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Crime Prevention and Policing Study
Strategic Update
and
Policing Services Model Review

Review Summary, Recommendations, and Strategic
Framework

SUBMITTED TO THE
Mayor and Council
JUNE 30th 2011

perivale + taylor

Table of Contents

Acknowledgements	2
Executive Summary	3
Introduction	3
Summary of Parts 1, 2 and 3.....	4
Part 1: Research and Statistical Analysis	4
Part 2 Community Perception and Strategy Development	11
Part 3 Policing Service Model Review	12
Crime Prevention and Policing Review Recommendations.....	20
1 Strategic Framework	20
2. System Enhancements	20
3 Our Community and City Departments (The What and How).....	21
4 Our Police (The What and How)	22
5 Our Policing Service Model (The Who).....	25
Strategic Framework	28
1 Introduction.....	28
2 City of Red Deer Strategic Plan	29
3 Crime Prevention and Policing in Red Deer - Strategic Framework.....	29
3.2 Guiding Principles	30
3.3 Red Deer’s Universal Approach.....	30
3.3.1 Governance.....	30
3.3.2 Crime Prevention Strategy	37
Citizens	32
Community agencies and organizations.....	32
Business/Private enterprise	32
Peace Officer & By-law Enforcement	32
Public Police Service	33

Acknowledgements

One of the principle elements in the *Review* was inclusivity. Given that the form and application of policing services and crime prevention have a broad impact upon the community, the conduct of the *Review* incorporated the perspectives of a wide range of community agencies, citizens, City administrative staff and elected officials, and police. Part Two of the report is specifically focused on the views of Red Deerians regarding crime prevention and policing. The consulting team wishes to thank the many whom actively participated in focus groups, the telephone and print survey or shared of their time and opinions in interviews.

Representatives of other police agencies and municipalities kindly provided quantitative and financial data for comparative purpose to place Red Deer in a crime prevention program, policing, and fiscal context. Alberta Solicitor General and Public Security provided valuable input to the work. The Ministry has also achieved a working environment which is conducive to locally based effective use of the continuum of policing resources. We are indebted to them for their efforts.

Others had a more active and ongoing role in the *Review*. The members of the Steering Committee and the Crime Prevention Advisory Committee willingly discussed the methodology and stakeholder input and perused the drafts of the reports and provided valuable input.

The Council actively participated in two workshops and individual interviews. The Councilors offered the unique perspective of those whom are fully acquainted with both the tenor of individual neighborhoods within Red Deer and the broader view of crime prevention and policing from an informed access to a city-wide understanding of quality of life issues.

Four people played a crucial role in ensuring that this very broad and comprehensive work remained focused upon the needs of the City and was also informed by current and detailed quantitative and qualitative data. Superintendent Brian Simpson and Inspector Karen Simon facilitated access to data and documents and to RCMP personnel to ensure that the background research was both complete and current. Christina Lust and Colleen Jensen from City of Red Deer, Community Services Division, provided ongoing invaluable input to data gathering, to analysis and to the various drafts of the report; they also facilitated contacts within the City and the community and they established the mutually supportive and collegial foundation for this most challenging and interesting project.

Executive Summary

Introduction

In 2003 – 2004, the City of Red Deer commenced the *Crime Prevention and Policing Study* which resulted in a comprehensive strategy and implementation plan for the future direction of the RCMP and crime prevention initiatives for the community. During the ensuing five years, work has been undertaken to implement the various strategies in the implementation plan. This has provided a road map for the RCMP as well as for crime prevention initiatives.

Currently, within an environment of increasing accountability and fiscal restraint, the City of Red Deer Council has determined a need to evaluate the existing police service provided by the RCMP in comparison to the establishment of its own municipal police service or other alternative models. Service delivery expectations, cost comparisons, and best practices were to be considered.

Responding to factors such as a changing police and fiscal environment along with changes in demographics, the Council provided direction that the *Crime Prevention and Policing Study/Strategy Update and Policing Service Model Review (the Review)* be undertaken. The *Review* provides recommendations with respect to crime prevention and policing strategies and the most effective policing service model for Red Deer. This will assist Council in understanding trends and needs, and will provide a basis for their decision making process. Additionally, the *Review* provides a Strategic Framework for crime prevention and policing in Red Deer in keeping with the City of Red Deer Strategic Plan, Vision, and Direction.

The *Review* is in three parts:

Part 1: Research and Statistical Analysis

Part 2: Community Perception and Strategy Development

Part 3: Policing Service Model Review

Part 1 is largely an analysis and reporting of the state of policing and crime prevention in Red Deer. Part 2 provides a broad perspective on community attitudes towards crime prevention and policing within the city. Part 3 is an in-depth analysis of the different options for a policing model for Red Deer and a discussion of matters such as reporting and accountability. A *Review Summary, Recommendations and Strategic Framework* document summarizes Parts 1, 2 and 3. The *Summary* is a highly abbreviated version of the *Review* data and narrative detail. To fully comprehend the issues the full reports of the *Review* should be perused.

