited. If agencies felt like they had pathways to address issues, the CSH could work on prevention
- I want to see the CSH to be preventative focused - there are other venues for the more emergent things (i.e. situation tables)

The CSH enables collaboration:

- There is a trend of "collaboration" - this pops out for me
- The data shows increase of collaboration, but I can also see that there is a calling for a greater definition
- Breaking the issues down in a collaborative approach, into digestible pieces through overarching strategies, focusing on what we can do.
- Planning and policy opportunities for collaboration and multiple perspectives. This also reduces how agencies can scrutinize approaches that are different
- Mutual learning about what the agencies do.

Balancing different mandates, perspectives, and agendas:

- We need continual buy-in from the agencies

- One component surprised me - a small thing, when it came to the agency interviews, the issues were not related to the Police - it was specific feedback. When we started, we did have police representation, and then we didn't - this might be a little bit of an explanation.
- A constant at the table - this question gets to the heart of the challenge - very different perspectives in terms of connection, safety, being proud etc. We don't really know if the CSH is contributing because we have not gotten to the point where the community is interpreting its purpose in this context.
- Communications is a bigger issue - everyone came to the table with its own agenda, so when it came to something as simple as communication, who does it? The City? How does it not offend anyone etc.
- The City stood outside of the evaluation process - however, a real pressure point that we observed was who helps to facilitate the Table
- It would be important to ask: What would happen if the CSH partnership table stopped meeting?
- Documentation process that goes on and fed back into the table - how many participants or agencies participated last week - some ongoing evaluation measurements to be visible by the larger groups.
- The hub is a constant evolution to assist the agencies to support the community.
- Need a larger data set. Identify data set groups i.e. businesses, service providers, vulnerable folks.

Figure 22 shows the results of a poll, included in the survey issued to all Sensemaking Workshop participants, showing how the community stakeholders considered the increased Bylaw patrols to contribute to the three key systemic impacts shown in the Systems Theory of Change.

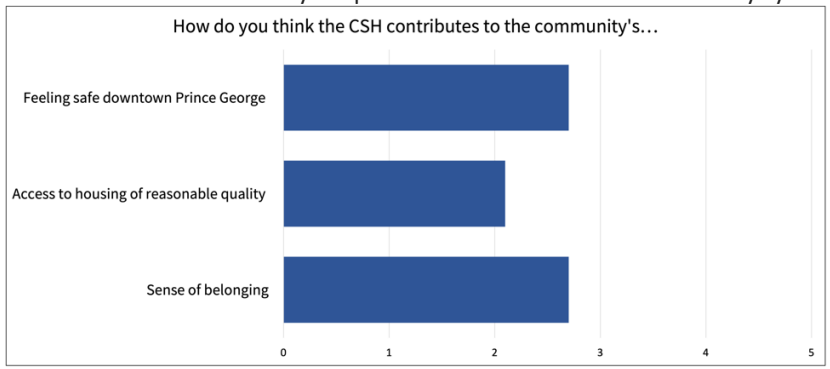


Figure 22 Sensemaking workshop poll on how the Community Safety Hub contributes to the systemic impacts shown in the Systems Theory of Change

Final Synthesis and Improvement Options

Participating Agencies believe the CSH is valuable and that it had a positive effect on collaboration

The hub has been valuable for participating organizations and has had a positive effect on their relationships with other agencies. Agencies see the value in bringing agencies together for the purpose of building relationships and exploring ways to work together. Commonly cited benefits of this process were the opportunities to share information and learn from other organizations, learn more about services provided through other agencies, and work together to find solutions to emerging issues.

On the other hand, a CSH partner stopped participating in many of the CSH meetings and another stated that they had never visited the hub for any reason. Although they believe that collaboration is beneficial, participants feel that the CSH is limited from its full potential by a lack of clear direction and conflicting agenda between participating groups (discussed further below).

Agencies consider the working groups to support relationship building and have had tangible successes

The CSH is aimed at fostering collaboration between service agencies within the city through two broad streams of activity; facilitating an ongoing series of meetings (e.g., Partners Table and Working Groups) for agencies to share information and develop collaborative solutions to city issues, and by providing space and facilities for organizations to work together and convene in a self-directed fashion.

Agencies had positive experiences with the working group and appeared to associate these meetings with strengthened relationships with other groups and to have enabled more information sharing and mutual learning. According to survey results, attending these meetings appeared to be the main reason that several agencies visited the CSH, and several specific projects and initiatives were claimed as tangible results of the partner tables and working groups.

The CSH is rarely used as a resource for collaborative working

The second approach to fostering collaboration is positioning the CSH as a resource for agencies to use in supporting their own cross-sector collaboration. This is a more indirect strategy based on the assumption that, if agencies spent time working in the same space, they would find it easier to coordinate work and share information and relationships between groups would be built "organically" over time.

Available data from the CSH's calendar and survey responses indicated that the facilities are often used in this manner. The data implies that the hub is used as a general "meeting room" available for agencies who need one, mostly for the internal meetings of City staff and Bylaw Services. It is possible that data describing more informal "working together" in the space is not accurately captured in the bookings calendar but such usage is also not described in survey respondents. To fully establish if stakeholders see the value of the CSH space as a resource to enable greater collaboration requires a method to capture this less structured use.

In addition, when interviewed, two agencies clearly described that the CSH space did not meet the requirements (e.g., security or client access) for the space to be relevant to their work, besides as a "drop-in" or "touchdown" space. This suggests that there is a misalignment between the current facilities and the needs of some organizations. When asked about the advantages of the CSH facilities specifically, respondents noted the hub's convenient location and size, and that it was well-equipped for in-person and hybrid meetings. This speaks to the CSH's value as a meeting space, but it is unclear what value proposition it has as a *working space*.

