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**Edmonton Police Service
Environmental Scan 2010**

Foreword

I am pleased to present the Edmonton Police Service 2010 Environmental Scan.

Due to constant social change, policing in contemporary Canadian society has reached a state of evolving complexity. Police organizations are increasingly involved in environmental scanning, the acquisition and use of information about trends or events external to the organization. The knowledge and analysis of such information assists management in strategic planning and decision making. For instance, the rapid ageing of the population has multiple implications ranging from recruitment to funding challenges and this knowledge can help planners develop innovative strategies to help deal with such constraints.

This scan is expected to be an explicit picture of external conditions, a foundation for strategic planning and above all, a context to stimulate innovative thinking. The document provides an overview of relevant trends in our external environment, based on ten common themes or sectors – Industry, Infrastructure, Human Resources, Financial Resources, Stakeholders, Science and Technology, Economics, Government, Socio-Cultural and International.

I encourage you to use this document since information presented here would no doubt be helpful to our membership in achieving the common goal of a safe, vibrant city through policing excellence.

Mike Boyd
Chief of Police

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Over the past forty years, there has been significant change with modern Canadian society encompassing several cultures, traditions and values. Public policing is now complex and needs to reflect the broad mix of society, deliver a greater range of policing services, and constructively collaborate with a burgeoning private security industry.

Industry

Police governance and accountability

- the relationship between a local governance authority, the Chief of Police and the local police Association/Union is one of the most critical factors in police effectiveness¹
- **increasing political interference in policing management** is a growing concern amongst police agencies in Canada - the reason is partly attributed to the difficulty in distinguishing between 'operational' decisions and 'policy' decisions²
- current **contentions regarding complaints process**:
 - (a) whether and to what extent the police should continue to have the responsibility for investigating complaints against their own officers, and
 - (b) whether an independent complaints authority should be able to intervene in police management directly - should a complaints authority be able to go beyond making recommendations and insist that some form of action, in particular, disciplinary action, be taken?³
- development of audits is an emerging feature of police accountability systems – a focus on **audits changes police accountability from exclusively reactive to proactive**
- proactive audits led to another development in police accountability: **remedial measures at the organizational level** rather than just individually focused justice
 - trend started in 1990 with a series of comprehensive “value for money” audits of the RCMP by the Office of the Auditor General of Canada
 - in 1992, the Metropolitan Toronto Auditor, at the request of the Metropolitan Toronto Police Services Board, undertook an audit of the race relations policies and practices of the Metropolitan Toronto Police Service

The EPA Advocates for a Provincial Civilian Police Oversight Body

The following motion was ratified and supported on February 12th, 2009 by the EPA Executive Board and ratified and supported by the EPA general membership at the EPA general meeting on March 11th, 2009.

MOTION - That the Edmonton Police Association advocate for a Provincial Civilian Police Oversight Body to replace the current Professional Standards Sections within each major Municipal Police Service throughout the Province.

Source: edmontonpoliceassociation.ca/extension.php?do_cex=30

As one enters ... [the airport] ... one notices the newness of the structures, the cleanliness of the walls and ceilings, and the brightness and bustle of the building. Passengers move along various queues for airline tickets, baggage checks, and car rentals. Perhaps less noticeable are two of Canada's federal police talking to a pair of constables from the Peel Regional Police Service. After the discussion ends, the RCMP officers begin to patrol, nodding hello to two security officers from Excalibur Security making similar rounds. Farther along, they watch two armed Brinks guards carry money satchels from a nearby currency exchange kiosk. They wind by Commissionaires issuing parking tickets and Group 4 Securitas security guards checking the luggage of passengers. On the lower level, Canadian Customs agents spot a suspicious traveller and call for the RCMP and an immigration officer. In a processing centre just off the tarmac, security guards from Metropol Security meet with the immigration officials while the detainee is handed over to the security firm for transport to the privately run Mississauga Immigration Detention Centre... . The detainee is handcuffed, placed in the caged rear of an unmarked van, and driven to the centre, which from the outside looks just like another inconspicuous motel. As one gets closer, however, a 12-foot chain link fence topped with barbed wire encircling the rear of the building comes into view.

... on this short imaginary stroll you have come under the gaze of three federal policing agencies, one municipal police service, a quasi-public security force, four privately contracted security companies, and an unknown number of in-house airline security agencies, all of them working alongside one another in a generally unproblematic chain of surveillance.

Source: G. Rigakos, The New Parapolice: Risk Markets and Commodified Social Control (Toronto: University of Toronto Press, 2002) at 37–38.

Policing no longer monopoly of public police

- there are approximately 350 conventional **public police services** in Canada – national, provincial, regional and municipal police services; railway and other transit police, customs officers, hydro police, provincial offences officers, wildlife officers and game and park wardens
- **non-state or private policing** - private security personnel now outnumber police officers employed by the state in Canada by at least a two-to-one ratio⁴
- between the broad categories of public police and private security exists **hybrid policing institutions**; e.g. government-funded universities, Crown corporations such as Canadian Air Transport Security Authority (CATSA), Nuclear Safety Commission and the Corps of Commissionaires

No straightforward legal dichotomy between state and non-state police

- **contract security industry** - guarding companies, private investigators, alarm and other hardware manufacturers, installers and services, computer security experts, personal protection specialists, guard dog services, armoured car cash-in-transit services, forensic accountants and security consultants
- **in-house security** - corporate entities protecting their *own* assets and interests
- an important feature of private security, from a public policy perspective is the increasingly global and corporate character⁵
- fundamental difference: unlike public policing, **non-state actors are not focused primarily on the interests or needs of civil society**
- there could be particular challenges for the domestic regulation of private security when the relevant **parent companies are so often foreign-owned** and beyond the reach of Canadian law and regulators
- important to develop partnerships between the public police and other governmental agencies, as well as with private organizations, groups and individuals

Public safety interoperability

- according to the Canadian Police Research Centre, the number one issue facing First Responders is **interagency interoperability**: between technology, jurisdictions, and on-the-ground chain of command challenges - primary threat to their emergency response abilities⁶
- achieving voice communications interoperability is one of the single biggest challenges facing responders today

- the **Canadian Communications Interoperability Plan (CCIP)** – a national priority identified by the Chiefs associations and the federal government
- the province of Alberta is developing a new radio system for emergency responders - 30,000 radios will connect emergency responders in Alberta
- **Alberta Police Integrated Information Initiative (API3)**: is designed to replace many of the existing police information systems and increase efficiency through greater collaboration between organizations
- **Alberta Emergency Management Agency (AEMA)** leads the co-ordination, collaboration and co-operation of all organizations involved in the prevention, preparedness and response to disasters and emergencies
- emergency management planning is an important element for law enforcement agencies - according to the Conference Board of Canada, “no single governance structure can accommodate every possible threat; using principles during planning ensures flexibility and greater resilience”

Operation Cooperation - Downtown Vancouver Business Improvement Association (DVBIA)

Driven by efforts of local private security companies, Operation Cooperation brings Vancouver police together with private firms and corporate security to discuss ongoing and future security concerns. Past cooperative programs included the Crime Alert Paging Program (CAPP) in which a paging system facilitated the transmission of suspect and incidence reports between police officers, security personnel, and business owners; this program is currently being revamped and updated to meet changing needs. Operation Cooperation has its base at the Vancouver Police Waterfront Community Police Centre. The Centre itself is a joint initiative of local businesses, police and a number of dedicated volunteers.

Source: L.J. Huey, R.V. Ericson and K.D. Haggerty, “Policing Fantasy City” in D. Cooley, ed., Re-imagining Policing in Canada (Toronto: University of Toronto Press, 2005) at 171

Benchmark Study:**Toronto Association of Public-Private Policing and Security (TAPPS):
Interoperability at the grass roots****Mission Statement:**

To significantly enhance public safety in Toronto by providing public sector emergency response organizations and private sector commercial property owners with a functional, voice communications interoperability platform.

This public-private partnership will facilitate efficient voice & data communications between stakeholders and their respective dispatch/operation centers and provide real-time situational awareness during emergencies or major events.

- proposed system will operate on a private digital radio network based in the GTA
- basic group call-setup with individual radio ID
- network will consist of a digital (*Kenwood Nexedge*) radio platform with priority access and voice scrambling
- participating properties, venues and agencies will have access using either a dedicated base station or portable radio
- the radios operate using a common channel reporting incidents or emergencies to network
- emergency services 911 centre can patch in as required to monitor direct conversations between properties/venues
- emergency services can use this ability to coordinate efforts during an incident response or gather information for responding officers and other staff

Source: The Third Canadian Voice Interoperability Workshop, November 2009 – Canadian Police Research Centre

Need for integrated policing networks

- traditionally, individual police services have functioned independently with respective jurisdictions; increasing complexity and trans-jurisdictional nature of crime leads to **duplication of costly infrastructure and support services**
- public safety can most effectively be ensured by integrating the goals, methods and services of a wide variety of agencies and services such as police, security industry, special constables/peace officers, mental health, social services, addiction treatment, housing etc⁷
- there is a growing recognition of the **need for specialized policing services across the province** (e.g. homicide investigation, tactical response, undercover operations etc); Alberta Law Enforcement Response Teams (ALERT) a preliminary step towards police coordination
- law enforcement framework changes proposed in Alberta⁸:
 - law enforcement will be a web of services coordinated, seamless, integrated and closely connected to the communities it serves
 - front line community policing would continue to be organized at the local level, while specialized policing services could be delivered under an integrated, coordinated model

¹ Police Sector Council (2000). Strategic Human Resources Analysis of Public Policing in Canada .

² Ceysens P (2002). Legal Aspects of Policing, vol. 1 (Saltspring Island, B.C.: Earls court Legal Press, Inc.).

³ Stenning P (2000). "Evaluating Police Complaints Legislation: A Suggested Framework" in Goldsmith and Lewis.

⁴ Swol K (1998). "Private Security and Public Policing in Canada" 18:13 Juristat, catalogue #85-002XPE (Ottawa: Statistics Canada, Canadian Centre for Justice Statistics).

⁵ Johnston L (2000). "Transnational Private Policing: The Impact of Global Commercial Security" in J.W.E. Sheptycki, ed., Issues in Transnational Policing (London: Routledge).

⁶ Wennekes K (2007). Canadian Police Research Centre : Keeping Canadians Safe. A Technology, Research and Development, and Emergency Preparedness Situational Analysis of Canadian First Responders.

⁷ Alberta Solicitor General and Public Security (2007). Alberta's Roundtable on the Future of Policing.

⁸ Alberta Solicitor General and Public Security (2009). Law Enforcement Framework: A Discussion Guide.



Trends influencing the physical infrastructure of police organizations have a strong impact on their achieving safe communities. Knowledge of these trends informs organizational decisions such as facility planning and initiatives involving sustainable development.

Infrastructure

End of the Crown Vic era

- with retail sales down 90 per cent since 2000¹, Ford is set to stop producing the *Crown Victoria* at the end of December 2011
- Ford plans to replace the *Crown Vic* with a new vehicle --dubbed the *Ford Police Interceptor* – offering greater durability, better safety, stronger performance and greater fuel-efficiency than the *Crown Vic*²
- currently, the *Dodge Charger* is the only available police cruiser vehicle in the North American auto market
- the new *Chevrolet Caprice* police patrol vehicle is set to join law enforcement vehicle family in 2011
- it will be **harder to procure the *Crown Vics* towards 2011** due to heightened interest among law enforcement agencies seeking to obtain as many of the vehicles as possible before production ceases
- changing the marked fleet to a different model would impact maintenance related logistics
- purchasing few numbers of available alternatives at the start would be strategically useful to alleviate difficulty to procure *Crown Vics* and buy more time during which to identify the most feasible vehicle for EPS operations



-Ford Americas President Mark Fields

Corporate responsibility to the natural environment

- **sustainable development** - development that "meets the needs of the present without compromising the ability of future generations to meet their own needs"³ - gaining ground in corporate responsibility
- public interest in environmentalism is stressing the importance of 'green' initiatives in planning and decision making for public sector organizations
- such initiatives, in addition to reducing environmental impacts, could boost the EPS corporate image leading to **higher levels of citizen satisfaction and public credibility**
- EPS currently exempt from following the City of Edmonton's environmental management system (EnViso) guidelines
- it would be worthwhile to develop a policy framework that aligns to EnViso as much as possible
 - incorporating into EPS corporate governance strategies that reduce environmental impacts of EPS business practices e.g. purchasing **smaller, more fuel-efficient vehicles for non-sworn applications, reduction in paper consumption** per EPS employee

PaperLESS Strategy: The City of Edmonton's Paper Reduction Strategy YTD with 3rd Quarter Results

In the 1st, 2nd and 3rd quarters of 2009, employees reduced paper use to approximately 2,000 sheets per person as compared to 2008 annual consumption of 3,200 sheets of paper per employee. If the trend continues, there may be a 10% reduction for 2009 as compared to 2008.