The Strategic Framework provides both a backdrop for all crime prevention and policing initiatives within the City and a touchstone for future development and implementation of such initiatives. The Strategic Framework is detailed after this executive summary.

Summary of Parts 1, 2 and 3

Part 1: Research and Statistical Analysis

Municipalities operate in an environment of fiscal restraint and competition between social, educational, health, and infrastructure priorities. Yet, ultimately, all services must operate for the common good. City councils have adopted a different perspective on crime and disorder. They are developing broader, more complex, multifaceted approaches to the alleviation of core causes for crime and the reduction of the opportunities to commit crime. A frequent approach is for local government to lead an integrated response involving a range of available resources from both the municipality and the community. An essential element in the reassessment of crime and social disorder issues is evaluating the nature and quality of the police service provided and examining alternative models and service providers.

The organization of the research and report of the *Review*

Although the *Review* was undertaken in three parts, the methodology and resulting data gathering is cumulative in nature and was designed such that information gathered benefits all three parts. The bulk of the data gathering was conducted in the early phase, Part 1, of the *Review*. A strategy of early broad data gathering maximized the opportunity for accurate findings in the Part 1 report. The qualitative and quantitative data gathered also provided a valuable backdrop to and foundation for subsequent parts of the *Review*.

The data upon which the report is based are drawn from multiple sources:

- Interviews
- Literature review
- Predicted crime rates and cost of policing
- Data analysis, Comparison Data and Comparator Sites
- Focus groups
- *Review* Surveys
- Website Survey
- Print Survey
- Telephone survey
- Community Forum

Over one hundred interviews were conducted with a variety of stakeholders. These included members of Council, representatives of City administration and special functions within the City which may impact policing, police at detachment and divisional level, and members of various community groups which may liaise with police or play a role in community safety and security. The approach was intended to ensure inclusivity such that every reasonable aspect of community safety and security could be reviewed and a broad input to the *Review* achieved.

Demographics and crime

A review of demographic information was conducted to examine the characteristics of criminogenic factors (e.g. age, education, place of residence) and to consider how demographic variables might affect how crime occurs and how it is reported, compared, and viewed within the city. An important factor in Red Deer in influencing crime rates was the number of single young males (15-44 years) and the median age of males in the population. As the percent of the male population between 15-44 increases, so does the crime rate. Similarly, as the median age of the male population decreases, the crime rate increases. In addition, marital status analysis shows that the proportion of the population aged 15 and older who have never been married or are common-law is a significant predictor of crime rate. As the proportion of those who have never been married increases, the crime rate increases. Further; as the proportion of those who are common-law decreases, crime rate increases.

Crime rates and costs of policing

The National Operational Resources Model (NORM)¹ analysis is a process of regression modeling of policing resources and crime rates. Based upon the NORM analysis of Red Deer crime and demographic data, there is a difference between the per capita cost of policing calculated in NORM, that is the predicted cost, and the actual cost of policing. The magnitude of the difference may indicate that a relatively blunt instrument has been used to predict something that likely involves many more variables than have been included in this analysis.

Similarly, there are differences between the observed crime per 100,000 population and the predicted rate, with the actual rate being higher than the predicted. Before concluding that Red Deer has a crime rate that is greater than could be expected, it is important to specify the limitations of this form of analysis.

Although explaining nearly 67% of the variance, the model does not explain all the differences – the model doesn't fit perfectly. Other factors clearly impact on costs per capita that are not taken into account by the model. The important utility of this model is that there is some basis for comparison.

While the variance explained in each of the two models in the report is relatively high, the models do not completely explain the variation in cost per capita or in crime rate. The large portion of variance left unexplained means that the models are not including all the relevant explanatory variables which are influential in determining per capita costs and crime rates. This variance in crime rates may be influenced by factors such as the location of Red Deer between two major urban centres, and the resulting transient population caused by the apparent/reported migration to Red Deer of users of social support networks.

¹ perivale + taylor, 1996

Despite these limitations, both the initial stages of the model and the more inclusive final model provide evidence that particular variables are relatively more important than others in the determination of costs per capita and crime rate. The above analysis may encourage thinking ‘outside the box’, as it is clearly evident that cost per capita and crime rates are impacted by some unidentified factors that are outside the control of the police. A broader approach to community safety and security, as outlined throughout the report of the *Review*, would incorporate strategies that address risk factors that may be related to demographics and are outside the control of the police. The analysis should also facilitate decisions regarding the planning of communities.

