



# Safe Community – Cause & Effect Map

As a community, Bellevue values....

- Feeling and being safe where people live, learn, work, and play.
- A community that is prepared for and responds to emergencies.



### Response

- Enforcement
- Responders
- Resources
- Mitigation & Recovery
- Trust & Respect
- Accountability

### Prevention

- Laws, Codes & Ordinances
- Education / Information
- Inspection & Maintenance
- Programs & Activities
- Community Involvement

### Planning & Preparation

- Laws, Codes & Ordinances
- Infrastructure
- Coordination
- Partnerships
- Emergency Management
- Training
- Community Involvement

### Key Community Indicators

- % of residents who agree that Bellevue is a safe community in which to live, learn, work, and play.
- % of residents who agree that Bellevue plans appropriately to respond to major emergencies.
- % of residents who agree that Bellevue is well prepared to respond to routine emergencies.
- % of residents who agree that they feel safe in their neighborhood after dark.

### Key Performance Indicators

- Percent of fire & Basic Life Support (BLS) incidents where total response time is less than 6 minutes
- Percent of Priority 1 calls where police response time is less than 3.5 minutes
- Percent of Advanced Life Support (ALS) or paramedic calls where the response time is less than 7.5 minutes.
- Percent of students walking and biking unescorted to school
- Part 1 UCR crimes per 1,000 population served
- Part 2 UCR crimes per 1,000 population served
- Percent of probation defendant cases closed in compliance
- Percent of community members who took at least one action that makes them better prepared for emergencies



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### **The 2015 - 2016 Safe Community Results Team:**

**Team Leader:** Scott Taylor

**Team Members:** Paul Andersson, Jami Carter, Greg Lamb, and Liz Stead

**Team Staff:** Colleen Laing

### **Introduction**

This Request for Results (RFR) outlines the results and factors that will be used to evaluate and rank operating and capital offers for the Safe Community outcome for the Budget One process. Citizen-focused outcomes were approved by City Council and form the basis for developing the City Manager’s Preliminary Budget. This document provides guidance to staff in developing proposals for the 2015 - 2016 Operating Budget and 2015-2021 Capital Investment Program Plan.

### **Community Value Statements**

We (the Team) understand that the Safe Community outcome will need to meet the numerous and divergent needs of those who live, learn, work, visit and play in Bellevue now and in the future. For this discussion, the term “residents” will include all people who reside in Bellevue as well as those who are in Bellevue for education purposes (students at schools and colleges), who work (employees, vendors, contractors and business owners) who visit (tourists, shoppers, visitors, etc.), and who come to Bellevue to play, enjoying our parks, cultural activities and civic events.

As a community, Bellevue values:

- Feeling and being safe where people live, learn, work, and play.
- A community that is prepared for and responds to emergencies.

### **Key Community Indicators**

Key Community Indicators (KCIs) are high level measurements that gauge perceptions with regards to the Outcome statement. KCIs provide information about past and current trends. They are gathered annually through the city-wide survey and provide insight into the overall direction of an intended outcome – whether things are improving, declining, or pretty much staying the same.

The Key Community Indicators for Safe Community are:

- Percent of residents who agree that Bellevue is a safe community in which to live, learn, work, and play.
- Percent of residents who agree that Bellevue plans for and is well prepared to respond to major emergencies.



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- Percent of residents who agree that Bellevue is well prepared to respond to routine emergencies.
- Percent of residents who agree that they feel safe in their neighborhood after dark.

### **Key Performance Indicators**

In addition to the Community Indicators, a new set of indicators has been added to the Cause & Effect Map. These measures, known as Key Performance Indicators (KPI's), when taken together, gauge whether an activity or service is achieving the desired result – a safe community. KPI's, along with supporting departmental performance measures, should be included in 2015-16 budget proposals, and will be used to identify trends and evaluate the performance of budget proposals. The Safe Community Results Team is expecting meaningful data-driven performance measures in every proposal received.

### **Factors**

The Cause & Effect Map illustrates the outcome, community value statements, factors and sub-factors. The Team identified three primary factors we believe are critical to achieving a safe community. The three factors are interrelated, provide mutual benefits, and are frequently affected by the same sub-factors.