Persistent challenges stem from the indistinct mandate, agenda, and differing levels of commitment from partners

Although participants in the Community Sensemaking workshop and the survey responses did show that many stakeholders do feel the CSH provides value to the community and their services through improved collaboration, the data also indicates a clear opinion that the CSH faced significant challenges that prevent it from reaching its full potential.

In reviewing stakeholder perspectives regarding the challenges within the CSH, an underlying theme appears to be the inherent limitations to collaboration between organizations with distinct mandates. Although each participant at the CSH is committed to working towards the shared vision of a safer, cleaner, and more inclusive Prince George, and is willing to work together towards that goal; each agency represents different interests (e.g., different levels of government, funding agencies) and aim to serve different target beneficiaries (e.g., unsheltered peoples, Indigenous communities, local business owners, etc.) and have different methods and areas of focus. This manifests in varying levels of commitment between agencies and over time, difficulties in communications, and tensions that may result in "finger-pointing", as described in the data.

In essence, the CSH enables individual players to work together more effectively in ways that support their own performance and enable them to pursue their own goals. However, the CSH makes no attempts to bring those players together as a cohesive team or coalition working towards well-defined mutual objectives. This approach makes a great deal of sense as, at a high level, each partner agency, is working towards a shared vision of a better Prince George and so the net results should still be positive whilst ensuring that diverse groups in the community all have an advocate at the table. However, this approach also

preserves some level of conflict between these different mandates that require robust and multi-layered processes to navigate and build compromise. The number of comments from stakeholders calling for a clear sense of direction, identity, and purpose (e.g. prevention or client focused) suggests there is a possible lack of awareness of such processes to facilitate the work of the hub and set clear expectations.

Improvement option: Collaboration by Design

In early engagements with stakeholders, we learned of some attempts to introduce a more rigorous and process-oriented approach to the Community Safety Hub that was focused on building a coalition based on the Collective Impact Framework. From discussions with stakeholders, this approach did not progress because it was deemed too "process heavy" and "too complicated". However, research conducted over the last decade concerning collaborative initiatives in the social impact sector suggests that building effective collaborations is not a simple matter.

Although we have been using the term "collaboration" extensively, there are several ways that individuals and groups can organize themselves to work together towards a shared outcome. A useful framework to explore this concept is the Collaboration Spectrum Developed by the Tamarack Institute.

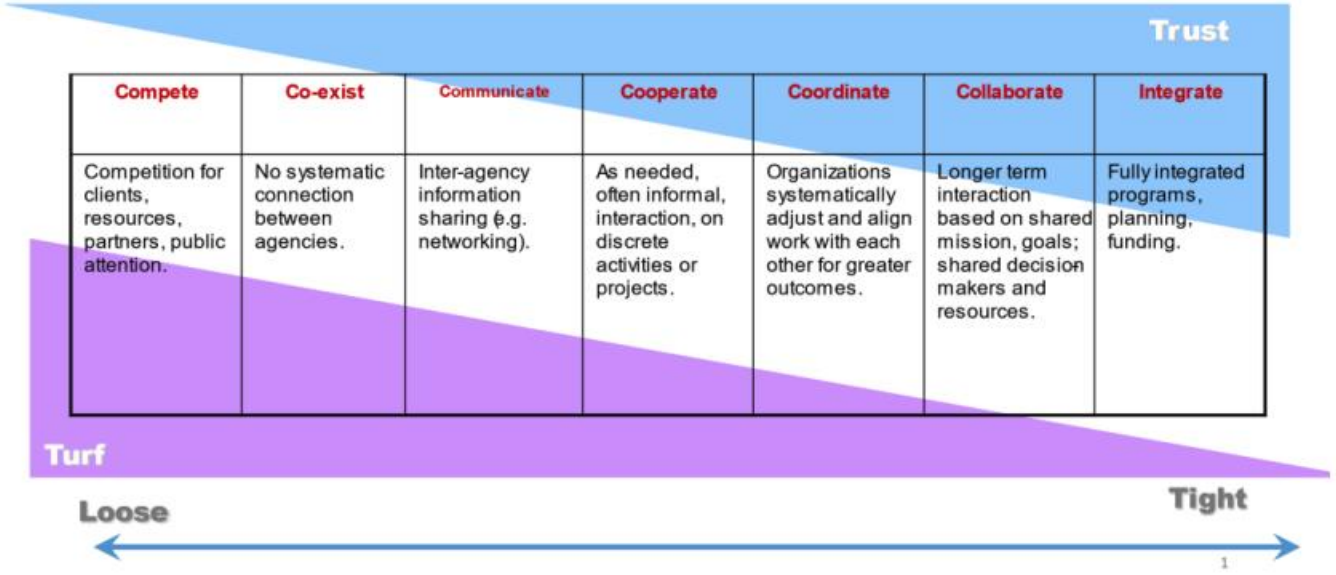


Figure 23 The Collaboration Spectrum
Source: Tamarack Institute, 2021

At one extreme, organizations are in active competition with each other for resources and funding, which is unfortunately not uncommon in the social sector. At the other extreme agencies have integrated their programs and operations into a coherent system of interventions aimed at tackling systemic issues, these are sometimes called Systems Change Initiatives.