Economic growth and crime

The *Review* examined a number of potential definitions to measurably describe *strong economic growth*, and determined that population growth as a component is an objective measurement, unlike definitions which include value added or a region’s gross product. The *Review’s* research incorporated analyses of Canadian comparator and international jurisdictions.

Although the research was not conclusive regarding economic growth (or reduction) and crime, certain conclusions could be applied in the Red Deer context.

Without conducting detailed time series analyses, it could be concluded that economic factors which exist in Red Deer or its environs may impact incidence of crime. Further, it is likely that property or acquisitive crimes (those in which the perpetrator ‘acquires’ goods or services for another purpose, such as, the purchase of illegal drugs) are more likely to be impacted, and disorder crimes such as drunkenness and assaults may also be impacted.

Some of the factors which may influence the commission of acts of crime or disorder are macro in nature and have their origin in national or international arenas. These are likely beyond the control of City authorities.

However, in Red Deer, the City and stakeholders can assess and identify;

- which contributing factors are within their control,
- crime and disorder incidents which require intervention, and
- strategies designed to prevent or reduce incidents of crime.

Current and previous trend comparisons of crime rates

To provide an understanding of current crime and police work loads in Red Deer, the *Review* examined the trends and changes in crime rates and total violations for the city. It also compared the Red Deer data with other Alberta, national, and international communities. The comparator communities were selected based on population in order to provide a variety of population changes and examine the effect, if any, on crime rates. The varying populations are examined keeping in mind that the population of the city may expand and that this may have an impact on crime rates.

The trends and comparisons are based on data from the City of Red Deer census, Statistics Canada Census and Uniform Crime Reporting (UCR), Police Resources in Canada (PRC), Vital Signs Reports, and Red Deer RCMP PROS² generated UCR³ submissions. The base years for the majority of comparisons are 2004 and 2009.⁴ It should be noted that data from these sources are not always consistent. This is problematic in terms of analysis and evaluation of overall trends and issues.

In Red Deer, the overall rate of violent and property crime in 2009 is lower than in 2004; the rate of offences concerning the *administration of justice*, such as failing to comply with a court order, obstructing a public or peace officer or other violations against the administration of justice increased by just over 20%; and the number of *impaired driving* cases has more than doubled (110%) from 2004 (248) to 2009 (520). The total reported violation trend has remained relatively constant when compared with the years between 2004 and 2009.

Correspondingly, during this same period, 2004 to 2009, there has been an almost 20% decrease in the overall crime rate including all reported violations.⁵ Property crime decreased by almost 19% during this period. However, it should be noted that total absolute numbers of reported violent crime has been trending upward since 2004, with number of reported criminal code violations, excepting traffic crimes, increasing by almost 19%. Conversely, property crime, as a percentage of all reported criminal code violations, excepting traffic, has decreased during this same period.

² Police Reporting and Occurrence System

³ Statistics Canada Uniform Crime Reporting

⁴ Finding contained in Maclean's magazine "Canada's Most Dangerous Cities" October 2010 are also discussed.

⁵ Crime rate is defined as the number of violations per 100,000 population.

Red Deer 2007 – 2009 Vital Signs

	Population	Pop % change	Property crime Rate per 100,000 pop	Rate % change	Violent crime Rate per 100,000 pop	Rate % change
2007	85,705	+3.3	4758	-13	1292	-21
2008	87,816	+2.5	4396	-4.8	1179	-9
2009	89,891	+2.4	7875	+22.7	2349	+28.9
2010	90,084	+0.2	n/a			

In comparing the city of Red Deer to other municipalities inside and outside of Alberta, as well as in review of best practices across North America, it was found that Red Deer's crime rates and the pattern of these rates over time, including underlying trends in Red Deer, are for the most part in keeping with crime rates and patterns in other comparable communities. Further, these rates become more aligned as the similarity of comparison communities to the City of Red Deer increases.

For many years the ratio of police to population was the foundation for inter-agency comparisons. Advocates of the use of the ratio proposed the ratio as the barometer of policing. It was suggested that the more officers per 1000 population, the better the policing. Inter-force comparisons were frequently made in determining the effectiveness and efficiency of policing by comparing staffing ratios. Further, in regard to the crime rates noted above, no one community, no one model of policing – contracted or employed - stands alone as better than the rest with regards addressing crime issues. Each model or program must be considered *in situ*.

Perceptions of crime

During the course of the *Review*, participants in interviews and focus groups frequently mentioned an 'increase in crime' and 'the unsafe nature of the downtown area'. When clarification was sought regarding the nature of "unsafe", only isolated examples or hearsay anecdotes were provided. Those references alluded to panhandling and the presence of homeless people in the downtown core. Others mentioned an "increase in crime" given that Red Deer has become a city; however, specific details were lacking. Also mentioned in interviews was the feeling of apprehension that was engendered by the implementation of Neighborhood Watch, in that if such a crime prevention program is warranted, then crime must be rife. The preventive aspects of Neighbourhood Watch did not appear to be fully appreciated or understood.