In addition to paper reduction, 96% of standard paper purchased year-to date in 2009 was 30% recycled content paper. The use of 30% recycled content paper includes the following benefits:

- 30% fewer trees;
- 13% less energy;
- 11% reduction in greenhouse gas emissions; and,
- 14% less water used.

The results show continued reduction in paper use and support for the PaperLESS Strategy by every employee.

Source: City of Edmonton Ecity- Employee Information

Short, intermediate and long-term facility planning

- number of EPS facilities has increased from seven in 1984 to present total of 45
- several of these facilities were constructed over the past few years, including West Division station, Vallevand Kennels, William Nixon Memorial Training Centre, North Division Station and South East Division Station
- problem of aging facilities/equipment - **necessary to continue the completion of facility life-cycle studies** at all EPS owned facilities to identify and plan for structural and equipment component repair/replacement
 - replacements/repairs will continue to exert a budgetary impact on EPS infrastructure
- the lease on the William Griesbach Training Centre expires in October 2011 with the possibility of a three-year extension
- there are questions regarding the requirement of Greisbach as a training facility
 - uncertainty surrounding the availability of this facility beyond the set period (Greisbach Development Project-Canada Lands Company)
 - the decrease in the number of recruit classes per year
- the Carbine training facilities at the Spruce Grove and Sherwood Park ranges could shut down without much notice
- Edmonton Garrison, although a back-up plan, restricts access to EPS members periodically
- need to revisit the William Nixon Training Centre Long Range Development Plan (February 2007) which recommends the expansion of the current facility to create **a centralized training facility** to provide all necessary police training as per legal obligations and prescribed training standards

Canadian police face ammo shortage

- U.S. military demand due to operations in Iraq and Afghanistan has led to a scarcity of ammunition to Canadian law enforcement agencies⁴; U.S. manufacturers give priority to large orders from the U.S. armed forces, which are actively engaged in conflicts overseas
- delay also in procuring arms such as some varieties of Glock handguns
- American gun owners hoarding bullets fearing tougher gun laws, causing shortages for Canadian distributors⁵; several law enforcement agencies including the RCMP have reported delays in their order
- ammunition might have to be ordered well in advance or in larger quantities - shortage has also led to an increase in prices which might have an implication on the budget planning process

A comprehensive traffic safety strategy

- the City of Edmonton Traffic Safety Strategy recommends a coordinated approach to traffic safety integrating activities between the various departments
- the Alberta Traffic Safety Plan involves significant increases in law enforcement personnel, particularly those dedicated to traffic safety⁶
- providing Albertans with the safest road and rail system in Canada is a priority of the Government of Alberta; this involves the **development and implementation of the Alberta Traffic Safety Action Plan 2010-2020** to reduce collisions, injuries and fatalities on Alberta roadways in support of Canada's national road safety strategy⁷

Information technology enhancements

- EPS currently utilizes Niche Records Management System (RMS) to manage and store police information; the **Canadian Niche User Group** is an excellent collaborative opportunity
- in the first half of 2010, Information Technology branch will be implementing software on approximately 400 BlackBerry devices for select groups that would provide search access for EPROS information
 - there is the opportunity to expand the use and distribution of this software to additional members as the business need grows
 - functionalities beyond search and data entry on BlackBerry devices are future avenues that can be explored
 - changes like these could also involve risks related to information loss due to lost or stolen devices

¹ Philips M (2007). Driving a Classic into the Ground. Newsweek [Electronic Version].

² Hoffman BG (2009). Ford fast-tracks new cop car to replace Crown Vic. The Detroit News [Electronic Version].

³ United Nations (1987). Report of the World Commission on Environment and Development. General Assembly Resolution 42/187.

⁴ CBC News (2008). Canadian police face ammo shortage due to U.S. military demand.

<http://www.cbc.ca/canada/story/2008/08/15/ammo-canada.html>

⁵ CBC News (2009). U.S. ammo hoarders frustrating Canadian hunters.

<http://www.cbc.ca/canada/story/2009/10/15/ammunition-hunters.html>

⁶ Government of Alberta (2006). Alberta Traffic Safety Plan: Saving Lives on Alberta's Roads.

⁷ Alberta Transportation. Business Plan Highlights 2010-2013.



Human Resources

The diverse interests shaping the face of policing create an environment in which the police sector faces challenges across all human resource issues - from building basic human resource capabilities to recruitment and retention, training and education, leadership development and succession planning.

The identification of concerns and opportunities for improvement within human resource planning and management functions in the police sector have resulted in valuable information that help problem-solve these challenges.

Need for higher recruitment levels

- annual number of recruits in the Canadian police sector needs to increase to 4,300 in 2010 just to maintain current officer strength at all levels; require an excess of 3,000 recruits per year for the next 20 years¹
- over the next decade, all developing countries will face an increasing number of retiring workers
- **baby boomer retirement “wave”** has already happened, will continue over the next five to seven years (1970’s hiring has already started trickling out) especially due to earlier retirement in police services compared to other industries²
- the eligibility for pension after 25 years of service in police agencies across Alberta is unusual among public sector organizations and in turn, feeds into the higher attrition rates
- disinterest among today’s youth in policing as a career
- changing skill sets due to technology, new approaches to police service delivery and emerging types of crime are resulting in new skills and knowledge being sought by police forces³
- **attracting the next generation of talent** should be a priority for police organizations
- changes in traditional means of recruiting that are lengthy, costly in both time and resources to both the applicant and the employer, and in some instances restrictive⁴
- retention challenges are prominent - younger workers are now generally less likely to remain in a single organization and are more likely to pursue multiple careers
- members separating from the Toronto Police Service indicated that many are moving to employment elsewhere⁵

Perceptions and Attitudes about Police and Policing as a Career **Ipsos Reid, May 2009**

- youth are most interested in a career in education, such as teachers and counsellors (13%), healthcare, such as doctors and nurses (13%), Internet and high technology (12%), and skilled trades, such as electricians and carpenters (12%)
- fewer than five percent would be most interested in a career in retail (4%), policing (4%), a nongovernmental organization working in poor countries (3%), the military (2%), or the non-profit sector (2%)
- those most likely to select policing as the area in which they would be interested in working include 8% of the residents of the Atlantic provinces compared to 2% in Alberta and 2% in Ontario

Source: Police Sector Council

An opportunity - 'civilianize' some of the work⁶

- recruitment challenges faced primarily by the sworn segment of police forces
- increasing the civilian subset of employees may lessen the recruitment challenges - free up more fully trained personnel for deployment to the front line
 - potentially reduce the operational costs as civilian resources could be less expensive, depending on the type of work that is involved
- the constant movement of sworn-officers within police agencies most often results in the loss of skills which could be highly specialized and expensive to develop; the increasingly specialized nature of policing requires the **creation of subject matter expertise among civilian employees** as a means of retaining knowledge

Training and development

- resource constraints are experienced by most law enforcement agencies and the need for a sector-wide collaboration in executive development has been widely recognized
- several police organizations in Canada use a competency based system of human resource management in human resource processes
- the development of a competency model based on best practices in the police sector and its application in all Human Resource areas including recruitment, performance management, succession planning and professional development is recommended for police agencies across Canada
- partnerships increasingly important in order to develop new and innovative approaches in police executive development; police leadership development in Canada mainly organization-centred and at a localized level
- alternative delivery models such **e-learning** and **problem-based learning** being more widely adopted
- development of universal Canadian standards for the professional development and accreditation of police leaders asserted as an essential step in the development of an effectively performing cadre of police leaders in Canada⁷
- leaders of the public police expected to meet an "insatiable appetite" for policing services⁸ and according to the CACP's Institute for Strategic International Studies 2008: "**nowhere will there ever be enough resources to do so**"
- police leaders need to be professionally developed with capacity to provide innovative solutions to resource constraints

Systematically developing people to become real leaders

- developing leaders and succession planning - greatest issue facing policing in Canada today and will continue to be the second most important issue in the future (after attracting the next generation of talent)
- twofold concern: 1) **having the number of people to fill leadership positions**; and 2) **being able to develop these people to be effective leaders**⁹
- aging of Canadian population - majority of senior management position holders eligible for retirement over the next couple of years
- mentoring programs and opportunities for secondments to other agencies identified as among good practices in succession planning
- development of a comprehensive strategic Human Resource plan incorporating a succession plan framework based on core competencies for leadership positions is valuable

Labour-management relations

- continued implementation of community policing principles in the Canadian police sector leads to increased reliance on discretion and judgment of individual employees and less supervision
 - effective labour-management communications vital for employee morale and overall service performance
- relations between management and labour have become **increasingly adversarial**¹⁰ - a number of reasons that vary from one police service to the next, but in general, they can be attributed to contract disputes, externally imposed budget restraints and disagreements over management appointments and adequate staffing
- the diverse interests shaping the face of policing create an environment where labour demands are in conflict with the need for specialization, civilianization and flexibility practices which currently confront contemporary policing
- Edmonton Police Association members currently without a contract
 - 6.2% wage increase agreement reached in September 2009 after 11 months of negotiations – rejected by City Council
- current Civic Service Union (CSU) 52 collective agreement expires on December 18, 2010 – possibility of a 4.5% wage increase in ensuing negotiations
- City of Edmonton Management Association (CEMA) set to undertake a review of benefits package available for management and out-of-scope employees in 2010

Benchmark Study:**Federal Bureau of Investigation – Leadership Development Institute**

The FBI believes they do a good job of identifying leadership candidates now and selecting them to move forward. They use a leadership development continuum consisting of a wide array of contemporary and relevant training opportunities to continuously develop their current and emerging leaders.

Additionally, they use a competency-based program that includes eight competencies. The eight competencies are: Leadership, Interpersonal Abilities, Liaison, Organizing and Planning, Problems solving and Judgment, Written and Oral Communications, Flexibility and Adaptability, and Initiative. Their competencies are set by case law.

Performance plans are based on the eight competencies. Individual coaching is often part of the performance plan and a development plan is established with it. Promotions are based on competencies as well. When you submit paperwork for a promotion you have to demonstrate those competencies—mandatory and optional ones depending on the positions.

The Institute offers a number of sabbatical programs, which are available through competition, to executive and senior executive levels. The Institute offers training to leaders in the FBI and external to the organization. Many of Canada's Police Chiefs of large to very large services have completed training at the FBI Academy's Leadership Development Institute.

The FBI reports they observe "some" to "great" improvement in leadership skills as a direct result of this training. This is attributed to the fact that their leadership development courses deal with the personal development in trying to improve the individual in a holistic sense, by looking at the job, the individual, their family, their interactions with other agencies, joint partnership and partnering.

Source: National Diagnostic on Human Resources in Policing, HayGroup – Report for the Police Sector Council

¹ Police Sector Council (2005). Policing Environment 2005. Update of the 2000 Sector Study.

² Police Sector Council (2005). Sector Employee Database.

³ Police Sector Council (2000). Strategic Human Resources Analysis of Public Policing in Canada.

⁴ Toronto Police Service. 2008 Environmental Scan.

⁵ Toronto Police Service. 2008 Environmental Scan.

⁶ Police Sector Council (2007). National Diagnostic on Human Resources in Policing, HayGroup.

⁷ Institute for Strategic International Studies/ Canadian Association of Chiefs of Police (2008). Policing Capacity in Canada: Scarce Resources or Infinite Potential?

⁸ Grabosky P & Fleming J (2008). Managing the Demand for Police Services, or How to Control an Insatiable Appetite. The Australian National University, Canberra, Australia.

⁹ Police Sector Council (2007). National Diagnostic on Human Resources in Policing, HayGroup.

¹⁰ Police Sector Council (2000). Strategic Human Resources Analysis of Public Policing in Canada.

Financial Resources



Across Canada, municipalities are assuming increasing costs for the execution of policing duties. Policing is a core responsibility of all levels of government and recommendations surrounding an equitable policing framework have been proposed at the provincial level.

Can municipal tax levy sustain the rising costs of policing?