A full discussion of the Collaboration Spectrum is beyond the scope of this report, and this is only one example of a tool, however, it does demonstrate that organizing collaborations is a more nuanced and detailed matter that benefits from some depth of the process. Each of the modes of collaboration shown in the spectrum requires different approaches and levels of structure in governance, accountability, and engagement and none are inherently wrong per se. The critical element is to ensure that all agencies are aligned on the level of collaboration they wish to be a part of, ensure that they have the appropriate processes in place to facilitate, and set clear expectations on the scale and speed of expected results.

Therefore, it is recommended that the Community Safety Hub partners and other participating agencies engage in a process to review and realign on the purpose of the hub, the balance of joint efforts towards the Community Vision of Change and their individual mandates and priorities, and the appropriate level of collaboration they feel is suitable and that they can commit to.

Improvement option: Review and operationalize the Terms of Reference

Community stakeholders expressed the need for the CSH to have more clarity on its goals and more defined processes and data capture to understand its operations. However, the role of the CSH is to foster and promote interagency collaboration which can take many formats and needs to be adaptable to different contexts and services.

The TOR specifies a set of values and guiding principles developed by partner agencies before the hub was opened. These principles effectively describe what those agencies consider to be “the right way” to enable collaboration. By considering and defining, in more detailed terms, what behaviors and actions best demonstrate these principles it may be possible to set goals and define working procedures for the CSH through a “principles-focused” lens.

For example:

- Commit to continuous learning to inform & improve the collective process.
    - What does this look like in practice?
    - Is there a process for reviewing and learning collective processes?
    - What are reasonable targets for ongoing learning across partners?
- Consider all viewpoints & diversity of perspectives to ensure sustainable solutions:

        - What does this look like in practice?
        - Is there a framework to define relevant viewpoints and diverse perspectives? (e.g. based on input from representatives of key target groups)
- What process is used to bring together, review and consider these perspectives? How is it documented?

As a compliment to level setting the expectations for collaboration and commitments in the CSH, reviewing and revising (if necessary) the Terms of Reference (TOR) would be a substantial step in creating greater alignment. Within the collected data, there were few references to the TOR which suggests that raising awareness are verifying that they still resonate with partner agencies is advisable.

Improvement option: Capture and review CSH meetings and develop a follow-up process

During this evaluation, the value and contribution of the CSH's efforts were assessed through the perceptions of CSH participants i.e. participants were asked if they felt the meetings affected their services and led to new initiatives or solutions. However, during the Community Sensemaking Workshop, several participants expressed a need to be more specific and quantitative on how the CSH was affecting service delivery "on the ground".

As the CSH affects service delivery indirectly, data regarding CSH deliveries would not include information regarding client delivery. Instead, member organizations would need to share their own program data with partners at the CSH. Sharing data between agencies is a behavior that should be encouraged through the activities of the hub and appropriate processes should be developed to enable this.

A complimentary and more targeted approach would focus on new projects that emerge from discussions during CSH meetings and working groups. Two specific examples described by participants would be warming centres or the distribution of naloxone to patrol officers. A process to track and follow projects as they emerge would be a valuable source of relevant program data.

A starting point would be collecting data on the proceedings of CSH meetings, which are vital to its operations and so should be recorded. Partners would need to develop an approach that can collect suitable data but is not onerous in terms of effort and is standardized enough that the responsibility for data entry can be shared between groups. Detailed minutes are not required but a record of attendance, a high-level summary of key topics and decisions and a note of ideas that emerge and proceed to actionable steps would be valuable. The desired outcome is to recognize new projects and proactively consider the collection of relevant data e.g. when plans to open a warming centre are beginning to move forward, they should include a means of tracking the number of people using the service. After a suitable amount of time (a year or two) agencies should have compiled a list of services and initiatives that were generated through collaborative discussion at the hub and a small number can be chosen for a targeted follow-up to gather the experiences of service providers and clients and collect stories of significant impact. This would provide substantial evidence to support the evaluation of the hub's activities and its contribution to the community.

Improvement option: Conduct a “co-working space” needs assessment

Results from the evaluation indicate that the CSH facilities are rarely being used as a resource for agencies to convene and co-work with each other. Having agency representatives working together in the same space was intended to nurture better relationships and promote information sharing on a less formal basis, as well as demonstrate to the community that service providers in Prince George are working in a coordinated manner downtown.

The data collected during this evaluation was limited but did reveal that some agencies found the space to be unsuitable to their specific needs, but the lack of usage from other agencies could indicate that the facilities do not present a compelling value proposition to encourage partners to work there. More detailed follow-up work, for example, a series of focus group discussions, would be valuable in validating these findings and determining what agencies would require to work from the space and how feasible such requirements would be to implement.

Systems and Community Impacts

The vision of change developed by the community during the co-design process represents the community’s desire to create sustainable change. To evaluate if the work of agencies within Prince George are delivering systemic change it is necessary to determine if conditions within the system are changing. The systems indicators presented in the PGSCI evaluation framework are intended to provide the means to observe genuine change within the system at community population level.

In our review of previous interventions, we proposed and attempted to address evaluation questions aimed to determine “is this intervention working” and “do we need to do something different”. However, systemic indicators are not directly concerned with improving or changing specific activities or actions. Indeed, systemic conditions are influenced by many social, cultural, political, and environment factors it would be impossible to reliably track change to any specific action. The evaluation framework does not prescribe the measurement of systems indicator to determine if any given resource or service “works”, but instead tries to answer the question “does it matter”. A service that shows excellent performance while systemic indictors remain unchanged is providing a great deal of value but is likely just easing symptoms and not tackling root causes.