It was observed that the Maclean's 'Safe Cities' report ranking based upon the Crime Severity Index (CSI) is problematic for Red Deer. Although the report generated intense concern regarding the safety of citizens, the report was also seen as biased. On the one hand the CSI is a statistical compilation and

represents Red Deer's ranking against other municipal centres. On the other hand, the total context (site and situation) for why Red Deer is ranked 36th is not fully explored in the MacLean's article. This underscores the earlier observation that crime prevention and police programs must be viewed *in situ* to fully assess their value.

An important aspect of perceptions of crime is the distinction between the fear of being a victim of crime and the probability of being a victim of crime. Individuals or communities that feel vulnerable to victimization are influenced by the feeling that they will be targeted by criminals or that they are unable to control their circumstances to prevent victimization. An important issue in this discussion, which relates to the downtown area, is the need for residential, retail, and entertainment facilities to be located in the downtown. This would encourage the presence of people in the downtown core. It was frequently mentioned in interviews and focus groups that currently the downtown is largely void of those citizens whom interviewees considered to be mainstream. Nor did they see any purpose for a family to visit or spend time there.

The perceptions of crime are described prior to an examination of police workload, to provide a context for both the reporting and the outcomes of police work.

Police workload

Analyses of operational and management workloads was undertaken through the review of data, as available. Data included: calls for service; response times; aggregated incident reports; caseloads; and crime data indicating growth or reduction of crime based upon Uniform Crime Reports (from Statistics Canada); Computer Integrated Information and Dispatch System (CIDDS); Police Reporting and Occurrence System (PROS); and RCMP reports at detachment and divisional levels.

As illustrated in the report of the *Review*, the area policed by Red Deer Municipal RCMP includes the urban core ('Downtown') and peripheral neighbourhoods. The jurisdiction is divided into police patrol zones. Zones are also subdivided into smaller units of measure, called atoms. The bulk of policing activity occurs in zones considered more urban. Not only do the calls for service vary within each zone, but the types of calls that occur within each of these zones also vary. Depending upon the zone under consideration, the types of calls for service occurring within the atoms comprising a particular zone also differ.

In the analysis of *calls for service* by zone (January 2009 to June 2010) as reported by various methods to the RCMP, it was found that most calls for service come from Zone 3, the downtown core. The Detachment is located in this zone and, as noted in the analysis of call type, many of these calls are of an

administrative nature which may be addressed by a unit called to the detachment. The majority of calls are dealt with by staff at the detachment.

The types of calls that come to the attention of the police are many and varied. The 5 most frequent calls for service overall for the duration of the period under examination (January 2009 – June 2010) are, in rank order, those involving traffic collisions, disturbing the peace, false alarms, theft under \$5000, and violation of municipal bylaws.

The distribution of calls for service varies over the course of months and seasons. Each season provides particular opportunities for social interaction as well as climatic implications for the types of activities taking place. While in January, February, and March the number of calls remains relatively consistent in both 2009 and 2010, the proportionate volume of calls during the months of April to June is somewhat higher in 2010 than in 2009. The distribution of calls for service is greatest on Fridays, while both Thursday and Saturday remain proportionately higher than the other days of the week. Sundays are marked by a decrease in volume. This pattern remained consistent across all zones.

An observation by policing and other emergency responders is that the volume of calls varies according to the time of day. These observations are largely substantiated in the analyses of the calls for service for Red Deer RCMP. The *Review* details the percentage volume of cases occurring over a 24-hour period. Notably, almost 30% of the calls in any given day are received between one and six p.m. on average. The majority of calls, 80%, come to the attention of police via phone. The next largest number, though substantially less, are walk-ins at 8.5%. “Other” calls consist of methods such as CPIC⁶, email, fax, internal emails, and mail.

It is apparent that, given the priority codes, response times will differ. However, the bulk of the calls for service, 85%, are considered routine.

New legislation and crime prevention and policing

Since the *2004 Crime Prevention and Policing Study* was conducted, there have been a number of legislative amendments and new statute initiatives that impact law enforcement and crime prevention.

The following Alberta examples are provided:

- *Safer Communities and Neighbourhoods (SCAN) Act*⁷
- *Gunshot and Stab Wound Mandatory Disclosure Act*
- *Protection for Persons in Care Act*
- *Health Information Act*

⁶ CPIC Canadian Police Information Centre, a national database used for searches and communication

⁷ RSA. In, https://www.solgps.alberta.ca/safe_communities/scan/Pages/SCAN.aspx

- *Traffic Safety Act*
- *Mental Health Act (Community Treatment Orders)*
- *Missing Persons Act*

It is also noted that policy requirements⁸ applicable to both public police in Alberta and to some specific administrative requirements within the RCMP impact the demand on police time.