- backbone of municipal finance today remains the property tax – no longer adequate to meet a growing range of services¹
- framework of policing in municipalities is constitutionally mandated; the complex public safety and security environment in Canada makes **policing a growing municipal burden**
- diversion of scarce resources away from core municipal roles, such as community policing, into areas of clear federal jurisdiction, such as maritime interdiction and enforcement, cyber crime and even counterterrorism²
- the challenge to City Council due to the increased media attention in response to an increasing police budget
- Edmonton City council and administration worked closely together to hold property tax increase to five per cent to provide services for 2010³
- fines/other revenue generation not proportionate to the rising costs of policing
- there has been a recent trend of provincial responsibilities being transferred to municipalities due to provincial government cutbacks; examples of these include the Edmonton remand centre not accepting prisoners from 2300 – 0900 hrs, Crown Prosecutor’s office withdrawing from conducting bail hearings and the number of probation/parole officers being reduced



“Police receive more tax money than any other program and that will be shown as a separate item on the tax bills sent out next spring.”

*Edmonton Journal
December 9, 2009*

Numbers tell the story:

- approximately 65% of total policing costs in Alberta is borne by urban municipalities
- 92% of every tax dollar collected in Canada goes to the federal and provincial governments; that leaves just eight cents of every tax dollar collected for municipal governments to meet growing and varied responsibilities including policing

Source: Alberta Solicitor General and Public Security and Federation of Canadian Municipalities

Proposed law enforcement funding changes in Alberta⁴

- a funding model that has a sliding scale of payment alternatives, direct costs of policing to be shared by all Albertans
- provincial funding for a reconstituted ALERT that would involve a number of specialized services coordinated and delivered
- a new formula would be derived that would make the distribution of funding more equitable than what currently exists

Federal and provincial budgets

- in order to hold federal spending growth to below inflation, the federal government has identified three main areas where it plans to make cuts: the international aid envelope, defense spending, and federal government programming spending growth⁵
- Alberta's Safe Communities initiative will receive \$148 million for 2010-11, bolstering work to address the areas of prevention, enforcement and treatment; major steps forward in 2010 will be the completion of the Alberta gang strategy and the long-term crime reduction strategy⁶
- 2010-11 provincial budget includes \$304 million for policing programs, an increase of nearly \$11 million, or 3.7 per cent from 2009-10; another 100 front-line police officers will be added in 2010-11, fulfilling the commitment made in 2008 to add 300 frontline police officers over three years⁷

¹ Vaillancourt F (2006). "The Property Tax: Its Role in Financing Canadian Municipalities," in Building from the Ground Up: Restoring Municipal Fiscal Balance.

² Federation of Canadian Municipalities (2008). Towards Equity and Efficiency in Policing.

³ Edmonton Journal (Tuesday December 15, 2009). Budget Strikes the Right Balance.

⁴ Alberta Solicitor General and Public Security. Law Enforcement Framework: A Discussion Guide.

⁵ Conference Board of Canada (2010). Budget Report 2010: The Long Road to Fiscal Balance.

⁶ Government of Alberta News Release (2010). Building strong and vibrant communities – Budget 2010.

⁷ Government of Alberta News Release (2010). Budget summary by ministry – Budget 2010.



Stakeholders

Stakeholder management is a vital component in the functioning of police organizations. Unlike in the private sector, the task of mapping and managing relationships with stakeholders in the public sector is very large.

The population of the Edmonton region has grown considerably over the past ten years. Immigration has been a major driver for population growth and has greatly influenced the socio-economic make-up of the city.

Population of Edmonton increasing rapidly¹

- population of the city of Edmonton grew 69.5% from 1976 to 2009; over the past ten years (1998-2009) population grew by nearly one quarter (23.0%)
- the population of Edmonton Census Metropolitan Area (CMA) has grown 82.4% since 1976; it grew 22.6% in the ten years between the 1996 and 2006 census, and a further 4.7% by 2008

Year	Edmonton city	Edmonton CMA
1976	461,005	616,055
1981	521,245	742,018
1986	571,506	786,596
1991	614,665	853,900
1996	616,306	875,590
2001	666,104	951,114
2006	730,372	1,073,800
2007	740,578	1,100,900
2008	752,412	1,124,163
2009	782,439	N/A

Source: City of Edmonton, Canada West Foundation, Statistics Canada

- the number of families residing in Edmonton rose considerably (26.7%) from 1997 to 2007
- number of single individuals increased at an even faster pace from 1997 to 2007 (57.5%) – many single people were attracted to Edmonton during the economic boom
- most studies that have sought to compare the criminal tendencies between married and single or divorced individuals have concluded that married people are less involved in criminal or delinquent behavior than their unmarried counterparts²

Edmonton Census Metropolitan Area (CMA)

Cities: Spruce Grove, St. Albert, Leduc, Fort Saskatchewan, Edmonton

Towns: Bruderheim, Bon Accord, Legal, Calmar, Gibbons, Redwater, Devon, Beaumont, Morinville, Stony Plain

Villages: Warburg, Spring Lake, New Sarepta, Thorsby, Wabamun

Summer Villages: Point Alison, Betula Beach, Itaska Beach, Kapasiwin, Lakeview, Sundance Beach, Seba Beach, Golden Days

Counties/Municipalities: Parkland County, Leduc County, Sturgeon County, Strathcona County

Indian Reserves: Wabamun 133B, Stony Plain 135, Wabamun 133A, Alexander 134

Source: Statistics Canada

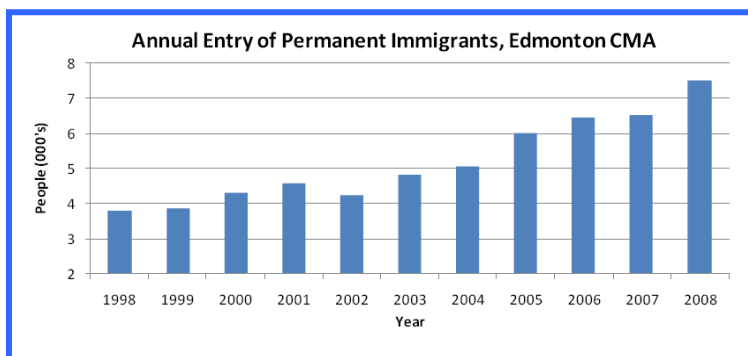
Family Violence in Alberta

- in 2008, Alberta had the highest proportion of women's emergency centres (62%), which constituted nearly two-thirds of the shelters for abused women in the province
- while police-reported data are not completely geographically representative, among those provinces with nearly full coverage, rates of spousal violence were highest in Saskatchewan (329 per 100,000 population) followed by Alberta (249)
- rates of spousal violence incidents in Alberta were 415 for females and 88 for males (calculated per 100,000 population)

Source: Canadian Centre for Justice Statistics, Statistics Canada –Catalogue no. 85-224-X

Immigrant and refugee settlement in Edmonton increases rapidly³

- number of immigrants and refugees permanently settling in Edmonton nearly doubled from 1998-2008
- number of temporary residents coming to Edmonton increased 162.7% between 1998 and 2008
 - primarily due to influx of temporary foreign workers during the economic boom
 - for the first time in 2008, more immigrants came to the Edmonton area as temporary foreign workers than as permanent residents
 - about one in two temporary foreign workers are in low-skilled occupations such as retail trade, food services and hospitality; such individuals are more economically vulnerable, especially during a recession



Source: Edmonton Social Planning Council

- the number of foreign students entering Edmonton increased 60.3% since 1998 and the number of humanitarian immigrants increased 144.4% from 1998 to 2007
- increasing numbers of temporary residents is of importance to law enforcement and calls into play the need for enhanced cooperation and information sharing between various public policing institutions such as municipal police services, the RCMP and Canada Border Services Agency

Number of seniors is increasing

- of the total Edmonton city population from 1996 to 2006
 - the 50-59 age group had the greatest proportional growth
 - the 30-39 age group had the largest proportional decrease
 - the 0-9 age group had the second greatest proportional decline
- **never before has Canada had so many persons aged 80 years and over**: their number topped the 1 million mark for the first time in 2006 (1.2 million)⁴
- the share of the population in Alberta comprised of seniors is projected to increase by 8.7 percent from 2006 to 2026; number of seniors in Edmonton CMA increased by 3.4 percent from 1986 to 2004⁵
- between 2011 and 2021, the percentage of seniors in the population will increase from approximately 12% to 16% of the total population; by 2031, it is projected that there will be more than 880,000 seniors in Alberta, or about one in five Albertans⁶
- although persons aged over 65 are the least likely victims of violent crime, the burgeoning population of seniors could lead to a greater number of potential crime victims among this age group
- one in five Canadians believes they know of a senior who might be experiencing some form of abuse; **abuse against seniors could be psychological, financial, physical or neglect**⁷
- the increasing population of seniors in the Edmonton region could lead to an increased expectation of police community engagement for a reassurance of safety and security

Inclusion of people with disabilities

- over one in ten working-age Canadians have a disability; population of Alberta had a disability rate of 13.6% in 2006⁸
- certain statistics regarding the disabled segment of the population in Canada⁹:
 - one in three persons with disabilities live in poverty—this rate is three times higher than the general working age population
 - persons with disabilities are four times more likely to live in poverty for long periods of time
 - in 2006, 51% of persons with disabilities were employed, compared to 75% of persons without disabilities
 - the unemployment rate for persons with disabilities is 4% higher than that of the general population (10%)
- increased importance placed on universal design in architecture and accessibility especially in the public services – such a requirement could be an expectation for EPS facilities

Persons with activity limitations and criminal victimization – a profile

- in 2004, rate of violent victimization, including sexual assault, robbery and physical assault, was 2 times higher for persons with activity limitations than for persons without limitations
- the personal victimization rate, which is violent victimization or theft of personal property, for persons with mental or behavioural disorder, was four times higher than the rate for persons with no mental disorder
- almost two thirds (65%) of violent crimes against persons with activity limitations were committed by someone who was known to the victim
- persons with activity limitations were 2 - 3 times more likely to be victims of the most severe forms of spousal violence, such as being sexually assaulted, beaten, struck or threatened with a weapon
- self-rated poor or fair health status, as well as sleep disorders and use of antidepressants or sedatives, were associated with rates of violent victimization 50% to 90% higher than the average
- persons with activity limitations are less satisfied with police response and have a less favourable perception of the criminal justice system

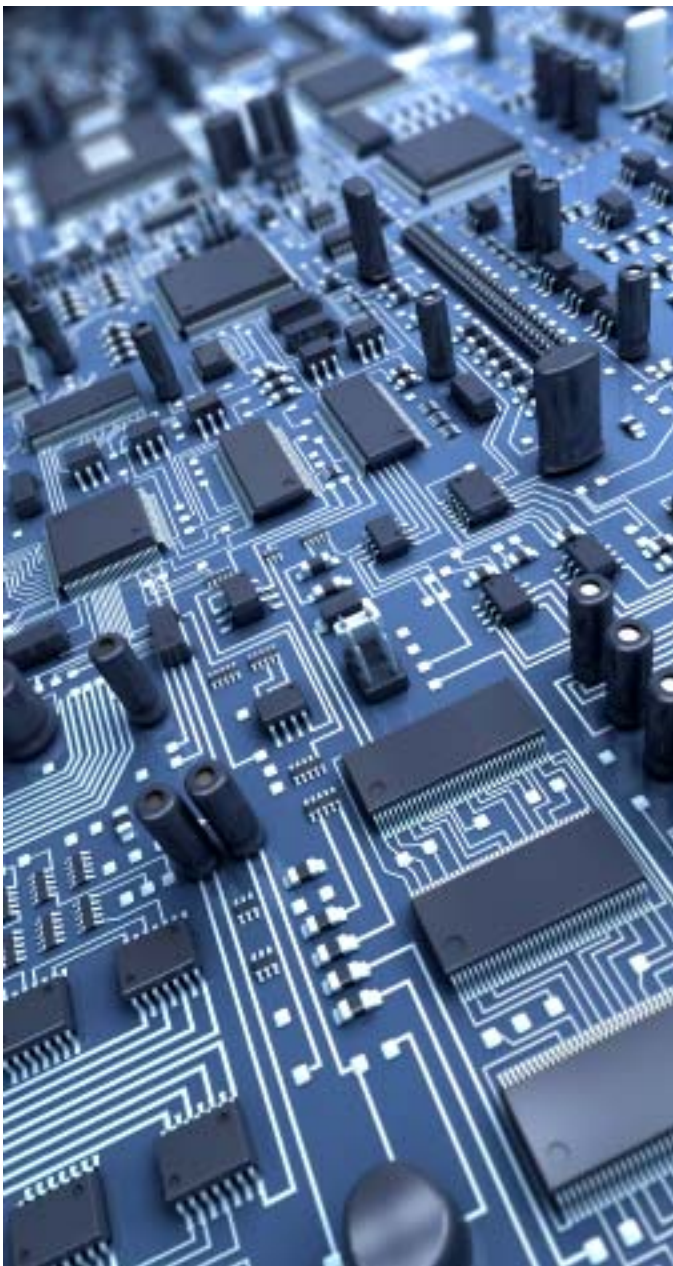
Source: Canadian Centre for Justice Statistics, Statistics Canada – Profile Series Catalogue no85F0033M – No. 21