Systemic indicators are often slow to change lagging behind changes in policies or behavioral patterns as entire communities experience a shift in their mental models. However, observing any change in an indicator relies on collecting reliable and robust data on the current state to provide the reference for future analyses. Therefore, during the pilot evaluation the evaluation tea collected baseline data for indicators connected to perceptions of safety, feelings of belonging, and housing stability, all key areas of impact represented on the Theory of Change.

Figure 24 Theory of Change's Systemic and Community Impacts

Table 4.1 Evaluation Questions for systems level theory of change outcomes

Theory of Change Outcome	Evaluation Questions
Community well-being (feeling of belonging or connectedness)	How do community members feel a sense of belonging and connectedness in Prince George?
Housing stability	Do individuals and families have access to housing of reasonable quality that is secure in downtown Prince George?
Everyone feels safer and has positive experiences downtown	How do community members perceive safety in downtown Prince George?

Table 4.2 Methods and data collection sources for systems level theory of change outcomes

Theory of Change Outcome	Methods	Source
Community well-being (feeling of belonging or connectedness)	Survey & interview	Community members
Housing Stability	Existing data Survey & interview	Housing needs assessment
Everyone feels safer and has positive experiences downtown.	Survey	

Data & Interpretations

Perception of Safety

Evaluation Question

- How do community members perceive safety in downtown Prince George?

The Systems Theory of Change also stresses the importance of people feeling safe within Prince George and improving the perception of safety associated with the downtown core is assumed to be a key mediator, a shift in mental models, that will support the desired systems change. Members of the community were asked to rate their current feelings of safety downtown in the Community evaluation survey and through the Downtown Check-in poll issued via social media, which increased the number of responses to this important question from 45 to 86.

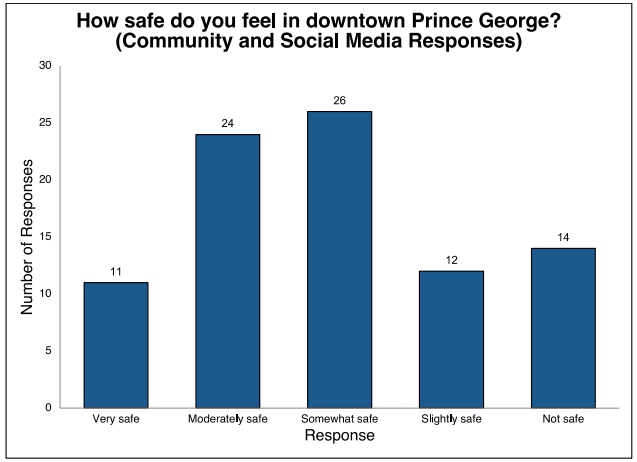


Figure 25 Survey data showing feelings of safety downtown
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, September 20-October 14, 2022, and Downtown Check-in Survey, October 4-October 14, 2022

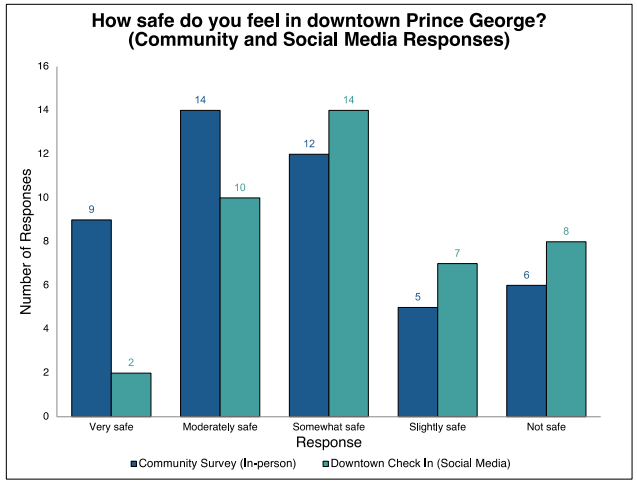


Figure 26 Survey data perceptions of safety downtown, with respondents split between in-person and social media survey formats.
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, September 20-October 14, 2022, and Downtown Check-in Survey, October 4-October 14, 2022

Table 4.3 Synthesis of qualitative survey responses regarding safety in downtown Prince George
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, September 20-October 14, 2022, and Downtown Check-in Survey, October 4-October 14, 2022

Survey Question	Theme	Responses
What contributes to your sense of safety in downtown Prince George?	Factors that increase feelings of safety: Law enforcement	• RCMP Bylaw
	Factors that increase feelings of safety: Community involvement	• Community • Grew up here Employment
	Factors that increase feelings of safety: Individual positionality	• Personal confidence Not coming downtown alone • Staying alert and aware of surroundings
	Factors that lead to feeling unsafe: Lack of trust in law enforcement	• Distrust in the law
	Factors that lead to feeling unsafe: Diminished public infrastructure	• Poor public infrastructure Lack of bathroom access • Dull aesthetics
	Factors that lead to feeling unsafe: Criminal activity and vulnerable individuals	• People who ask for money Theft/crime • Open drug use Unsheltered homeless population
	Factors that lead to feeling unsafe: Times of day and certain areas	• Time of day (e.g. when it's dark) Avoiding certain areas e.g. (alleys, laneways)
What would make you feel safer in downtown Prince George?	Increased police presence and enforcement	• Increased police and enforcement • Less crime Less violence

	Increased and improved social services (housing, outreach, storage)	• Less homelessness Shelter access Accessible storage • Night outreach Improves housing and social services
	Improved public infrastructure	• Emergency safety buttons • Public telephones • Charging outlets Bathroom access
	Improved cleanliness and aesthetics	• Cleaner streets Improved aesthetics

Community Sensemaking Input:

- More people feel safe than unsafe, which is good
- Social media had a broader scope of reach in the community
- Small sample size, feeling like the feedback would have seen more engagement
- Tap into this network here to share surveys to get more responses
- Broad spectrum of answers might be attributed to the range of perceptions
- It depends as people become more aware of what truly is a risk; perception plays a role.