Some areas of concern include:

- *Judicial Interim Release*: Judicial release packages must be completed and forwarded to the Hearing Officer to substantiate conditions and incarceration requests.
- *Subject Behaviour Observation Reports (SB/OR)*: Must be completed by each member on scene.
- *Victim Service Referral Form*: To be completed for property and persons crimes.
- *Impaired Driving Investigations*: 3-4 hours for investigation.
- *Domestic Violence Investigation*: Completion of the Family Violence Investigation Report, Family Violence Check sheet form, and possible acquisition of Protection orders etc.

Opportunities to enhance crime prevention in Red Deer

The *Review* mandate included an examination of existing domestic and international crime prevention programs. The purpose of this was to examine the extent to which any of the 'leading practice' programs or initiatives might be applied in the Red Deer context given the unique characteristics of the city with regards to size, location, demographics, community involvement, and policing approaches. Research into a comprehensive crime prevention strategy for the City of Red Deer showed that the literature asserts the necessity of adopting a comprehensive community-based model with intervention strategies aimed at each level: primary (reducing opportunities for crime or social disorder), secondary (focusing on at-risk individuals, groups, or communities), and tertiary (preventing offenders from re-offending).

Part 2 Community Perception and Strategy Development

The multifaceted community consultative process undertaken in support of the *Review* included Council workshops, stakeholder interviews, community and business focus groups, and three forms of survey: web, print, and telephone. A community forum was held in May 2011 to obtain commentary and feedback on Part 2 and Part 3 findings and associated recommendations. A summary of the feedback is contained in Appendix 2-11.

⁸ Part 2,3 of the report of the *Review* will further address the issue of 'police time'

The Part 2 report details community perceptions on a range of issues:

- a. Perceptions of crime and safety
- b. Personal experience with crime
- c. Awareness of crime prevention initiatives
- d. Policing in Red Deer.

A significant finding with respect to community safety is that Red Deerians hold the opinion that the City is safe, one's neighbourhood is safe; however, there is some anxiety about the downtown area.

When information obtained in the telephone survey is combined with and compared to focus group and stakeholder input, a picture emerges of a community (Red Deerians) engaged in and supportive of crime prevention initiatives. Red Deer has already undertaken a number of initiatives to work toward an integrated model.

As evidenced in the data obtained, in particular from the telephone survey, crime concerns and the 'root cause of crime' focus primarily on criminogenic factors which manifest themselves in crime and social disorder issues such as illegal drug use and alcohol abuse, as well as issues such as, homelessness, mental health, housing, schools, family structure, employment, education, marital status, and age proportions and median age.

There is also an apparent willingness by Red Deerians to further engage in crime prevention initiatives. To date, ownership of many community crime prevention initiatives has devolved to the Community Services Division of the City. Partnerships with the public police are seen as important opportunities to create a system where the whole is greater than the sum of the parts. Crime prevention initiatives are a proactive approach to long-term problems focusing more on the psycho-social and economic aspects of the genesis of crime.

As reported earlier in the report of the *Review*, the need for protocols and Memoranda of Understanding (MOUs) between community organizations and the public police was one of the most salient issues brought forward during the *Review's* focus group meetings. A key issue is to ensure an ongoing and functional relationship between community/social agencies and the civic division responsible for policing services.

Part 3 Policing Service Model Review

Part 3 of the *Review* examines comparative costing of policing services of the RCMP with other policing models. Further, it examines the advantages, disadvantages, service levels, and effectiveness of various policing models in municipal environments. The report recommends corresponding strategies and performance measures.

The *Review* confirmed that Red Deer is not dissimilar to other jurisdictions with regards community safety and security issues. Similar issues and challenges are faced by other municipalities across the country. In response, Red Deer has implemented a progressive measures and initiatives in prevention, intervention and working within the continuum of crime prevention and policing consistent with the vision of provincial legislation and policy direction.⁹

The recommendations provided address the issues experienced in, and perceptions of, the downtown core and a number of policing and public safety practices. The input from stakeholders, including Council, staff, community and social agencies, and the public show strong support for crime prevention and policing initiatives and a commitment to work together.

A number of comparator police agencies were surveyed to ascertain their service delivery. The services show a high degree of similarity and the differences appear to be related to size of the agency and demographic factors.

Policing is a provincial responsibility, and the provincial plan supports Red Deer's initiatives in the social justice area of policing and crime prevention through coordinated intervention and assistance. The *Peace Officer Act* has enabled Red Deer to deploy specialized resources to local issues effectively. Provincial initiatives, including the negotiations for the 2012 police service agreements, are believed to be complementary to Red Deer's issues of governance and accountability. .