The following is a brief description of the factors as well as the choices and assumptions used by the Team in developing the Cause & Effect Map. These factors and sub-factors are directly reflected in our purchasing strategies.

#### **Factor 1 – Response**

Based on community survey results, the Response factor was determined to be the most important factor in achieving a safe community. The sub-factors, Enforcement, Responders and Resources, are methods of delivering services such as law enforcement, fire suppression, emergency medical care, and hazard mitigation. In addition to simply providing these services, the public must have confidence in the City to deliver them with a high degree of integrity and cultural competency: showing equal treatment and respect for all residents, being held accountable for decisions, and gaining widespread trust from the community.

#### **Factor 2 – Prevention**

Prevention of crimes and other criminal behaviors before they take place is arguably the cheapest and most effective way to create a safe community. Preventing mishaps, accidents and hazards can occur in any number of ways which also contribute to the overall safety of the community. The Results Team has identified these in the listed sub-factors.



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An inclusive community that celebrates diversity and provides equal opportunities to all residents is likely to be safer than one which does not contain these qualities. These values are represented through the sub-factors Community Involvement and Programs and Activities, which provide:

- Opportunities for all residents to participate in prevention programs as well as take responsibility for their own safety and that of their neighbors; and
- Safe places and engaging programming that allow for all residents to be sheltered from dangerous situations, turn to others for help, and participate in activities that provide opportunities for personal learning and growth.

In addition, other Prevention sub-factors, including Laws, Codes, & Ordinances, and Inspections & Maintenance, establish the framework to create a community where a high level of safety, from crime, hazards, fire, weather, and other natural or man-made disasters, is maintained.

### **Factor 3 – Planning & Preparation**

Even the smallest degree of planning and preparation can be a life saver in a natural disaster or other emergency scenario. Bellevue’s ability to plan and prepare for emergencies, large or small, enhances the confidence of our residents and their ability to feel safe in our community. But sometimes a local government can only do so much, and in certain emergency situations, residents themselves also need to be prepared with their own resources. Community preparedness will help ensure both the City’s and the community’s abilities to respond positively in an emergency. Services should address the diverse and unique composition of our neighborhoods and businesses.

In order to prepare for emergency situations and instill confidence, the City should demonstrate that its preparedness includes supporting infrastructure, response plans, cooperative agreements, and comprehensive training. Implementing laws, codes and ordinances which address safety issues conveys proactive thought and concern. Response plans should be scalable in order to be effective in both a local and regional scenario.

### **Background/Choices**

For the 2015-16 budget, the Team began by validating the Cause & Effect Map and Request For Results from the previous budget cycles. We found that much of the prior work was still applicable to achieving the Safe Community outcome.

The Team considered what factors and strategies should guide the City’s efforts in accomplishing a feeling of and being safe, and a community that is ready to handle emergencies. This was determined through a process of brainstorming issues that impact the



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concept of Safe Community, redefining and ranking the factors, reviewing the sub-factors, determining the KPI's, and updating the Cause & Effect Map for the Safe Community outcome.

### **Choosing Factors**

Based on our discussions, the Team decided that the practice of Community Engagement, as identified in the previous budget process, is most effective when applied specifically to the other factors, but in and of itself does not necessarily create a safe community. Community Engagement was therefore integrated into the other factors and, in an effort to make the language even more proactive, changed to *Community Involvement*. The Team concluded that the three factors that significantly affect if a community feels and is safe are Response, Prevention, and Planning & Preparation.

### **Prioritizing Factors**

As part of this budget process, the Team was asked to prioritize the factors affecting the Safe Community outcome. The Team used the 2012 Budget Survey Quadrant Analysis to examine how survey respondents valued the services they received. A number of public safety services were identified in Quadrant A (Above-Average Importance / Above-Average Satisfaction) and could be best described as response-type activities (e.g. Responding to Fires, Police Assistance). As such, the Team ranked "Response" as the community's top factor.

The Team considered the next highest ranked factor to be Prevention, followed by Planning & Preparation. Preventing dangerous circumstances, be they criminal activity, fire, substandard building construction, or natural hazards, has a greater positive impact on both actual safety as well as feeling safe than planning for or preparing for emergencies. As such, Prevention was prioritized above Planning & Preparation.