Respondent's perceptions of safety appeared to be quite diverse and whilst most participants expressed feeling somewhat or moderately safe downtown. However, the skew of the responses varied between the in-person survey and the social media feedback with in-person responses tending to show a more positive perception of safety. This difference could be related to the amount of time survey respondents spend downtown, as the majority of in-person participants stated that they visit downtown frequently (every day or several times a week). Social media respondents were not asked how frequently they visit downtown but were asked to indicate which general area of Prince George they lived in, with the results showing the participants were spread fairly evenly across all areas of the city. It is reasonable to suggest that those who spend more time downtown will feel safer downtown; both because more experience will lead to more comfort as people become more accustomed to the environment and because of the possibility of people, who don't feel safe, avoiding going

downtown.

Perception of Belonging

Evaluation Question

- How do community members feel a sense of belonging and connectedness in Prince George?

As stated by the Community Vision of Change Objective in the Systems Theory of Change, the key to the community's shared vision is that people, all people, feel a sense of belonging and connectedness within Prince George. The experience of belonging and/or connectedness can vary between people as can their interpretation of the terms, however, the most important factor is that people do feel as if they belong in whatever manner is right for them. Therefore, as part of this prototype test of the evaluation framework, we asked survey participants to rate their strength of sentiment of belonging and connectedness and provided the opportunity to also describe factors that contributed to this feeling.

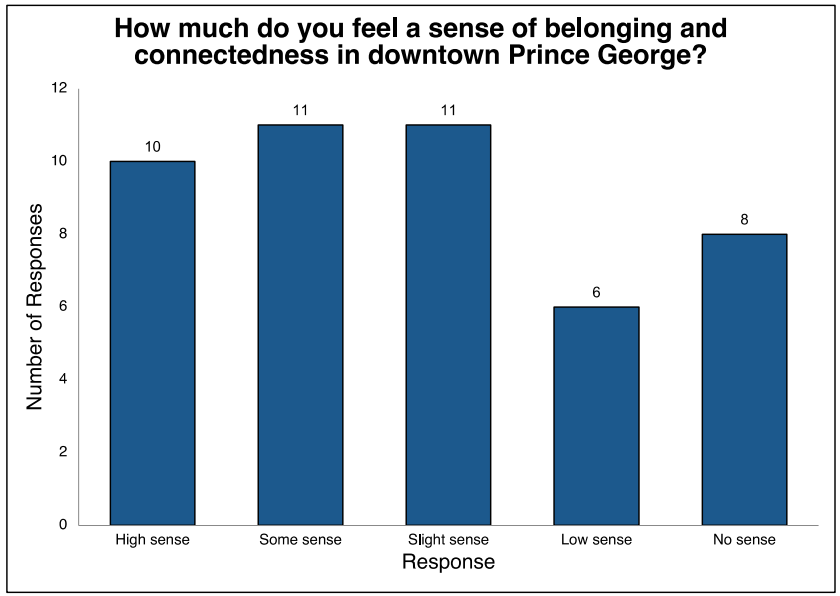


Figure 27 Survey data showing feelings of belonging and connectedness downtown
Source: Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, September 20-October 14, 2022

Table 4.4 Synthesis of qualitative survey responses regarding belonging and connectedness downtown
Source Evaluating Cleanliness, Safety, and Inclusion in Downtown PG Survey, September 20-October 14, 2022

Survey Question	Theme	Responses
What contributes to your sense of belonging and connectedness downtown?	Personal relationships with family, friends, and community positively contribute to feelings of belonging and connectedness	Family Community
	Employment contributes to feelings of belonging and connectedness	Employment "I work downtown"
	Length of residence contributes to feelings of belonging and connectedness	Long term resident "I grew up here"
	Attending events, socializing, visiting local businesses and restaurants	Attending events Local businesses and restaurants Socializing Arts and culture Welcoming atmosphere
	Effective and frequent engagement and communication about events downtown	Regular communication Visiting downtown frequently
What stops you from feeling a sense of belonging and connectedness downtown?	Criminal activity and unsheltered homeless population make downtown feel unsafe, which reduces feelings of belonging and connectedness	Homeless population reduces feeling of belonging Criminal activity makes it less enjoyable Downtown feels unsafe
	Lack of desire to connect downtown	Avoiding downtown No desire to connect
	Unwelcoming atmosphere	Feeling alone Ignorance Lack of opportunities to connect with others

The responses indicate that most respondents do feel some sense of belonging and connectedness within the downtown area of Prince George. Some sense of belonging emerges organically from their personal familiarity and social experience, e.g. from growing up in Prince George or working downtown. Others do find that community events and attractions help support a stronger feeling of belonging by making the downtown area more important and more attractive and associated with positive experiences, however, others find this sentiment offset by the issues associated with the presence and inclusion of vulnerable and unsheltered people.

It is worth noting that the majority of respondents to the community survey are frequent visitors to the downtown core and so are most likely to feel a stronger sense of belonging to the downtown core via their work and social interactions and higher exposure. In future evaluations, engaging those who spend less time downtown could provide an interesting perspective but exploring if there are more people, within the wider community, who may avoid going downtown.