Police service-delivery available under the Alberta *Police Act* were examined, and examples and precedents from across the country are described. Five model options examples are considered based on actual models: two are considered feasible (the RCMP Detachment and a municipal police department) and three not feasible owing to significant barriers and circumstances beyond the control of the City.

The two potential models, the RCMP Detachment and the Red Deer Police Department¹⁰, are compared in Table 1 below to identify the differences and responsibilities. The advantages and disadvantages to the City of the two models are discrete:

- the RCMP Detachments provides a more seamless regional connectivity and opportunities for 'K' Division specialized support;

⁹ "Alberta is a leader in crime prevention and its communities are among the safest in the world." Vision Statement: *Alberta's Crime Prevention Framework*. Alberta Justice 2011.

¹⁰ The term police department – as opposed to police service – is used for the purposes of this report to clearly differentiate the *municipal police service* under Section 4(2)(d) as opposed to the provincial police (RCMP) engaged *municipal police service* under Section 22(1) of the *Alberta Police Act*

- many administrative functions are assumed by 'K' Division and Canada, and the federal-municipal cost sharing agreement provides a financial advantage;
- the Police Department provides greater local direction through a police commission and permanence of staff.

Based on actual examples and budgets applied as theoretical models to Red Deer, the start-up costs of a police department are estimated between \$4.6 and \$7.5 million, and the annual operating costs to the City approximately \$4 million higher than the current policing costs.

Processes to enhance calls for service, public reporting, and two-way communication are examined and recommended.

It is understood that changes to the *Municipal Police Service Agreement* effective April 2012 will focus on governance and accountability through a more committee-like environment compared to the existing one-on-one reporting. The *Review's* recommendations for governance, oversight, and coordination and facilitation are consistent with this philosophy. Formal direction and accountability are through the Mayor and Council, public input through a consultative committee, and coordination and facilitation through the City infrastructure.

Table 1: Summary Comparator Matrix of perspectives on policing issues (1 – 4)

RCMP Detachment	Policing/management issue	Police Department
<ul style="list-style-type: none"> - OIC reports to CEO (mayor or designate) on the matter of law enforcement and on the implementation of objectives, priorities and goals - OIC in enforcing bylaws shall act under the direction of CEO or designate - Option to appoint a policing committee - Option for OIC to appoint an advisory committee 	<p>1. Oversight body</p>	<ul style="list-style-type: none"> - Police Commission required under <i>Police Act</i>. - Police Chief reports to Police Commission - City may appoint an advisory committee subjugated to the Commission
<ul style="list-style-type: none"> - Mayor may set objectives, priorities and goals – which are not inconsistent with those of the Minister for policing in the Province - Levels of service shall meet minimum level determined by Commissioner (of RCMP) in consultation with the Mayor 	<p>2. Influence on strategies</p>	<ul style="list-style-type: none"> - Commission sets estimated police budget - Prepares a yearly plan specifying level of police service and programs to be provided - Submits budget and plan to council
<ul style="list-style-type: none"> - Canada & RCMP policies 	<p>3. Internal administration</p>	<ul style="list-style-type: none"> - Police Commission sets policies - Provincial Standards
<ul style="list-style-type: none"> - Locally developed approaches to address local needs to meet minimum standards as determined by Commissioner, Division, OIC, and Mayor - Annual Performance Plan (APP) prepared based on local needs must be consistent with Div. and RCMP HQ 	<p>4. Approaches to community safety security</p>	<ul style="list-style-type: none"> - Locally developed approaches to address local needs as developed by the Police Commission

Table 1: Cont. Summary Comparator Matrix of perspectives on policing issues (5 – 9)

RCMP Detachment	Policing/management issue	Police Department
<ul style="list-style-type: none"> - RCMP - City may have input to the selection of the OIC - Detachment support staff employees of City - Divisional support staff employees of RCMP 	<p>5. Staff selection</p>	<ul style="list-style-type: none"> - Police Commission selects the Chief of Police - Chief/City responsible for other sworn/unsworn appointments within Commission policies
<ul style="list-style-type: none"> - Rotation of staff within the Detachment and also within the RCMP - Staff movement from other communities brings additional experience that can be applied to the local environment - Turnover of staff means lack of consistency for community agency liaison or development of local knowledge 	<p>6. Staff consistency</p>	<ul style="list-style-type: none"> - Rotation of staff within the Department - Consistency of staff allows development of local knowledge -
<ul style="list-style-type: none"> - Municipal employees support staff within the Detachment; divisional functions in “K” Division Edmonton; HQ support in Ottawa - 	<p>7. Support staff</p>	<ul style="list-style-type: none"> - All support staff municipal employees
<ul style="list-style-type: none"> - Available within the Detachment and additional support from “K” Division 	<p>8. Specialized services/support <i>(i.e. helicopter, special investigations)</i></p>	<ul style="list-style-type: none"> - Provided within the Department or City and additional support may be negotiated from “K” Division or another agency on a fee for service basis
<ul style="list-style-type: none"> - Total 2009 budget without revenues \$20.807m - City invoiced for actual monthly number of officers (122 officers) - RCMP costs invoiced by the Federal Government at 90% - Transition costs - not applicable 	<p>9. Cost</p>	<ul style="list-style-type: none"> - Total estimated 2009 dollars budget without revenues \$24.875m - City pays 100% for 158 officers, plus equipment and systems, - Transition estimate 2011 dollars \$4.6 to \$7.5m plus unknown costs