Public expectation, media scrutiny and a rights driven environment

- public expectation and scrutiny of the public services in general have increased recently; **police traditionally in the public spotlight** among all public service organizations
- in a survey conducted in 2009, 77% of Albertans thought that their local police force did an excellent (16%), very good (31%) or good job (31%); twenty-two percent (22%) thought they are doing a fair (16%) or poor (5%) job¹⁰
- there is pressure on police services to become more open and accountable; public oversight will continue to increase and policing authorities will have to provide continuous learning to ensure and reinforce the responsible enactment of police powers¹¹
- crime and justice have long been popular subjects for the media and the public they serve; **over-representation of negative reports on police activities** and not enough coverage of positive impacts police have on communities¹²
- need for enhanced media relations among police agencies and awareness among media outlets about their powerful impact on police morale and effectiveness
- new media such as blogs, social network services such as facebook and twitter, RSS feeds, podcasts, and mobile phones are revamping the conventional mass media concept – the spread of information is occurring at very high speeds
- partnership with businesses is a vital component of stakeholder relations; current EPS programs such as the merchant crime alert and cooperative training are nationally acclaimed for their success in increasing police cost savings, higher clearance rates especially for repeat offenders and above all, for establishing the importance of police-business partnerships
 - further opportunities such as the advance of programs such as Crime-Free Multi-Housing into businesses are worth exploring

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Science and Technology



The rapid advances in science and technology have influenced policing organizations from a two-fold perspective. These changes have introduced to law enforcement valuable tools for public safety and security such as biometrics for identification. They have also exposed the criminal element to new opportunities, aiding the way crimes are committed.

'The poor man's atom bomb'¹ – biological and chemical weapons

- there has been an increased focus on biological and chemical warfare the world over after 9/11 and the subsequent anthrax attacks in the US
- U.S. government report entitled 'The World at Risk' suggests a weapon of mass destruction will likely be used in a terrorist attack somewhere in the world by the end of 2013; the report also predicts that the weapon is more likely to be a biological rather than a nuclear weapon²
- in Canada as a result of SARS, and the subsequent formation of the Public Health Agency of Canada, our public-health detection and response likely is better prepared for a bioterrorist attack than it otherwise would have been; SARS was a dress rehearsal for future onslaughts by nature, such as pandemic influenza, or by the intentional acts of terrorism³

Glossary

Chemical weapons

A chemical weapon is any weapon that uses a manufactured chemical to kill people. Chemical agents include blood agents, choking agents, blistering agents and nerve agents.

Biological weapons

Biological weapons are living organisms, whatever their nature, or infective material derived from them, which are intended to cause disease or death in man, animals or plants, and which depend for their effects on their ability to multiply in the person, animal or plant attacked. Biological agents include bacterial, viral and rickettsial agents (bacteria causing typhus or other fever-related diseases).

Source: Foreign Affairs and International Trade Canada and Canadian Security Intelligence Service

- there are three principal ways to spread a chemical or biological agent in order to infect a large number of people⁴:
 - through air
 - through municipal water supply
 - through food supply
- the same knowledge that can be used to heal – for example, through the production of genetically engineered human insulin used by Canadian diabetics – can also be used to kill⁵
 - knowledge of life sciences can be utilized to genetically engineer pathogens so they resist antibiotics, to develop new toxins that wipe out memory or immunity, and to pursue the weaponization of pathogens or toxins
- because chemical and biological weapons are easier and less expensive to produce than nuclear ones, and the technology and know-how are widely available, many more states are

actively engaged in chemical and biological weapons programs than in nuclear weapons programs⁶

- while Canada has not experienced any major, mass-casualty incidents of chemical/bio-terrorism, there have been threats to contaminate the water supplies of various localities, as well as fairly frequent claims of product contamination by animal-rights or environmental extremists⁷

1995: A terrorist attack using sarin in the Tokyo metro resulted in dozens of victims (8 dead)."

~ http://www.cric.ca/en_html/guide/conflict/bioterrorism.html

In 1984, the Rajneeshees, a religious cult, committed the only successful, large-scale biological attack that has been carried out in the United States. Members of the cult contaminated salad bars in restaurants in the small town of The Dalles, Oregon with the bacterium *Salmonella typhimurium*. The result was that 751 people became ill with food poisoning, although no one died.

~http://204.71.60.38/h_learnmore/cbwtutorial/chapter_05_02.html

Source: United Nations Association in Canada; A World without Weapons

The most dangerous weapon in the world

- nuclear weapons-which can be over a million times more powerful than the same weight of conventional explosives-are considered "weapons of mass destruction" in the truest sense⁸
- there are now growing fears that non- or controlled nuclear proliferation may be a thing of the past; nuclear proliferation and ambition of some states are now a continuing threat (e.g. Iran and North Korea)⁹ and nine states are known to have some form of nuclear capacity viz., Russia, United States, France, China, United Kingdom, Israel, Pakistan, India and North Korea¹⁰
- there have been suggestions in the past that terrorists might attack Canadian nuclear facilities according to the theory of the "path of least resistance," since they are less well-guarded than their American counterparts¹¹

Increasing cyber-crime

- there are many tools available to cyber criminals seeking to defraud consumers and conduct large-scale data theft¹²:
 - **botnets** are used to compromise legitimate websites, including those of private industry and the government, and expose the online community to the potential for large-scale data theft of personal and financial information

- cyber criminals also target online shopping and credit provider sites using **malware** and **keystroke-logger** programs to steal the credit card data required to produce counterfeit cards
 - **skimming** is the theft of credit card information used in an otherwise legitimate transaction
 - **phishing** schemes, another popular tool for cyber criminals to steal credit card data, use malicious mirror sites of financial and banking institutions, as customers increasingly turn to the Internet to seek out attractive offers and conduct their banking
- there is no uniform definition of cybercrime in Canada; this is one of the reasons for the lack of comprehensive Canadian statistics with respect to cybercrime activities, investigations and prosecutions¹³
 - an estimated 85% of Canada's critical infrastructure is owned and operated by the private sector; the coordination and collaboration between the private sector and government for the protection of the cyber elements in Canada's critical infrastructure is a key concern¹⁴
 - despite being a \$105 billion global business Canada has been reported as being inactive with regards to cyber-crime and it does not get nearly the same attention from police and law enforcement agencies as the drug trade¹⁵
 - **cyber-bullying** and **organized cyber-crime** have been identified as emerging cyber-crime issues

At the beginning of the new millennium, the world has some 30,000 nuclear weapons. That is more than enough to end life on Earth as we know it.

~UN Basic Disarmament Guide 40

Today there are 2,500 nuclear targets in the US National Target Base; 2,000 of these are in Russia, 300-400 in China, and 100-200 located elsewhere.

~Matthew G. McKinzie et al. (National Research Defense Council), *The US Nuclear War Plan: A Time for Change*, June 2001

Russia has enough fissile material to produce up to 80,000 nuclear weapons; much of this material is held in insecure locations.

~ Howard Baker and Lloyd Cutler, "A Report Card on the Department of Energy's Non-proliferation Programs with Russia," 10 January 2001

Although India has not yet deployed any nuclear weapons (despite its stated intention to do so), it has enough fissile material to produce approximately 45 to 95 weapons. Pakistan reportedly has enough fissile material to make 30 to 52 weapons.

~ "Proliferation News and Resources," Carnegie Endowment for International Peace, April 2001

China has more than 100 nuclear weapons. Approximately 20 of these are CSS-4 ICBMs with a range of 13,000 km

~US Office of the Secretary of Defence, *Proliferation: Threat and Response*, January 2001

Source: United Nations Association in Canada; *A World without Weapons*

Technology in law enforcement

- law enforcement agencies are most often **out-paced by the criminal element due to its unlimited “budget” to “invest” in technology**¹⁶
- the retention of skill sets that are being developed within the law enforcement community is a concern; private sector security and investigative organizations are increasingly seeking cyber-crime related investigative talent¹⁷
- the **convergence of technology into small portable devices** capable of receiving intelligence reports by push-technology, report generation, and accessing CAD (computer-aided dispatch), RMS (records management system) and crime databases is an opportunity to improve effective policing¹⁸
- biometrics are emerging as a valuable tool for public safety and security¹⁹; **iris scan** and **facial recognition** technology are now being used to identify individuals at some border crossings
 - the Canada Border Services Agency (CBSA) and the US Customs and Border Protection (CBP) jointly make use of the iris scan technology in the NEXUS program that expedites the border clearance process for pre-approved travelers into Canada and the United States
- collaborative partnerships between law enforcement agencies nationally and internationally can help identify technology opportunities and best practices such as **airwave radio systems**, constant utilization of publicly managed and administered **closed circuit television**, **automated vehicle license recognition**, **digital camera report of events** involving officers and **efficient intelligence sharing**²⁰

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Economics

General economic conditions often affect the way an organization conducts its business. Whereas expanding business conditions could happen in a booming economy, difficult financial circumstances and job cuts could result during a recession.

The economies of Alberta and Edmonton are connected to the global economic and financial systems. Changes in the regional economic situation will depend on how the global economy transpires over the next five years.

Unemployment recently increased in Edmonton

- between 1996 and 2008, the unemployment rate in Edmonton CMA decreased 2.4 percentage points

Unemployment rate (%)	December 2009	Change December 2008 to December 2009
Edmonton CMA*	7.6	4.0
Alberta**	6.7	2.5
Canada**	8.5	1.9

Note: Population 15 and over
 *3-month moving average
 **monthly
 Source: Statistics Canada, Labour force characteristics, seasonally adjusted

- at 7.6% **Edmonton CMA unemployment level in 2009 was the highest since 1996**
- in 2008, the unemployment gap between men and women narrowed to 0.2 percent, with women's unemployment (3.6%) lower than men's (3.8%); gender gap in employment has widened and it is expected that over the period of the current economic downturn, unemployment rate for men will increase¹
- **unemployment rate for youth (age 15-24) remain considerably higher than that for older workers**; the gap in unemployment between the 15-24 and 25-54 age groups was 4.8 percent in 2008 (1.9 percent greater than in 1998)²
- age and gender are the commonly cited correlates of crime and delinquency with **higher rates of offending recorded for young males**³
- unemployment can lead to difficulties integrating into society and the economy, particularly for those who lack other possible avenues for success, which can lead some youth to explore crime and delinquency as a way to acquire status⁴

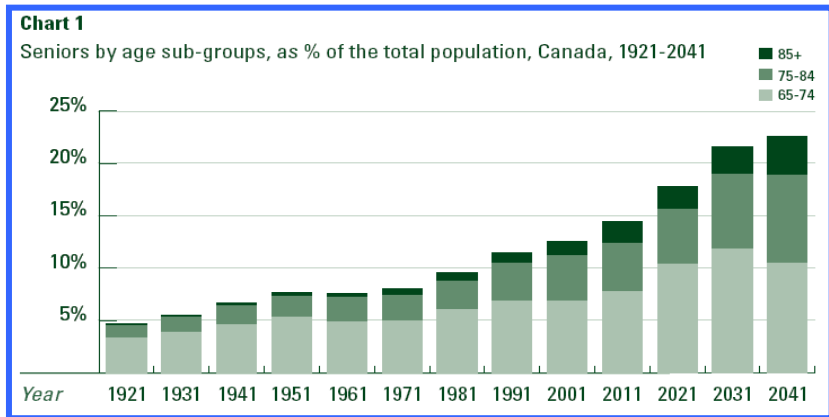
Age is creeping up on the world – consequences will be scary⁵

- most of the developed world has lower birth rates and people everywhere are living far longer than they used to
- macroeconomic theory suggests that **economies of ageing populations grow much slowly** than those of younger ones; in most rich countries, the ratio of people of working age to those of retirement age will deteriorate dramatically over the next few decades

For advanced countries, the fiscal burden of the recent financial crisis will be 10% of ageing-related costs. The other 90% will be extra spending on pensions, health and long-term care.