Housing Stability

Evaluation Question

- Do individuals and families have access to housing of reasonable quality that is secure in downtown Prince George?

During the participatory co-design process that began the design of the PGCSCI evaluation framework, several participants noted that the dual crises in housing affordability and access and opioids and mental health are two upstream factors in the challenges Prince George faces in Safety, Cleanliness and Inclusion.

For the purpose of this prototype test of the PGCSCI evaluation framework, the evaluation team chose to focus on the issue of housing. A key principle of best practice in the evaluation framework n is to utilize quality data and reporting from reliable and local sources to avoid duplication of effort and build collaboration with other data-driven initiatives within the city and province.

The City of Prince George has committed to releasing a comprehensive report on housing every five years, per BC's *Local Government Act*. The first Prince George Housing Needs Report was released in December 2021 and so provides relevant and suitably recent data for use in the pilot study. In addition, as this report is scheduled to be revised and updated at regular intervals, it also provides an excellent resource for ongoing use for evaluation in Prince George. The data from future Housing Needs analyses can be used to observe and measure any significant changes in key housing stability indicators every five years, which can then be considered in the context of data gathered from future evaluations of interventions in Prince George, as described in the PGCSCI evaluation framework.

However, one limitation of using this data is that the scope of the housing needs analysis includes the whole city of Prince George and not just the downtown core, which has been the focus of our evaluation. A possible area of future collaboration between the SCI evaluations and housing needs assessment would be to discuss how more localized data could be gathered through joint efforts and resources.

In this report, we will highlight key figures and data from the 2021 Prince George Housing Needs Report relevant to our evaluation questions to serve as a baseline indicator for housing stability in the community.

Table 4.5 Key Findings from 2021 Prince George Housing Needs Report.
Source: City of Prince George Housing Needs Assessment, 2021

Average rental unit prices have increased 66% between 2005 and 2020.
Average home sales prices have increased 140% between 2016 and 2020
2,350 rental households in core housing need
655 owner households in core need
168 people experiencing homelessness
18,411 seniors (65+) by 2031, 90 seniors supported living units
9,440 renter households, 3,702 registered rental units

Category	Current Housing Supply	Estimated Housing Needs (by 2031)
Affordable Homeownership	Mostly single family, minimal affordable homes.	2700+ new units for households with incomes $65k p.a.
Rental Housing	3702 registered rental units	5000+ rental homes
Subsidized Rental Housing	724 subsidies provided by BC Housing	2500+ subsidized units for households with incomes < $29k p.a.
Emergency Shelters	91 spaces	72 spaces
Short-term Supportive Housing	1344 units	131 units
Long-term Supportive Housing	90 units for seniors.	300+ units for seniors, 160+ for other demographics.

Although there is no standard metric that considers all aspects of housing stability, indicators related to the number of households in Core Housing need are a common proxy. A household is considered a "Core housing need" if the costs of shelter are unaffordable (i.e. over 30% of their income) or are either living in overcrowded conditions or shelter in need of significant repair. A related quantity is to consider the annual income required to provide shelter affordably i.e. if rent is 30% of income what total annual income is required to meet the average rental price and other shelter costs. The Housing Need report estimates this (based on 2020 data) to be $36,240, which is unaffordable for at least 40% of Prince George's renters.

The estimates of housing needs provide another perspective on the "gap" in housing stability to provide context for future evaluators to better understand the potential effects of interventions on changing these indicators, and for planning future evaluations that are more directly related to addressing housing stability.

Final Synthesis

Unlike the data presented to evaluate each of the three indicators that were the focus of this pilot study, there is little to be said in terms of synthesizing learnings and suggesting improvements for systems indicators. Systems indicators represent the ultimate impact of SCI interventions in Prince George i.e. they represent the outcomes that are used to determine how interventions can be improved instead of tracking a process that could be adjusted.

The systemic indicators can be used to monitor changes in "upstream" factors that contribute to more symptomatic issues such as needles and biohazards or Bylaw offences. However, repeated measurements over time are required to determine if the system is, in fact, changing. This pilot study established the

baselines set of measurements for three systems indicators and tracking these results as part of ongoing evaluation efforts will provide a benchmark on if the systemic conditions within Prince George are changing for the better.

The Intersection

With ongoing cycles of evaluation to take repeated measurements, evaluators are able to monitor changes over time, first in program indicators (outputs and outcomes) and then in the indicators that sit at the intersection between program logic models and the Systems Theory of Change (shown in bold on the logic models). It is through observing this cascading sequence of changes in indicators that agencies in the community will be able to understand their contribution to systems change.

It is impossible to predict exactly how these contributions may occur, the hypothetical example below is for illustration.

- Program data from the community service hub shows increasing collaboration between agencies, including BC Housing.
- Success stories of projects emerging from the Hub Partners Table and the Working Group (e.g. warming centres) are tracked and show in increasing level of coordination ("organizations systematically adjust and align work with each other for greater outcomes") as CSH members move along the Collaboration Spectrum.
- Organizations co-develop combines housing with wraparound supports, which decreases the gap in housings needs and numbers of chronic homeless as reported in a future Prince George Housing Needs Report.

However, as this body of evidence is built overtime evaluators can validate their hypotheses for change. For example, the CSH contributes towards systems change by boosting collaboration between community organizations leading to more effective services. In this pilot study, survey respondents indicated that they feel that participating in the CSH has a positive effect on the effectiveness of the service delivery, validating the hypothesized mechanism for change. Likewise, the assumption that increased Bylaw patrols would help people feel safer was validated by members, many of whom did state that Bylaw patrols did make them feel safer and that increased bylaw and police presence was factor that could improve their perceptions of safety.