Individual proposals are not required to address every factor, sub-factor or purchasing strategy. Proposals addressing the highest ranked factors will be prioritized as such.

The resources that the Team considered came from a variety of sources including private sector, public sector and personal professional experiences. See Attachment A for a list of primary resources used in the development of this RFR.

### **Purchasing Strategies**

A set of Citywide Purchasing Strategies are listed in the Request for Results Introduction section of the RFR book. Proposal writers should make reference of these purchasing strategies in their proposals as they apply to their programs and services in achieving the Safe Community outcome.



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### Considerations

- This outcome seeks proposals that affect both an individual’s perceived and actual safety. There may be a significant difference between **perceived safety** (demonstrated by the KCI’s) and **actual safety** (demonstrated by the KPI’s) in a community.
- Results may need to be evaluated for both short- and long- term benefits. We anticipate that proposals may require multi-year investments with final result expectations years into the future. For long-term proposals, short-term milestones should be included.
- Proposals should consider partnerships and collaboration which help to streamline services, provide for cost savings, and leverage existing efforts and resources.
- Proposals should stand on their own as discretely different business operations and should not be comprised of bundled services, programs or staff.
- Proposals should clearly identify and support any proposed changes to existing operations – levels of service, staffing, capital, partnerships, resourcing, etc.
- Proposals should highlight the efficient, effective and innovative delivery of services.
- Proposals should demonstrate that they are complimentary of other community values.

### Outcome-specific purchasing strategies:

We recognize that proposals focused on the following purchasing strategies might have a primary purpose that is broader than Safe Community. Proposals that do not have a primary purpose of addressing this Outcome should be directed to the most appropriate Outcome / Results Team, with a note of safety being a secondary benefit. If our team determines that a proposal would be a better fit for another outcome, we will coordinate a discussion with that team and the proposal writer(s) before making a decision to transfer it.

The following purchasing strategies describe the types of services the Safe Community Results Team is seeking for consideration:

### Response:

- We are seeking proposals that provide response services to a variety of incidents (accidents, crimes, fires, medical emergencies, public works incidents, and other assistance requests) with a customer support focus. Specifically, proposals that:
  - Provide well-equipped, trained, respectful responders
  - Are available 24/7 for life-threatening situations
  - Enforce laws, codes and ordinances that address public safety
  - Ensure the safety of public spaces, neighborhoods, institutions and commercial districts
  - Promote coordination and response by appropriate agencies
  - Address prompt recovery/restoration of services
  - Mitigate hazards to eliminate threats and incidents



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- Build and maintain trust and accountability

#### **Prevention:**

- We are seeking proposals that provide services which proactively prevent crime, hazards, and unsafe environments. Specifically, proposals that:
  - Provide a safe environment (safe design and construction, maintenance and inspection of safety systems; fire prevention, and personal well-being)
  - Deter or alleviate criminal activity
  - Promote responsible behavior and safety
  - Proactively address “high risk” behavior and non-compliance
  - Encourage community involvement
  - Build awareness and community amongst all residents
  - Provide long term, sustainable results

#### **Planning and Preparation:**

- We are seeking proposals that provide services for planning and preparation, enabling the community to be future-focused and resilient in the face of emergencies. Specifically, proposals that:
  - Stage (ready to be deployed) plans, personnel and equipment to deal with natural or man-made incidents
  - Provide strategic planning and problem solving for the future
  - Invest in training and tools that support the City’s and community’s ability to prepare, respond and recover
  - Improve neighborhood and business involvement that leads to self-reliance
  - Address the diverse and unique composition of our neighborhoods and businesses



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### Attachment A List of Primary References