Source: International Monetary Fund (2009)

- pensions and healthcare promises in developed countries would soon become unaffordable;** pensions are expected to become far less generous in the future and retirement age could be raised in order to solve several problems associated with ageing populations



Source: Health Canada (2002), *Canada's Ageing Population*.

- the workforce is expected to get smaller necessitating increased in-migration and engagement of traditionally underrepresented groups; productivity gains – **working smarter** – will need to be the larger part of the answer to the ageing labour force⁶

Cost of living and housing

- the Consumer Price Index (CPI) for Edmonton which is reflective of the cost of living increased 34.9% from 1998 to 2008; the economic downturn has had an effect on inflation and the CPI for Edmonton increased only marginally (by 0.8%) from December 2008 to December 2009⁷
- Alberta food CPI for 2009 increased 4.8% from 2008⁸; between 2000 and 2008, the cost of a nutritious food basket for a family of four in Edmonton increased \$34.36 per week; this amounts to an increase of \$1,786.72 per year⁹
- for the third year in a row, Edmonton's rental apartment vacancy rate has moved higher despite relatively modest levels of rental unit construction across the region; apartment vacancy rate in Greater Edmonton increased to 4.5 per cent in October from 2.4 per cent in October 2008¹⁰
- vacancy rates will start to subside in 2010 and 1% rent increase has been forecasted for 2010¹¹
- home ownership has been on the rise in Edmonton and between 1999 and 2009, the proportion of Edmontonians owning their own homes increased 3.6 percentage points; three out of five dwellings in Edmonton were owned, rather than rented, in 2009¹²
- nearly all of the currently available studies have concluded that **as the proportion of owner-occupied homes (as opposed to those being rented) increases, crime and delinquency rates decrease**¹³

- core housing need – the proportion of residents without adequate, suitable and affordable shelter – in Edmonton declined slightly from 11.0% in 1996 to 10.6% in 2006; core housing need is much higher for renters than owners; youth and seniors are more likely to be in core housing need than “working age” groups¹⁴

Economy in uncharted waters¹⁵

- time of humility for the profession of economics for failing to foresee the timing, extent and severity of the recession¹⁶
- government debts, increased by stimulus spending during the recession, will be an ongoing focus of concern and will require sustained policy attention
- due to the whimsical economic climate globally, two scenarios have been proposed for the future of the Edmonton region economy by the City of Edmonton Socio-Economic Outlook 2009 to 2014 – the *Most-Likely* scenario and *Downside Risk* scenario:

Capital of culture and business acumen

The impact of Alberta's oil and gas industry is rapidly changing the landscape of Edmonton, its capital. Its business district is bustling with construction cranes, and new town houses keep popping up along the North Saskatchewan River. At least \$87 billion in capital investments are on their way to Alberta in the next decade and Edmonton is gearing up to absorb the biggest chunk.

Source: Forbes, June 4, 2007

- **Most Likely** scenario - Canada, Alberta and Edmonton will likely fare better than other countries/provinces/areas of Alberta, although not by much, **over the next five years**
 - Alberta benefits from the expected relatively strong energy prices; the recovery of most advanced economies will be hampered by them
 - increasing employment and job creation that makes up most of the losses during 2009
 - provincial income tax levels will be affected by the lower growth in employment and less wage inflation than in recent years
 - **provincial grant income is expected to be under pressure** as is already evident by a reduction in the Municipal Sustainability Initiative funding in the 2009 Provincial Budget
- **Downside Risk** scenario - there remain concerns about residential, commercial mortgage and credit card defaults which could lead to negative effects on growth
 - another period of low or negative growth globally is likely to depress energy prices and that will weigh heavily on the Alberta and Edmonton economy
 - reduced government income from resource royalties and an increased need for initiatives to address budget deficits
 - job losses, including public sector job losses, and rising unemployment, likely above levels seen in the recession to mid 2009

The world's largest politically stable oil reserve

- Alberta and Edmonton region economies are strongly linked to the global economy with the key linkage being energy
- second only to Saudi Arabia's reserves, Alberta's oil sands (175 billion barrels) have been described as 'Canada's greatest buried energy treasure'¹⁷
- Edmonton functions as the construction, manufacturing, and transportation base for the oil and gas industry and, more generally, resource extraction activities in northern Alberta, north-eastern BC, and the Northwest Territories
- the Edmonton region has extensive upgrading, refining and petro-chemical facilities and is connected to the rest of North America by a network of oil and gas pipelines
- Edmonton was hit hard by the recent decline in oil prices; oil prices have recovered from the low, although much uncertainty remains about their long-term level¹⁸

To be one of the world's top five mid-sized cities¹⁹

- a key initiative of the Edmonton Economic Development Corporation is to enhance Edmonton's global recognition through an awareness campaign with the City of Edmonton
- Edmonton is growing as a centre of economic activity – health care, education, advanced technology, financial services and investment management; although it will retain a dependence on an energy based economy through the foreseeable future
- improving both the reality and perception of crime and safety is acknowledged as one of the most important factors in achieving this goal
- major initiatives proposed to develop the civic infrastructure - downtown development, transportation routes and services, cleanliness
- **Edmonton is a bid city for EXPO 2017**, also known as the world's fair – which could potentially attract 4.7 million visitors; a big benefit to Edmonton would be the construction of LRT, housing and other infrastructure years ahead of schedule and funded primarily by the federal and provincial governments²⁰
- Edmonton will host the **98th Grey Cup in 2010**²¹; increased media attention possible surrounding security in preparation for the event

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Government

Both the federal and provincial political landscape appears to be changing. Law enforcement has been identified as a priority by different levels of government and new legislations provide police and courts additional powers to fight identity theft and organized crime.

There has been increasing scrutiny of corrections in Canada and focus has recently been aimed at participatory justice.



Changes in political climate

- third consecutive federal minority government elected in 2008; majority governments no longer the norm; such multi-party political systems could continue and minority governments are generally short lived
- federal politics is volatile; next federal election scheduled for October 2012¹ but could be sooner
- Wildrose Alliance, a fledgling political party is gaining momentum in Alberta causing change in an otherwise relatively constant political landscape²
- provincial elections must take place every five years; the 28th Alberta general elections must take place, at the latest, in 2013
- **2010 Edmonton municipal election** will be held Monday October 18, 2010 to elect a mayor and 12 councilors to the city council; this election will divide the city into 12 wards, a change from the present six-ward system, with one councilor for each ward³
- changes in the municipal and provincial political structures could have an impact on current law enforcement regulations and resource allocation

Law enforcement a priority for most levels of government

- **“promote strong and vibrant communities and reduce crime so Albertans feel safe”** – one of the five priorities of the Government of Alberta⁴
- **additional police officers in the province of Alberta**– government plans to continue to increase the number of police officers in the province to reach the target of 300 additional officers; options for achieving this priority will be developed with the various policing agencies in the province⁵
- **regionalization** is increasingly being stressed as the key to the efficient, cost-effective delivery of services in the Edmonton Capital Region
- as many as two-thirds of all crime in Alberta is thought to go unreported; provincial government recommendation to take targeted action in order to increase the percentage of crimes that are reported by engaging the community and building trust with the police service⁶

Building Safe, Caring Communities

Albertans believe that safe, strong and caring communities are important to our quality of life. Government actions will continue to support these values.

The Alberta Gang Reduction Strategy will provide a comprehensive, long-term approach to suppress gang crime in Alberta. Civil forfeiture legislation is already in place, and witness protection legislation will be tabled this session. We will bolster the front lines of Alberta police forces with 100 new officers — the fulfillment of a three-year, 300-officer commitment.

Government's goal of creating 14,000 new child care spaces will be met and surpassed this year, allowing us to focus on maintaining existing spaces and supporting the creation of new spaces in the areas of most need.

Your government will continue working with its partners to deliver on the pledge to develop 11,000 affordable housing units by 2012, and on the Ten-Year Plan to End Homelessness.

Social programs for Albertans will become better integrated and more focused on the people they were created to serve. These improvements will make it easier for Albertans in need to access information and assistance, as well as transition between programs as they move from childhood to adulthood to their senior years.

This government is concerned that only one-third of Albertans belong to workplace pension plans. We will continue to push the national agenda for reforms that help people plan for a financially sound retirement.

A pan-Canadian solution is preferable, but if an agreement cannot be reached, we are prepared to join with British Columbia and Saskatchewan to develop options for a regional plan to improve retirement income prospects for future retirees.

Source: Speech from the Throne, Third Session of the Twenty-Seventh Alberta Legislature February 04, 2010

Police and courts get added power to fight identity theft and organized crime

- federal Bill S-4 **creates new Criminal Code offences related to identity theft**⁷, including:
 - obtaining and possessing identity information with the intent to use the information deceptively, dishonestly or fraudulently in the commission of a crime
 - trafficking in identity information, an offence that targets those who transfer or sell information to another person with knowledge of, or recklessness as to, the possible criminal use of the information
 - unlawfully possessing or trafficking in government-issued identity documents that contain the information of another person

- federal Bill C-14, which provides police and justice officials with **important new tools in the fight against organized crime**⁸:
 - makes murders connected to organized crime automatically first-degree and therefore subject to a mandatory sentence of life imprisonment without eligibility for parole for 25 years
 - creates a new offence addressing drive-by and other reckless shootings; mandatory minimum sentence of four years in prison, with a maximum of 14 years
 - creates two new offences of aggravated assault against a peace or public officer and assault with a weapon on a peace or public officer; punishable by maximum penalties of 14 and 10 years respectively

Court scheduling changes

- a priority shift selection for scheduling court for EPS members was established in December 2009 and is being implemented by Alberta Justice
 - provincial trial coordinators will make every effort to schedule court for members during second watch (morning or afternoon); second priority sequence will be to schedule members for afternoon court following third watch; last option will be to schedule members on a day off.
 - it is clearly understood that members should not be slated for court on the morning following third watch, and no afternoon court on first watch

- training was provided for trial coordinators that has now resulted in a better understanding of officer shift schedules and better utilization of the provincial government Justice Online Information Network (JOIN) database

- beginning February 2010 a new court management system – **Court Case Management (CCM) program** will be implemented for Alberta Justice to more effectively manage cases in Edmonton and Calgary adult provincial court, and in turn, increase public confidence in the justice system and improve access to justice
 - crown prosecutors will take complete ownership of complex files, such as impaired charges, and will be responsible for scheduling the trials

Gaps and Issues With Respect to Policing in a Regional Context

- there is good cooperation at the operational level among police services in the region, but there is no regional strategic plan for policing; regional planning and coordination would improve the efficiency and effectiveness of service delivery across the region
- demands for police services are expected to increase in response to demographic, societal and economic changes including increased levels of drug trafficking, gang activity, and youth crime
- all police services face a serious challenge in attracting and retaining staff; this will make it more difficult to meet increasing demands for police services in the future; a regional approach could help in addressing staffing needs across the region
- municipalities indicate there are inequities in the financing of police services, with larger urban municipalities absorbing a larger burden of policing costs than rural and smaller urban municipalities
- the Provincial Police Service Agreement with the RCMP expires in 2012 and will have to be renegotiated before then

Source: WORKING TOGETHER; Report of the Capital Region Integrated Growth Management Plan Project Team

The Supreme Court of Canada further defines *Charter* rights

- in the case against *Harrison*, a drug conviction linked to the seizure of 35 kilograms of cocaine was tossed out by the Supreme Court of Canada because evidence obtained with "willful and flagrant" disregard for the *Charter of Rights and Freedoms* cannot be used in trial⁹
- in the case against *Donnohue Grant*, the Supreme Court of Canada concluded psychological detention owing to the "power imbalance" between the officers and Grant's "youth and inexperience" and subsequently that his *Charter* rights were violated¹⁰
- through both cases against *Grant* and *Harrison*, the Supreme Court created a new legal test to determine whether evidence obtained via a *Charter* breach would bring the administration of justice into disrepute and therefore be excluded
- in the case against *Suberu*, the Supreme Court of Canada held that when police place a person under investigative detention, the police have a duty to inform a detainee of his or her right to retain and instruct counsel upon detention, and to facilitate that right¹¹
- the cases against *Grant* and *Suberu* provide **further guidance on when psychological detention arises** while police are interacting with citizens