Although, the results of this study cannot *yet* definitively answer the question "*Do the current interventions contribute to the systems change we want to see?*" the data does confirm that community organizations are taking profound steps in the right direction.

Evaluating the Evaluation Framework

Although the results presented in the previous section are intended to provide the City of Prince George, and its partner agencies, with actional insights regarding the programs evaluated, the central purpose of conducting the pilot evaluation was to test the evaluation framework which was specifically designed to understand the outcomes of individual programs in the context of a community-driven vision for change.

During the evaluation sprints, the evaluation team conducted a developmental evaluation of the PGSCI evaluation framework, continually noting learnings and experiences regarding what was working well, what needed improvement, and what needed to be different for community agencies wishing to conduct a full-scale evaluation of their programs.

What worked well

1. Begin and end with the community

The PGSCI evaluation framework was developed through a highly participatory co-design process. In the early stages of the project, stakeholders representing different levels of government, different interest groups, and different life experiences were brought together to provide their perspectives and work together to develop the Systems Theory of Change that served as the foundation for the evaluation framework. After the evaluation sprints, many of the same participants returned to be part of the data interpretation process during the Community Sensemaking workshop. Not only did this approach enrich the interpretation of the findings based on the participants' experience and contextual knowledge, but it also brought the process back full circle to those who had helped begin it.

This approach appeared to be well-received by stakeholders. A common paradigm in evaluation scopes is to involve community participants in the early research stages and then not be involved until the final report is released. The process used and tested in the sprint was designed to involve stakeholders and their rich knowledge in making meaning of the data and not just in providing it. Creating such touchpoints to involve wider community stakeholders should continue to be a design principle for future evaluation as it ensures the framework is for the community.

In addition, although the Systems Theory of Change is a core element of the PGSCI evaluation framework it also requires its own “evaluation” where it is reviewed, revised, and updated to reflect the learnings harvested from ongoing evaluations and ensure it represents the community’s vision for change.

2. Keeping things simple and easy to replicate

As being “data-driven organizations” becomes a greater priority for governments and social agencies, evaluated, increasingly technical and “data-heavy” methodologies are being applied to the evaluation of more complex systems. For example, Social Network Analysis is a tool that is especially relevant to measuring and evaluating levels of collaboration between different organizations and across sectors, but it does require a certain level of technical competence to collect and analyse the data.

The PGSCI evaluation framework was developed as a capacity-building tool to support community service organizations in planning and conducting their own evaluations. Therefore, during the development of the evaluation sprints, efforts were made to keep the methods accessible and easily repeatable by community agencies. Examples of how this was implemented in the evaluation sprints include:

- Relying on standard data collection approaches that most stakeholder agencies would be familiar with i.e. simple surveys and interviews.
- Using software tools such as survey monkey that automatically generate charts and summary dashboards of survey monkey and allows users to compare survey questions (e.g., to determine how respondents who indicated they visited downtown frequently answered questions regarding the perception of safety).
- Additionally, quantitative analyses of survey results and other data sources (e.g. CSH calendar and Bylaw service requests) were limited to approaches that could be performed in Microsoft Excel or google sheets with basic-intermediate skills in those tools.
- Analysis of qualitative data used a simplified and intuitive form of thematic analysis and training in this approach was provided.
- Making use of existing analyses and data reports (e.g., DPG Quarterly reports and Prince George Housing Needs Analysis).
- Encouraging public-facing, visual and easy-to-use data portals such as Open Data Prince George of CMHC’s housing data dashboard, and CensusMapper.

3. Assemble the right team with the right skills and, more importantly, the right relationships

A key factor in the success of any evaluation is convening an excellent team of evaluators working “on the ground:” and this project was very fortunate to have the support and participation of our evaluation team during the sprints. There are some key factors to consider when choosing participants for an evaluation team.

- **Technical skills:** Although the data collection analysis was designed to be as simple and accessible as possible, some numerical skills were required such as familiarity with creating Excel pivot tables and the ability to navigate data portals.
- **Soft skills:** Social and conversational skills are also beneficial for evaluators to help participants feel comfortable during in-person surveys and interviews and to improvise suitable follow-up questions during semi-structured interviews. Familiarity with, and training for engaging with members of vulnerable and marginalized groups.
- **Holding the right relationships:** Leveraging relationships is a critical factor in an effective evaluation, for example, members of the evaluation team who has relationships with program staff were more easily able to gain participants in the surveys and interviews. Targeted engagement to ensure the representation of the unsheltered community in the data vital aspect of the evaluation design, and this was only made possible due to the

involvement of city outreach officers who had built relationships and trust within that community. Similar considerations would apply when approaching any target group.

- **Involving neutral parties or contractors.** In addition to recruiting evaluators with extensive relationships within target groups, we also found it important to consider where an external evaluator, whose lack of relationships let them be perceived as neutral, was the appropriate approach to ensure honest and robust feedback.

What needs improvement

1. The better the data, the better the evaluation

On a fundamental level, evaluation is a process of learning about programs and change initiatives by asking the right questions and then gathering data to answer them. The quality of the answers and their ability to strategic learning and inform decision-making is dependent on the selection of questions and the available data. However, there is no such thing as "perfect" data and so practices from collecting data of suitable clarity and relevance is an area of continuous improvement.

It is useful to divide the types of data relevant to program evaluation into two rough categories:

- Program Data, which is continuously generated and recorded during routine delivery of the program.
- Evaluation Data, which is data gathered by an evaluation team specifically during the evaluation process.