Table 1: Cont. Summary comparator matrix of perspectives on policing issues (10 – 13)

RCMP Detachment	Policing/management issue	Police Department
<ul style="list-style-type: none"> - RCMP officer cost includes personal equipment and operational equipment (e.g. vehicles, police communication systems) - Equipment and buildings must meet federal standards - City must provide accommodation and maintenance to federal standards, and support staff 	<p>10. What must be supplied</p>	<ul style="list-style-type: none"> - All equipment supplied by City - All support staff supplied by the City - New HQ and North side office City owned - Provincial Standards for equipment
<ul style="list-style-type: none"> - Officer cost set by Treasury Board. - Divisional HQ determines "Division Administration costs." - Flexibility of City rests in approving number of officers - City invoiced for actual officers only (officer positions absent over 30 days, training not related to the Detachment, parental leave, and pension retirement leave are not invoiced) - 90/10 municipal/federal cost sharing - Officer cost 'seniority neutral' 	<p>11. Cost control</p>	<ul style="list-style-type: none"> - Commission responsible for developing budget - Council establishes total police budget. - Commission responsible for allocating funds - All police officer staff funded 100% by City, regardless of status, including long-term sick leave, training, and other absences
<ul style="list-style-type: none"> - Via federal sources 	<p>12. Purchasing</p>	<ul style="list-style-type: none"> - Via City or joint force purchase processes
<ul style="list-style-type: none"> - All call receipt and dispatch via OCC (RCMP service) - Secondary call support via City staff/equipment in Watch office - Receipt/ dispatch pilot initiative being tried at OCC 	<p>13. Call receipt/dispatch</p>	<ul style="list-style-type: none"> - Must negotiate access to OCC or expand Watch Office communication function in department. - Receipt/ dispatch subject to Commission policy

Table 1: **Cont. Summary comparator matrix of perspectives on policing issues (14 – 18)**

<ul style="list-style-type: none"> - Complaint can be made to Commission for Public Complaints Against the RCMP, Detachment OIC, City Division Director, or Public Complaints Director (if appointed). - Investigated by the RCMP - Investigated by independent external law enforcement agency - Alberta Serious Incident Response Team (ASIRT) - Commission for Public Complaints Against the RCMP 	<p>14. Complaints</p> <ul style="list-style-type: none"> ▪ Service ▪ Conduct 	<ul style="list-style-type: none"> - Complaints can be made to the Chief of Police or the Commission's Public Complaints Officer or to the Police Complaint Commission at provincial level. - Investigated by the police department - Investigated by another police agency at discretion of Chief of Police. - Alberta Serious Incident Response Team (ASIRT) - Law Enforcement Review Board (LERB)
<ul style="list-style-type: none"> - Can be aligned through collaboration and cooperation 	<p>15. Alignment with other City functions</p>	<ul style="list-style-type: none"> - Can be aligned through collaboration and cooperation. - The Police Commission members are appointed by the City and there may be greater support for alignment
<ul style="list-style-type: none"> - Can be aligned through collaboration and cooperation 	<p>16. Dovetailing with law enforcement continuum in Red Deer</p>	<ul style="list-style-type: none"> - Can be aligned through collaboration and cooperation. - The Police Commission members are appointed by the City and there may be greater support for alignment
<ul style="list-style-type: none"> - Cost of RCMP settlement paid by Canada. Cost of City litigation paid by City - Liability for Community Peace Officers accrues to the City. 	<p>17. Insurance/liability</p>	<ul style="list-style-type: none"> - Full litigation costs are the responsibility of the City and insurance costs are estimated at \$500k - \$600k per annum
<ul style="list-style-type: none"> - Divisional Representation system within the RCMP. Recent Ontario civil case heralds potential change to 'union' format. 	<p>18. Employee representation</p>	<ul style="list-style-type: none"> - It is presumed that a 'police association' will be formed by the sworn police staff - Unsworn municipal employees <u>may</u> choose an alternate form of employee representation

Table 1: Cont. Summary comparator matrix of perspectives on policing issues (19 - 22)