**References Added for the 2015-2016 RFR Process**

<u>Source</u>	<u>References Supports</u>
City of Bellevue 2013 Budget Survey, February 2014	Prevention; Response; Planning & Preparation
Department Briefings – Police, Fire, CAO/CMO, DSD, Parks	Prevention; Response; Planning & Preparation
“What Makes a Community Safe?” Michael Bourne. June 20, 2012. Australian Safe Communities Foundation.  <a href="http://www.maroondah.vic.gov.au/common/files/CommunityHealthServices/What_makes_a_safe_community.pdf">http://www.maroondah.vic.gov.au/common/files/CommunityHealthServices/What_makes_a_safe_community.pdf</a>	Prevention; Response; Planning & Preparation
“Profiles in Progressive Policing: Post Falls, Idaho.” Dale Stockton. January 20, 2012. LawOfficer.com  <a href="http://www.lawofficer.com/article/technology-and-communications/profiles-progressive-policing">http://www.lawofficer.com/article/technology-and-communications/profiles-progressive-policing</a>	Prevention; Response; Planning & Preparation
“Police Budget Comparison.” Christopher Moore. May 21, 2012. Manager’s Budget Addendum Memo: City of San Jose.  <a href="http://www.sanjoseca.gov/DocumentCenter/View/2932">http://www.sanjoseca.gov/DocumentCenter/View/2932</a>	Prevention; Response; Planning & Preparation
“Restorative Justice.” CuttingEdgeLaw.com  <a href="http://cuttingedgelaw.com/page/restorative-justice">http://cuttingedgelaw.com/page/restorative-justice</a>	Prevention; Response; Planning & Preparation
“Cascadia Subduction Zone Earthquakes: A Magnitude 9.0 Earthquake Scenario.” 2013. Cascadia Region Earthquake Workgroup.  <a href="http://crew.org/sites/default/files/cascadia_subduction_scenario_2013.pdf">http://crew.org/sites/default/files/cascadia_subduction_scenario_2013.pdf</a>	Planning & Preparation



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<p>“\$36M in cuts proposed for Memphis police and fire departments.” January 27, 2014. WMC-TV.  <a href="http://www.wmctv.com/story/24558745/36-million-in-cuts-proposed-for-memphis-police-and-fire-departments">http://www.wmctv.com/story/24558745/36-million-in-cuts-proposed-for-memphis-police-and-fire-departments</a></p>	<p>Prevention; Response; Planning &amp; Preparation</p>
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#### 2013-2014 Reference Materials

Source	References Supports
City of Bellevue 2012 Budget Survey, February 2012	Prevention; Response; Planning & Preparation; and Community Engagement
Department and Program External Stakeholder / Customer Surveys, as available.	Prevention; Response; Planning & Preparation; and Community Engagement
Bellevue Fire Department, Strategic Planning Resident Survey Analysis Draft 3/2/12, produced by Berk	Prevention; Response; Planning & Preparation; and Community Engagement
Bellevue Fire Department, Strategic Planning Demographic & Economic Context Draft 3/2/12, produced by Berk	Prevention; Response; Planning & Preparation; and Community Engagement
2011 Annual Report to the King County Council, September 2011 – Public Health – Seattle & King County Division of Emergency Medical Services	Prevention; Response; Planning & Preparation; and Community Engagement
Best Practices for Offensive Fire Attack, 2/2012	Prevention; Response; Planning & Preparation; and Community Engagement
Building Trust Between the Police and the Citizens they Serve, An Internal Affairs Promising Practices Guide for Local Law Enforcement – U.S. Department of Justice, Office of Community Oriented Policing Services	Community Engagement; Planning & Preparation



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### 2011-2012 Reference Materials