As program data is a product of the operations of each intervention, specific improvement options to improve data collection practices to support evaluation and strategic learning have been provided for each intervention. Improvement options to improve the collection of Evaluation Data are included in the lessons shared below.

2. Do more with less and spread the work

Addressing the chosen evaluation questions for all three interventions and baselining systems indicators, required gathering community feedback on a wide number of different factors e.g. visibility of patrols, satisfaction with service delivery, or perceptions of safety. Due to the limits of capacity and time for the evaluation sprints, and the notable challenge of enlisting participants, the evaluation team decided to address many of these questions in a single in-person survey Evaluating Cleanliness, Safety, and Inclusion in Downtown PG. As a result, it would take over 20 minutes for a respondent to complete which is a significant time investment to ask of volunteer participants.

In the future, a design principle of ensuring surveys take less than ten minutes should be used to refine surveys. This would be supported by splitting the

separate program evaluations across separate data collection sprints conducted at different times, effectively spreading the work out instead of attempting to do everything at once.

3. Prototype and pilot surveys

The main purpose of conducting the evaluation sprints was to conduct a pilot study to test the evaluation framework. However, in future formal evaluations, the best practice is to test surveys with a small number of participants whose responses would not be included in the main data sample. This would allow evaluators to ensure that the questions are easily understood and unambiguous and avoid confusion as the team experienced with questions regarding "belonging" and "connectedness". Testing surveys would also indicate completion time and prevent lengthy surveys.

4. No stories without data, no data without stories

While it is important to keep data collection simple by using surveys and structured interviews, the data we collected would have been enriched by including more opportunities and prompts to collect stories of lived experiences and observed impacts. Stories and reports of lived experiences help evaluators understand the many layers of nuance that sit beneath a data point or survey responses.

Service call data can show you the scale of clean-up incidents and survey responses can show how people feel about cleanliness in Prince George, which is hugely valuable data for an evaluation. However, the experience of one stakeholder, whose organization provides services to children in need, welcoming children into a building with a pile of used needles outside demonstrates how peoples lives are impacted. The story a Bylaw staff member shared during the co-design sessions, describing their own change in perspective towards relationship building instead of enforcement, demonstrates the shifts in perspective that are essential to systems change.

In future evaluations, an approach such as Most Significant Change and other approaches to collecting personal and shared accounts of change would be a useful addition to the toolkit.

5. Invest in both quality and quantity

Participants during the Community Sensemaking Workshop noted the low number of respondents associated with the survey and interview data presented in this evaluation, and the evaluation team fully acknowledges this as a limitation of the pilot study and its findings. Low response rates are a common issue with public surveys, which is usually addressed by casting a wider net to recruit participants or by providing incentives. In this prototype evaluation, the evaluation team prioritized using an approach that would be suitable to ensure the participation of under-sheltered individuals as their voices are often underrepresented in larger-scale, less selective surveys.

However, given the intersectionality of the issues facing Prince George and the different experiences and perceptions of impacted groups, the evaluation of SCI programs requires both sufficient scale and a targeted approach. Ensuring engagement and representation across all target groups, with enough numbers in

each group, requires substantial time, resources and planning. It is also necessary to ensure evaluation efforts are aligned with the community vision of safety and belonging for everybody.

As with the evaluation team, relationships are a key to success and agencies should reach out to their networks and partners in the community for support in engaging with specific groups and recruiting greater numbers of respondents. Driving such initiatives is where collaborative processes such as the Community Safety Hub can provide significant value.

Conclusion

The Prince George Safety, Cleanliness, and Inclusion (PGSCI) evaluation framework was developed as a resource and a process to build the capacity for social impact organizations in Prince George to evaluate their programs and enable data-driven decisions and strategic learning. Although the project to create the PGSCI framework was initiated by the City of Prince George, the framework is intended to be a living and evolving artifact that is owned by the community and will be used, maintained, and improved with the participation of the community.

The key elements of the framework's conceptual design were a System Theory of Change (ToC) which describes the community's shared vision for the change it wishes to realize in downtown Prince George and the milestones on the desired pathway to achieving this goal. The Theory of Change provides a clear reference point for assessing PGSCI interventions by focusing evaluation efforts on determining if programs are aligned with the strategy described by the TOC and if they are making progress on achieving specified short-, medium-, and long-term outcomes. The second element of the framework was defining intersecting lenses of Systems Evaluation and Program evaluation so that programs could be reviewed on their own results and in terms of their contribution to systemic change.

This document is a compliment to the PGSCI Evaluation Framework guidebook and outlines the process through which the framework was developed by the community and describes the results of a pilot evaluation used to test the framework in the field. The pilot evaluation focused on assessing three city interventions and collecting baseline data on systems-level indicators. The three interventions reviewed were:

- Downtown Prince George Clean-up
- Increased Bylaw Presence Downtown
- The Community Safety Hub

Although limited in scale and scope the evaluation process collected sufficient data to suggest that community stakeholders found value in all three interventions and identified areas of potential concern, where a further, more detailed study is recommended to gather more insights and determine suitable courses of action. The prototype evaluation also discovered certain gaps in data practices and capacity within programs, and within the evaluation process and suggested steps towards improvement.

The results demonstrate that evaluations conducted using the Prince George Safety, Cleanliness, and Inclusion (PGSCI) evaluation framework if provided with quality data, have the potential to generate useful insights to improve interventions. However, the true value of the framework can only be realized over time. Only repeated measurements of chosen indicators, over regular periods, can demonstrate that change has occurred, in either program performance or systemic conditions.

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