Implications of the *McNeil* decision

- police are now obligated to disclose to Crown Counsel, records relating to serious misconduct by police officers, where the misconduct is related to the investigation, or where the misconduct, though separate from the investigation, could reasonably impact on the case against the accused¹²
- decision entails serious workload and logistical issues; law enforcement agencies are required to put together a *McNeil Package* containing a listing of misconduct information related to the credibility and reliability of the police member witness
- currently, different law enforcement agencies have different protocols for ensuring that the misconduct information is included in every package sent to the Crown

The punitive nature of corrections

- over the past two decades, there have been criticisms regarding the adversarial model of Canada's punitive system and that it has not helped lower the crime rate nor contributed to greater public safety; until recently, crime rates and incarceration rates continued to rise¹³
- with the exception of conditional sentences which decreased 2%, admissions to all types of community supervision programs increased in 2005/2006; 109,539 adult offenders were admitted to community supervision programs in Canada that year¹⁴
 - probation (+2.2% from 2004/05)
 - provincial parole (+6.4% from 2004/05)
 - releases from federal custody (i.e., federal conditional releases, day parole, full parole, statutory releases) (+4.4% from 2004/05)
- a study of offenders in four provinces found that adult offenders who spent their sentence under supervision in the community were far less likely to become re-involved with correctional authorities within 12 months of their release than those who were in a correctional institution¹⁵
- increasing focus on **participatory justice**: **restorative justice** focusing on redressing harm to the victims, holding offenders accountable for their actions and engaging the community in a conflict resolution process and **consensus-based justice** that refers to innovative methods of resolving mainly non-criminal conflicts

¹ Canada Elections Act. <http://laws.justice.gc.ca/en/showdoc/cs/E-2.01/bo-ga:l 5//en#anchorbo-ga:l 5>

² CBC News (2010). 2 Alberta MLAs join upstart Wildrose party. <http://www.cbc.ca/politics/story/2010/01/04/calgary-mlas-conservative-wildrose-alliance.html>

³ Edmonton Journal (2009). Council doubles wards to a dozen. <http://www.edmontonjournal.com/news/Council+doubles+wards+dozen/1818789/story.html>

⁴ Government of Alberta, Strategic Business Plan, 2009-12.

⁵ Alberta Solicitor General and Public Security. Strategic Business Plan 2009-12.

⁶ Alberta's Crime reduction and Safe Communities Task Force (2007). Keeping Communities Safe.

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⁹ Judgments of the Supreme Court of Canada (2009). <http://scc.lexum.umontreal.ca/en/2009/2009scc34/2009scc34.html>

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¹¹ EPSNet Law Letters (2009). Section 10(b) Charter Rights Arise Immediately Upon Investigative Detention.

¹² Judgments of the Supreme Court of Canada (2009). <http://csc.lexum.umontreal.ca/en/2009/2009scc3/2009scc3.html>

¹³ Law Commission of Canada (2003). Transforming Relationships through Participatory Justice.

¹⁴ Statistics Canada (2008). Adult Correctional Services in Canada. Juristat Catalogue no. 85-002-XIE, Vol. 28, no. 6

¹⁵ Statistics Canada The Daily (2006). Outcomes of probation and conditional sentence supervision.



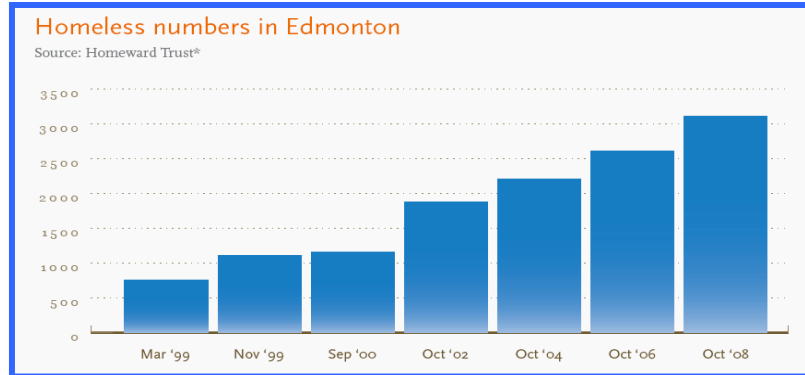
Socio-Cultural

The socio-cultural fabric of Edmonton has changed dramatically over recent years. Various indicators of socio-cultural distress such as homelessness and mental health have accompanied the changing dynamic of our society. Addressing crime within this context should involve a broader social policy framework with different social and governmental systems collectively tackling these issues.

Homelessness on the rise¹

- the 2008 Homeless Count estimates 3079 people in Edmonton without a home of their own; **estimated to be 6500 by 2018** if the current homeless growth rate continues

- these numbers do not reflect **hidden homeless**: people who find a temporary couch to sleep on with friends or family, stay in abandoned buildings or a church basement, as well as those who are being evicted



Source: Edmonton Committee to End Homelessness (2009)

- estimates indicate that the hidden homeless make up the largest proportion of Canadians experiencing homelessness

- poverty and lack of affordable housing are the biggest contributors to homelessness
- 'no home, no job – no job, no home'** – without a permanent address, people cannot access income support benefits; without money they cannot get a home
- individuals and families experiencing homelessness often have a history of family violence, particularly in the case of women and children²
- the 10 Year Plan to end homelessness in Edmonton focuses on the **Housing First** principle
- people in supportive housing spend only one third as much time in hospitals, psychiatric centers, prisons and jails as people who are chronically homeless
- the Edmonton City Council is to establish a **Homeless Commission** that would be liaising with all orders of government and align city programs, policies and funding with the 10 Year Plan



Shelters and drop-in centers and other emergency supports, do not solve the problem of homelessness, they simply manage the crisis. The Housing First approach says the first step in solving the problem is to find people permanent homes and give them the support they need to be successful in those homes.

-Edmonton Committee to End Homelessness

Aboriginal population in Edmonton continues to grow

- Aboriginal population in Canada becoming increasingly urban

- Edmonton has the **second largest number of Aboriginal people** after Winnipeg, accounting for 5% of its population [*Statistics Canada, 2006 Census*]

Edmonton area	2006	2001
First Nations	22,435	18,260
Metis	27,740	21,060
Inuit	590	460
Other	1,330	1,145
Total	52,100	40,930

Source: Statistics Canada 2006 Census

- since 2001, number of people who identified themselves as an Aboriginal increased by 27% in the Edmonton region; of these 73% lived in Edmonton

- **Edmonton’s Aboriginal population is much younger and growing more rapidly** than the general population - median age (the point where exactly one half of the population is older, and the other half is younger) of the Aboriginal population was 25.1 years
 - Children (0 to 14) and youths (15 to 24) made up almost 50% of all Aboriginals in Edmonton

Wichitowin

- a participatory, solutions-oriented, inclusive process to identify concerns, develop solutions and take action in Edmonton’s Aboriginal community, led by Aboriginal community members
- a governance model for addressing urban Aboriginal concerns unlike any other in North America, and quickly building interest across the continent
- partners include: government, Aboriginal governments, funders, elders, youth, Aboriginal organizations and the wider community; **excellent opportunity for community policing initiatives**

Source: Edmonton Social Planning Council

- although Aboriginal people constitute only 5% of Alberta’s population, they have the **highest adult and youth incarceration rate** at 38% and 33% respectively³

- 40% of the homeless in Edmonton are Aboriginal, 43% of Edmonton Aboriginal people own their own home (overall Edmonton CMA rate is 69%)

- as of July 2009 Aboriginal unemployment increased by 6.7% compared to 2008; Aboriginal unemployment is more than twice that of the overall population⁴

- **four out of ten (42.3%) of Aboriginal people lived in poverty** in 2001 (over double the poverty rate for Edmonton CMA)⁵

- 39.6% of Aboriginal adults had less than high school education in 2006, and 37.5% had a trades, college, or university certificate or degree

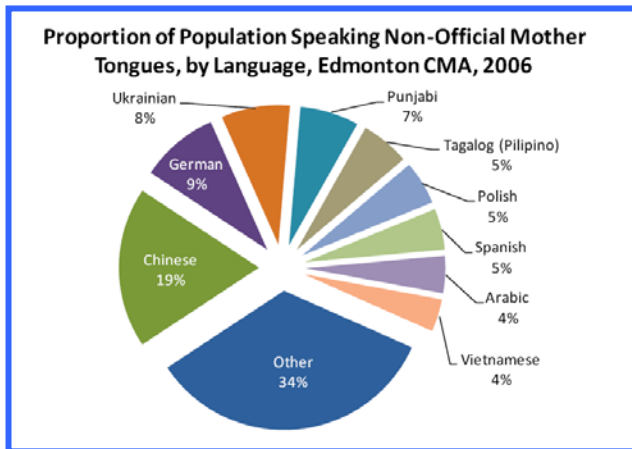
- 42.6% of Edmonton Aboriginal people lived in single parent families in 2006 - much higher than Edmonton CMA rate of 6%
- 43% of the average monthly child protection caseload involve Aboriginal families

Aboriginal People as Victims and Offenders

- Aboriginal people were three times more likely than non-Aboriginal people to experience a violent victimization
- those aged 15 to 34 years were nearly two and a half times more likely to experience a violent victimization compared to those who were 35 years and older
- violent incidents committed against Aboriginal people were more likely to be perpetrated by someone who was known to the victim (56%), such as a relative, friend, neighbour or acquaintance, compared to violent incidents committed against non-Aboriginal victims (41%)
- Aboriginal people were victimized by a stranger in 25% of all violent incidents, compared to 45% of incidents committed against non-Aboriginal victims
- 21% of Aboriginal people reported having experienced some form of physical or sexual violence by a spouse in the 5 years
- Aboriginal people are much more likely to be victims of homicide than non-Aboriginal people: Between 1997 and 2000, the average homicide rate for Aboriginal people was almost seven times higher than that for non-Aboriginal people
- between 1997 and 2000, Aboriginal people were 10 times more likely to be accused of homicide than were non-Aboriginal people

Source: Canadian Centre for Justice Statistics, Statistics Canada – Catalogue no. 85-002-XIE, Vol. 26, no. 3

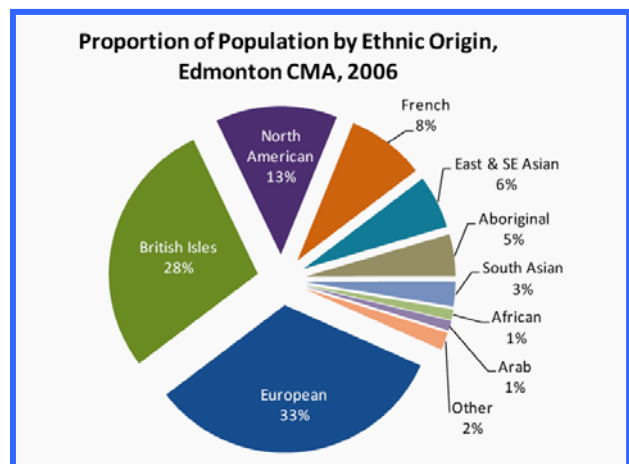
Increasing diversity



Source: Edmonton Social Planning Council

- in 2006, 22% of Edmonton CMA region residents reported speaking only a non-official mother tongue (languages other than English or French) as opposed to 18.6% in 2001
- most common non-official mother tongues are: Chinese, German, Ukrainian, Punjabi, and Tagalog (Pilipino) ; Spanish, Punjabi, Tagalog (Pilipino), and Arabic languages experienced the greatest growth between 2001 and 2006 (in that order)

- the majority of Edmonton residents report European, British Isles, or North American origin
- West Asian and African ethnic groups experienced the greatest growth from 2001 to 2006



Source: Edmonton Social Planning Council

Policing the cultural kaleidoscope⁶

- planning challenges:** cultural composition of Edmonton has significant consequences on the types of programs and services and developing policies in the public sector
- despite aggressive recruitment campaigns, younger members of new immigrant communities, for a variety of reasons, do not flock to join police services
- in Toronto, the city with the largest municipal police service and an ethnic/visible minority population now estimated to be close to half the population, ethnic/visible minority representation among sworn officers in the police service increased from less than 6% in 1991 to 10% in 2000
- need to achieve a “visibly mixed” police service to serve a “visibly mixed” society



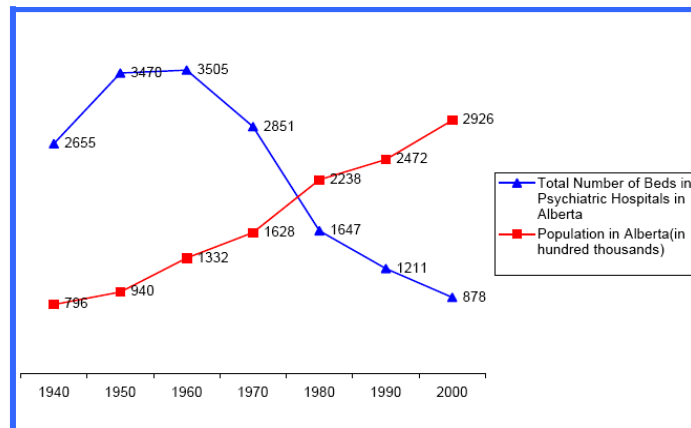
Despite genuine and often quite vigorous attempts by many police leaders to “change the faces” of their organizations to better reflect the cultural makeup of the communities they policed, and some formal statutory employment equity requirements introduced in the 1990s, the ethnic and cultural composition of police services in Canada has remained stubbornly out of alignment with that of many of the communities they police.