Source	References Supports
<i>Asking your Police and Fire Chief the Right Questions- to get the Right Answers! Hosted by Leonard Matarese ICMA Webinar 2009</i>	<i>Planning and Preparation, Response, Enforcement</i>
<i>Community Safety Indicator Project Research Report, October, 2009, University of Melbourne</i>	<i>Community Engagement, Prevention; Partnerships</i>
<i>Crime Prevention Through Environmental Design: CPTED 40 years Later</i> <a href="http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=displayarch&amp;articleid=1987&amp;issueid=12010">http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=displayarch&amp;articleid=1987&amp;issueid=12010</a>	<i>Prevention, Community Engagement</i>
<i>Effective Regional Coordination Can Enhance Emergency Preparedness, GAO, September 2004</i> <a href="http://www.temple.edu/cprep/PDFs/GAO%20full%20Report-coordination-9-04%5B1%5D.pdf">http://www.temple.edu/cprep/PDFs/GAO%20full%20Report-coordination-9-04%5B1%5D.pdf</a>	<i>Planning and Preparation: Coordination ; Infrastructure</i>
EMAC Website: <a href="http://www.emacweb.org/">http://www.emacweb.org/</a>	<i>Planning and Preparation: Infrastructure</i>
FEMA <a href="http://www.fema.gov/plan/mitplanning/guidance.shtm">http://www.fema.gov/plan/mitplanning/guidance.shtm</a>	<i>Planning and Preparation/Infrastructure</i>
<i>Guidelines for applicants to the International Network of Safe Communities, Final Version, 13 November 2008</i>	<i>Community Engagement, Prevention, Partnerships</i>
<i>NATIONAL COMMUNITY SAFETY PLAN 2008–11, United Kingdom</i>	<i>Enforcement, Prevention, Community Engagement/Partnerships, Prevention</i>
<i>National Response Plan, Department of Homeland Security, December 2004</i> <a href="http://www.temple.edu/cprep/PDFs/NationalResponsePlanFullText.pdf">http://www.temple.edu/cprep/PDFs/NationalResponsePlanFullText.pdf</a>	<i>Planning and Preparation: Infrastructure, Coordination, and Emergency Response and Recovery</i>
<i>Predictive Policing</i> <a href="http://policechiefmagazine.org/magazine/index.cfm?fuseaction=display&amp;articleid=1942&amp;issueid=112009">http://policechiefmagazine.org/magazine/index.cfm?fuseaction=display&amp;articleid=1942&amp;issueid=112009</a>	<i>Planning and Preparation, Response, Enforcement</i>
<i>Safer Streets, Cutting Repeat Crimes by Juvenile Offenders Fight Crime, Invest in Kids <a href="http://www.fightcrime.org">www.fightcrime.org</a></i>	<i>Prevention, Community Engagement</i>



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<i>Strategic and Tactical Approaches to Traffic Safety</i> <a href="http://policechiefmagazine.org/magazine/index.cfm?fuseaction=display&amp;articleid=1226&amp;issueid=72007">http://policechiefmagazine.org/magazine/index.cfm?fuseaction=display&amp;articleid=1226&amp;issueid=72007</a>	Prevention, Response
<i>THE ROLE OF LOCAL GOVERNMENT IN COMMUNITY SAFETY</i> , U.S. Department of Justice, April 2001	Prevention, Community Engagement/Partnerships, Prevention, Preparation
<i>Volunteering England</i> <a href="http://www.volunteering.org.uk/.../policingbuildingsafercommunitiestogether">www.volunteering.org.uk/.../policingbuildingsafercommunitiestogether</a>	Planning and Preparation/Infrastructure
<i>Yale New Haven Center for Emergency Preparedness and Disaster Response:</i> <a href="http://yalenewhavenhealth.org/emergency/">http://yalenewhavenhealth.org/emergency/</a>	Planning and Preparation: Infrastructure

#### 2011-2012 Stakeholder Interviews

Department	Business Line and/or Division
City Attorney	<ul style="list-style-type: none"> <li>• Prosecution</li> </ul>
Development Services	<ul style="list-style-type: none"> <li>• Director’s Office (representing all business lines)</li> <li>• Building Division</li> <li>• Code Compliance Division</li> </ul>
Fire	<ul style="list-style-type: none"> <li>• Operations (representing all Operations components)</li> <li>• Emergency Medical Services</li> <li>• Emergency Preparedness Division</li> <li>• Fire Marshall’s Office</li> </ul>
Parks	<ul style="list-style-type: none"> <li>• Probation</li> <li>• Community Centers</li> <li>• Maintenance</li> <li>• Teens &amp; Youth</li> <li>• Engineering and Capital Projects</li> <li>• Human Services</li> </ul>
Planning & Community Development	<ul style="list-style-type: none"> <li>• Neighborhood Outreach</li> </ul>



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Police	<ul style="list-style-type: none"><li>• Chief's Office (representing all business lines)</li><li>• Patrol</li><li>• Administrative Services</li><li>• Investigations</li></ul>
Transportation	<ul style="list-style-type: none"><li>• Traffic Safety</li></ul>
Utilities	<ul style="list-style-type: none"><li>• Director's Office (representing all business lines)</li><li>• Operations &amp; Maintenance Division</li><li>• Engineering Division (and Capital Projects)</li></ul>