Philip Stenning, Police and Society, 2003, Issue No, 7

Police by default the informal ‘first responders’ of our mental health system

- each year approximately 16% of Albertans receive at least one mental health service from a physician⁷
- Schizophrenia and other psychotic disorders accounted for 15% of inpatient mental health diagnoses at regional acute and psychiatric facilities, and 7% of outpatients and community services diagnoses in 2004/05⁸

Beds in Psychiatric Hospitals, Alberta (1940 - 2000)



Source: Alberta Mental Health Board (2007)

- a number of factors have lead people with mental illness to come into increased contact with the police⁹, including:
 - **deinstitutionalization**, especially problems with crisis response and other community support that would avert crises from happening in first place
 - the move to “community policing” that increases day to day contact between police and individuals in the community
- both **homelessness and mental health are strong predictors of involvement with the criminal justice system**¹⁰; homeless persons are far more likely to spend time in a police station or jail than a psychiatric hospital
- 59% of Edmontonians without a home struggle with a mental illness¹¹
- there is the **need for a comprehensive mental health strategy** that collaborates with consumers, families, and the mental health, addictions, and social service systems

Police services, courts, and correctional facilities are ill equipped to contend with problems such as homelessness and mental health. Each evolved with a specific purpose and role; none were designed to substitute for health and social services.

**LOST IN TRANSITION:
How a Lack of Capacity in the Mental Health System is Failing Vancouver's Mentally Ill and Draining Police Resources**

The Vancouver Police Department has conducted research that reveals there is a profound lack of capacity in mental health resources in Vancouver. The result is an alarmingly high number of calls for police service to incidents that involve mentally ill people in crisis. More than one-third of all calls for Vancouver Police involve people with mental health issues. In the Downtown Eastside, it increases to almost one in every two calls. VPD officers, along with the citizens with whom they come in contact, are bearing the burden of a mental health system that lacks resources and efficient information sharing practices, often with tragic consequences.

The Vancouver Police Department is recommending that the following improvements are badly needed:

- a mental healthcare facility that can accommodate moderate to long-term stays for individuals who are chronically mentally ill
- what has been termed an "Urgent Response Center" by Vancouver Coastal Health, where individuals can be assessed and "sorted" according to their needs
- increased services for people who are dually diagnosed
- a continued increase in supportive housing in Vancouver
- for St. Paul's Hospital and Vancouver General Hospital to speed up the admission process for police who have arrested an individual under the provisions of the Mental Health Act (by negating the need for the emergency physician to initially examine the patient, for example) in the absence of an "Urgent Response Center," as detailed above
- enhanced ability to gather data on all calls for service that are mental health related to facilitate further research on this matter and to establish benchmarks to track change
- a system, much like PRIME that has readily accessible details of an individual's mental health history and addresses privacy concerns, for British Columbia mental health service providers

Source: Vancouver Police Department, January 2008, www.vpd.ca

Significant level of poverty in a relatively wealthy city

- the recent economic boom and the resultant increase in income has led to a decrease in poverty rates; as a result poverty rates could be expected to increase during the current economic downturn¹²
- there has been a 61% jump in the need for food bank assistance in Alberta in the past year¹³
- **77,595 children—one in every ten—live in poverty** in Canada's wealthiest province; one in six children in Edmonton and one in eight children in Calgary lives in poverty¹⁴
- nearly half (47%) of children living in low income had at least one parent working part year or part time; on in four (26%) had at least one parent working full time, full year
- in 2007, 8.8% of families in the Edmonton CMA lived below the Low Income Cut-Off, After Tax (LICO-AT)¹⁵
- the October 2009 caseload of people receiving income support is up 36% from the year before and one in three income support recipients are single parents with children¹⁶
- there is a **strong correlation between crime rates and the income levels of neighborhoods in Edmonton** with crime rates being significantly higher in lower income neighborhoods; crime rates are generally higher the closer the neighborhoods are to the city centre¹⁷

Edmonton's population becoming more educated

- in 2007/08 Edmonton had a 3-year high school completion rate of 68.5% and a 6-year post-secondary transition rate of 65.5% compared to a high school drop out rate of 5.2% [*Alberta Education, Edmonton Catholic Schools & Edmonton Public Schools*]
- between 1996 and 2006, the proportion of Edmonton population that had earned a university degree increased 4.4%, post-secondary certificates/diplomas increased 2.1%; and trades increased 7%¹⁸
- economic theory implies a negative correlation between educational attainment and most types of crime; however, schooling has small positive effects on white collar crime¹⁹

Social and health indicators of addiction²⁰

- among adult Albertans (15 years and older) surveyed in 2004, 19.1% were assessed as having harmful drinking patterns or potential alcohol dependence
- the **cost of alcohol use in Alberta was estimated at \$1.6 billion in 2002**; an amount equal to \$527 per Albertan
- most popular illicit drug in Alberta is cannabis (marijuana, hashish); 3.5% Albertans report the use of illicit drugs other than cannabis (e.g., cocaine/crack, hallucinogens like LSD, speed/amphetamine or ecstasy)
- between 1995 and 2004, of those spousal homicides that resulted from an argument, 78% of the accused persons and 72% of victims had used drugs and/or alcohol prior to the incident; for this same 10 year time period, the spousal homicide rate for Alberta was 6.1 compared to 4.8 for Canada
- in 2005, 22% of newly diagnosed cases of HIV in Alberta had injection drug use (IDU) as the primary risk factor
- economic and social costs of illicit drug use in Alberta were estimated at \$1 billion in 2002, equal to \$314 per person
- among Albertans 18 and older surveyed in 2002, 5% reported using prescription opioids (including Tylenol with codeine and prescription painkillers such as Demerol, morphine and methadone) and 4% reported using sedatives like Valium

Shifting Patterns of Substance Abuse

- significant and increasing abuse of prescription drugs (e.g., Oxycontin, Vicodin, morphine) and crystal meth
- prescription drugs are replacing heroin as number one opiate in 5 of 7 major Canadian cities
- Oxycontin is a popular street drug; consumption rates have been increasing
- Canadian Centre on Substance Abuse study found strong correlation between use of tobacco and other drugs - 31% of youth under 20 who smoke have reported using illicit drugs; 60% of younger smokers also have problematic alcohol drinking patterns

Source: RCMP 2007 Environmental Scan

Substance abuse and crime – a tripartite relationship²¹

- psychopharmacological - **substance use affects the brain** and causes the consumer to become excitable, irrational, and potentially prone to violence
- economically compulsive - substance users committing economically oriented **crime to support an expensive drug habit**, which is often exacerbated by socio-economic challenges such as homelessness and low income
- systemic violence - **traditionally aggressive patterns of interaction between players in the illicit drug market**, and the potential for violence or other crimes when involved with this market

Selected Violations	Percent change 2007 to 2008	
	Alberta	Canada
Cannabis	11	3
Cocaine	-12	-8
Other drugs*	5	-2
Impaired driving**	14	6

*Includes other drugs such as heroin, crystal meth and ecstasy
**Includes impaired operation of a vehicle causing death, causing bodily harm, alcohol rate over 80mg, failure or refusal to provide a breath or blood sample

Source: Statistics Canada: Police-reported crime statistics in Canada, 2008

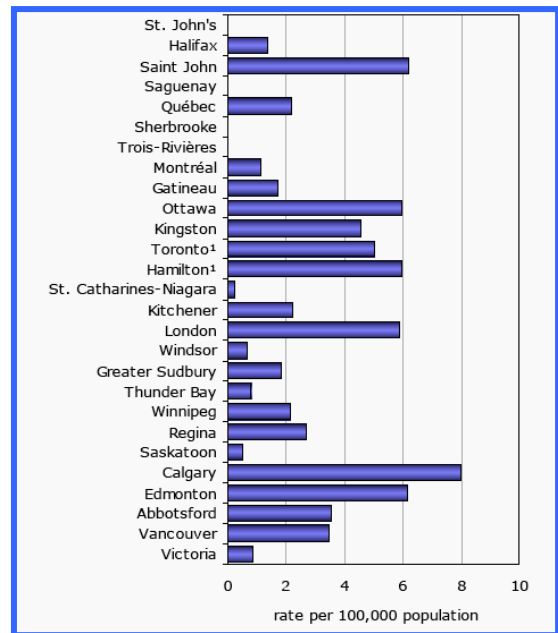
Early intervention for children and youth, building social capital, reducing homelessness, treating mental health disorders, and building resilience within communities are fundamental to addressing the crime associated with substance use.

Source: Alberta Health Services-Addiction and Mental Health: "Challenging assumptions: The association between substance use and criminal behaviour"

Continued discrimination in Alberta

- 26% of Albertans say they have experienced discrimination, most frequently on the basis of gender, age, and race/colour; discrimination occurred at work (35%), on the street (21%), in stores (16%), when applying for a job (13%) and in restaurants (13%)²²
- **income gap between Alberta women and men is the largest in the country**; the average wages for Alberta women are now lower than the national average for women²³
- complaints to the Alberta Human Rights and Citizenship Commission: physical disability ground of discrimination - 34% of all the grounds cited by complainants in 2004-05, followed by gender (20%), mental disability (15%), race/colour (9%), and ancestry/place of origin (6%)²⁴
- employment rate and participation rate for persons with disabilities, particularly women with disabilities, are lower than the rate for those without disabilities with an unemployment rate roughly five times higher than the provincial average²⁵
- hate crimes reported by police per 100,000 population in the Edmonton CMA increased from 4.0 in 2006 to 6.2 in 2007; Calgary and Edmonton had the first and second highest rates of police reported hate crime respectively among Canadian cities of populations over 500,000²⁶
- it is estimated that only 10% of hate crimes are reported and according to the Alberta Hate Crime Survey, 70% of respondents indicated that members of their communities would rarely report hate/bias crimes²⁷
- need for a coordinated approach that ensures that police services, Crown Prosecutors and community members understand how to identify, charge, prosecute and report violations to the Criminal Code dealing with hate; recommendation for a substantial education and training component²⁸

**Hate crimes reported by police,
By census metropolitan area, 2007**



Source: Statistics Canada, catalogue no. 85-002-X

The status of hate crime in Canada

- police services report fewer hate crimes in 2007 than in 2006
- highest rate of hate crime reported in Calgary for second year
- mischief most common type of hate crime
- racial biases most common motivation for hate crime
- Blacks remain most commonly targeted racial group despite fewer incidents
- hate crimes against Jewish and Muslim faiths decline
- youth account for one-third of those accused of hate crimes

Source: Statistics Canada, Police-reported hate crime in Canada, 2007, Juristat May 2009, Vol. 29 no. 2

Rising social problems in Western cities

- a 2007 report by the Canada West Foundation showed that street level social problems were getting worse in certain Western Canadian cities particularly in Vancouver, Calgary and Edmonton
- homelessness, street drug and gang activity, prostitution, panhandling and graffiti were identified as issues plaguing Edmonton streets²⁹
- implications identified by the participants of this study include: social fragmentation and the growing social divide in cities; **threats to perceived and actual public safety**; poor health outcomes; higher long-term government service costs; loss of business or reduced business investment in certain areas; and negative city image
- there is a need for all three levels of government to address issues related to urban social disorder³⁰ by rethinking the scope of jurisdictions and policies

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Globalization, dramatic advances in technology and changes in national political and security interests have made the international sector of the environment extremely important for policing organizations. Changing international events have changed the focus of law enforcement agencies from a more traditional context to containing the growing threats of terrorism and human trafficking.

International

The growing trans-national nature of crime

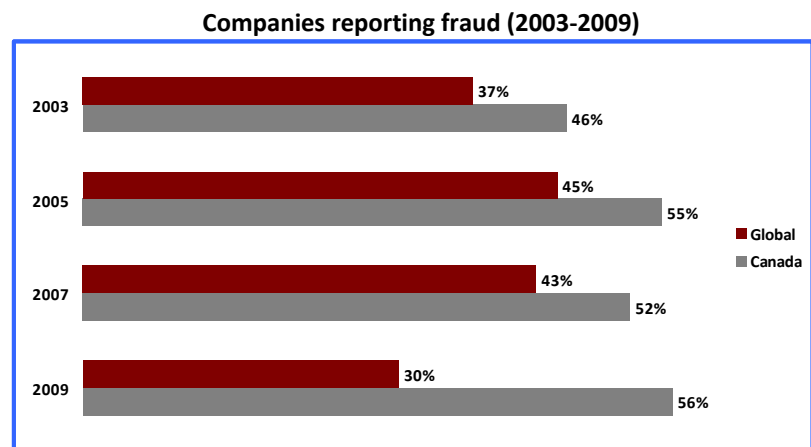
- as the world enters an age of globalization, crime, like other aspects of life, increasingly takes on a trans-national nature
- three related factors have impacted transnational crime¹:
 - globalization of the economy
 - rises in the numbers and the heterogeneity of immigrants
 - improved communications technology
- criminal activities are being redistributed internationally, due to increased opportunities as well as lowered risks that vary from region to region²
- at the G-8 Summit in Birmingham, England in 1998, leaders **identified transnational criminal activity as one of the three major challenges facing the world in the 21st century**

"The globalization of communications made possible by the Internet and the effortlessness of international travel and trade are increasing the likelihood that local organized crime problems will move internationally with the goal of exploiting new victims."

Source: Albanese JS (2002): The Prediction and Control of Organized Crime: A Risk Assessment Instrument for Targeting Law Enforcement Efforts.

Economic crime at its highest level³

- economic crime in Canada has risen to its highest level in six years with 56% of Canadian companies surveyed reporting they were victims in the last 12 months
- 50% of Canadian companies surveyed are of the opinion that the measures adopted by regulatory and/or law enforcement authorities to prevent crime in the face of increasingly prevalent fraud occurrences have been either entirely ineffective or only marginally effective
- a lack of regulatory oversight and poor enforcement was blamed for failing to prevent the \$100-million Ponzi scheme in Alberta⁴



% respondents who experienced economic crime in the past 12 months for 2009 and in the past two years for 2003, 2005 and 2007

Source: Price Waterhouse Coopers 2009

- over the coming months significant growth in the mining, oil and gas, and government sectors are expected; growth of Canadian companies into emerging markets with the expansion of work in these sectors leads to new risks of economic crime

Canadian Concerns Regarding Transnational Crime

Although reports vary, it appears that there are **anywhere from five to 18 active transnational criminal organizations represented in Canada**. This includes Asian triads, Colombian cartels, Italian Mafia groups, the most influential being the Sicilian Mafia, Russian/Eastern European *mafias*, Nigerian crime groups and major outlaw motorcycle gangs.

Transnational crime poses a **serious threat to Canada's economic security**. Criminal activities such as large-scale money laundering and fraud can make it more difficult for legitimate businesses to succeed. Furthermore, these activities can have a destabilizing effect on investment, tax revenues, international reputation, and consumer confidence. Canadian companies operating and investing abroad may unwittingly become involved in businesses with links to organized crime and may run the risk of losing their investments. This can negatively impact on both the domestic Canadian economy and on Canada's international trade.

The illegal actions of **transnational crime organizations threaten law and order, directly affecting people's sense of security, trust and community**. The growth of transnational crime has forced government to spend more of its budgets on enforcement. Adding to the increased enforcement expenditures and the burden on the criminal justice system is the fact these activities often result in social costs with long-term effects, e.g. drug dependency and a rise in violent crime. Additionally, attempts at corrupting public officials, and the exploitation of government programs such as the immigration system, jeopardize the integrity of these programs and institutions.

Source: Canadian Security Intelligence Service, Report No. 2000/07

People for sale in Canada

- organized crime networks in Canada are actively trafficking Canadian-born women and under-age girls inter and intra-provincially, and in some instances to the United States (US), destined for the sex trade⁵
- while human trafficking is **usually associated with migrant victims** being trafficked into Canada, it may also be a purely domestic phenomenon occurring wholly within Canada⁶
 - vulnerable, economically challenged and socially dislocated sectors of the Canadian population represent a potential pool of trafficking victims including teenage runaways, as well as those who may be lured to urban centres or who migrate there voluntarily
- in Alberta, human trafficking appears to manifest itself in two distinct scenarios: trafficking of foreign individuals into Alberta by criminal networks and the recruitment and movement of domestic sex trade workers by organized crime groups⁷
- **reliability of data on human trafficking remains a problem** with most data sources; figures on trafficking are often based on estimates of the level of trafficking and, usually, no explanation is given on how these figures were calculated; in many cases, they are used for advocacy or fund-raising purposes⁸

Human trafficking is a multi-dimensional issue. It is a crime that deprives people of their human rights and freedoms, increases global health risks, fuels growing networks of organized crime, and can sustain levels of poverty and impede development in certain areas. The impacts of human trafficking are devastating. Victims may suffer physical and emotional abuse, rape, threats against self and family, and even death. But the devastation also extends beyond individual victims; human trafficking undermines the health, safety, and security of all nations it touches.

US Department of State: 2009 Report on Trafficking in Persons.

The increase of illegal immigrants to Canada

- the number of suspected illegal immigrants and criminals detained at the border has soared by 33% in the past five years⁹;
 - records obtained by the QMI Agency under Access to Information from the Canada Border Services Agency show 14,362 people were detained last year according to data for the 2008-2009 fiscal year (up from 10,774 five years earlier)
- attention is being focused on undocumented workers; estimated number of undocumented workers in Canada was between 200,000 and 500,000 in 2007; in October 2006, the federal government ruled out amnesty for undocumented workers for fear that it may encourage more illegal immigration¹⁰

- according to a government poll conducted in 2007, a majority of Canadians believe immigrants who are in the country illegally or after their visas expire should be deported, even if they have family ties in the country¹¹
- in addition to economic concerns, illegal migration has serious implications for Canadian immigration and visa processes; the exploitation of Canada's immigration system undermines its ability to operate and undermines the confidence Canadians have in government programs¹²

Energy security

- a February 2007 posting on the *Sawt al-Jihad* website, determined to belong to al Qaeda, advocated attacks on oil infrastructure used to supply the United States; it explicitly included Canada, Mexico, and Venezuela as legitimate targets¹³
- oil and gas pipelines present a particular challenge owing to their length and their location; in North America, there are **several hundreds of thousands of kilometers of oil and gas pipelines that present lucrative targets**¹⁴
- report prepared for the Alberta government by a team of international security experts says that the **oil sands is extremely vulnerable to terrorist attacks** and that "Alberta is not prepared"¹⁵
- two emerging terrorism issues requiring the attention of police and security forces¹⁶:
 - the identification and/or prevention of the existence of terrorist 'sleeper cells' in Alberta
 - **prevention of funds linked to support terrorism** domestically or internationally coming into or out of Alberta
- the rapid expansion of natural-resource industries in northern Alberta, accompanied by growing environmentalist movements, raises issues of possible extralegal and even violent resistance to industrial development¹⁷, recent bombings of EnCana pipelines in BC have raised concerns regarding eco-terrorism in Alberta



“The targets of attacks on oil installations should include oil wells, pipelines, loading docks, and tankers. The attacks should include every method that will reduce the US ability to obtain oil, force it to adopt decisions that it has been avoiding for some time, confuse and suffocate its economy, and threaten its economic and political future.”

Communication posted by Sawt al-Jihad entitled, Bin Ladin and the Oil Weapon by Adib al-Bassam

Canada a source and destination country for environmental crime

- Canada has been the destination country for poached goods including Australian shark fin, caviar, live reptiles, amphibians and mammals; it is also a source country for bear gallbladders that are prized as a traditional Chinese medicine¹⁸
- there are two main areas of concern in Canada with regards to environmental crime: illicit trade in ozone depleting substances (ODS) and illicit hazardous waste treatment and disposal¹⁹
- environmental damage can also result from the dumping of waste from methamphetamine production and marihuana grow operations; Alberta Environment has teamed with Crime Stoppers to develop an initiative that encourages Albertans to report any environmental infractions on the Crime Stoppers Hotline

“Port Alberta”

- linking Edmonton to the new mega-sized container terminal — still in expansion mode — at the Port of Prince Rupert on the west coast of British Columbia
- proposed new Pacific Gateway Corridor linking Prince Rupert to Edmonton will create a high efficiency transportation system through western Canada ultimately connecting all of North America
- Prince Rupert represents the closest North American port for Asian shippers
- Edmonton is also home to Canada’s fastest growing international airport, thus ideally positioned to consolidate or “hub” the transportation of products and produce streaming east and west through the corridor
- Edmonton is the first major city east of Prince Rupert with direct access to North American wide road transportation networks including the Yellowhead Highway, a major truck route for paper, lumber, plastics and specialty grains
- real power of the Port Alberta concept lies in combining the facilities required for each major mode of inland transportation - road, rail and air - in one location
- implications might include greater weapons/drugs trade and trafficking in persons

Source: Trade and Commerce Magazine, Sun Media, November 2007

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- ¹ National Institute of Justice, US Department of Justice (1999). Transnational Organized Crime: A Summary of a Workshop.
- ² Williams E and Godson R (2002). Anticipating organized and transnational crime. *Crime, Law and Social Change*. 4(37): 311-355.
- ³ Price Waterhouse Coopers (2009). Economic Crime in a Downturn. The 2009 Global Economic Crime Survey: The Canadian Perspective.
- ⁴ National Post (2009). Lax enforcement blamed for Alberta Ponzi scheme. <http://www.nationalpost.com/story.html?id=1997640>
- ⁵ Criminal Intelligence Service of Canada (2008). Strategic Intelligence Brief. http://www.cisc.gc.ca/products_services/domestic_trafficking_persons/persons_e.html#1a
- ⁶ RCMP (2010). I'm Not for Sale (brochure on human trafficking). <http://www.rcmp-grc.gc.ca/imm-passp/publications/brochure-trafficking-traite-eng.pdf>
- ⁷ Criminal Intelligence Service Alberta (2008). Provincial Report on Organized Crime – Alberta and Northwest Territories.
- ⁸ Kangaspunta K (2007). *Measuring Human Trafficking*. Springer New York.
- ⁹ Edmonton Sun (2010). Report: 14,000 suspected illegal immigrants detained last year. <http://www.edmontonsun.com/news/canada/2010/01/11/12426016-gmi.html>
- ¹⁰ RCMP (2007). Environmental Scan.
- ¹¹ Ottawa Citizen (2007). Canadians want illegal immigrants deported: poll. <http://www.canada.com/globaltv/national/story.html?id=22dc364c-0bc8-44fa-ad5c-cbb68368f903>
- ¹² Canadian Security Intelligence Service (2009). Report No. 2000/07: Transnational Criminal Activity: A Global Context. <http://www.csis-scrs.gc.ca/pblctns/prspctvs/200007-eng.asp>
- ¹³ CanWest News Service (2007). Al-Qaeda calls for attacks on Canadian oil facilities. <http://www.canada.com/nationalpost/story.html?id=c7352232-1809-44a8-9006-f269b0d623ea&k=0>
- ¹⁴ Defence R&D Canada (2008). Oil and Terrorism.
- ¹⁵ Edmonton Journal (2007). Oilsands a prime terrorist target? <http://www.canada.com/edmontonjournal/news/ideas/story.html?id=dc2f0ce0-298b-4b9e-b11b-3406735a9e03&p=1>
- ¹⁶ RCMP (2006). K-Division Environmental Scan.
- ¹⁷ Canadian Defence and Foreign Affairs Institute (2009). Resource Industries and Security Issues in Northern Alberta.
- ¹⁸ Criminal Intelligence Service Canada (2009). Report on Organized Crime.
- ¹⁹ Solicitor General of Canada (1998). Organized Crime Impact Study: Highlights.

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