RCMP Detachment	Policing/management issue	Police Department
<ul style="list-style-type: none"> - \$3500 per year included in per officer cost - Ongoing training costs, travel and salary, at City cost; but training and salary not related to the Detachment is not invoiced 	<p>19. Training</p> <ul style="list-style-type: none"> ▪ recruit ▪ ongoing 	<ul style="list-style-type: none"> - 100% of officer salary during all training, plus travel and training costs
<ul style="list-style-type: none"> - Informal/non-association liaison with other agencies - Through Provincial/national intelligence associations 	<p>20. Intelligence sharing</p>	<ul style="list-style-type: none"> - Informal/non-association liaison with other agencies - Through Provincial/national intelligence associations.
<ul style="list-style-type: none"> - RCMP responsibility - Cross country recruitment - Cross-country deployment 	<p>21. Recruitment</p>	<ul style="list-style-type: none"> - Police Department responsibility within provincial standards - Cross country recruitment - Local deployment
<ul style="list-style-type: none"> - Insignia, signage, documents and systems - federal, bi-lingual and "local neutral" 	<p>22. Local affinity</p>	<p>Local based identifiers</p>

Crime Prevention and Policing Review Recommendations

Given the complexity of the issues addressed throughout the *Review*, this section provides a summarized form of the narrative, conclusions, and recommendations contained in Parts 1, 2, and 3. For further detail, the reader is, therefore, advised to refer to the bracketed sources at the end of each recommendation below.

1 Strategic Framework¹¹

1.1 Adopt the proposed Strategic Framework that clearly articulates:

- a. Purpose
- b. Guiding principles
- c. Roles/activities of the various partners in the Community Crime Prevention Continuum. (*Part 4: Strategic Framework refers*)

1.2 Continue a crime prevention strategy for the City of Red Deer, which adopts a comprehensive community-based model with primary (reducing opportunities for social disorder and crime), secondary (focusing on at-risk individuals, groups, or communities) and tertiary (preventing offenders from re-offending) intervention strategies. (*Part 1 Ch.9 and Part 2 Ch.1 refers*)

2. System Enhancements

2.1 Implement, maintain, and evaluate a reporting and governance model for crime prevention and policing that ensures inclusiveness, transparency and accountability and that supports the strategic direction of the City. (*Part 3 Ch12 refers*)

- Formal accountability by the Officer in Charge (OIC) of the Municipal Police Service should be to Mayor and Council or the Police Commission.
- Mayor and Council or the Police Commission will determine priorities, outcomes, service levels/standards and an accountability framework for policing upon consultation with the City Division responsible for crime prevention and policing.
- The OIC should report at defined regular intervals to Mayor and Council or the Police Commission.
- The OIC should report on matters of administration and facilitation to the Division.

2.2 Evaluate the various advisory bodies (such as SAFE¹² Downtown Initiatives Task Force, Crime Prevention Advisory Committee) as to their envisioned outcomes with a view to streamline them into a city-mandated advisory committee chaired by the Director (as determined under #2.3

¹¹ See page 24

¹² Sustainable Active Friendly Economically Viable

- below). The focus of an advisory committee will be to review, provide feedback and advise the governing authority, the Division, and the OIC as to approaches and solutions that address current issues. (*Part 1 Ch. 9*)
- 2.3 The Council and City Manager should weigh the advantages and disadvantages of administrative and facilitation reporting to the Community Services Division or a new Protective Services Division and determine the relationship based on the City's priorities. (*Part 3 Ch. 12*)
- 2.4 Develop an implementation and evaluation strategy that creates a strategic crime prevention and policing framework that fosters current, cost effective, evaluated and community orientated programs. (*Part 2*)
- 2.5 Establish the non-permanent crime prevention coordinator position as a permanent position to be aligned with the City Division responsible for crime prevention and policing. (*Part 1 Ch. 9 and Part 3 Ch. 12*)
- 2.6 Determine clearly defined outcomes and performance measures and evaluate crime prevention and policing initiatives. (*Strategic Framework*)
- 2.7 Undertake, at the least, a bi-annual public telephone survey or other statistically representative sampling process, to assess perceptions of crime, safety, and policing at both the city and neighbourhood level which focuses on 4 broad issues:
- Perceptions of crime and safety
 - Personal experience with crime
 - Awareness of crime prevention initiatives
 - Policing in Red Deer. (*Part 2 Ch.3.2*)
- 3 Our Community and City Departments (The What and How)**
- 3.1 Foster, through public education and awareness, responsibility for personal safety, business and industry safety and security, well maintained properties, and crime prevention. (*Part 1 Ch.9*)
- 3.2 Inform the public and foster community education and awareness about such things as crime prevention week, new initiatives and address community issues such as drugs/alcohol and mental health utilizing mass media (television/radio/print), social media and other communication tools to effectively convey key messages. (*Part 2 Ch.4.1*)
- 3.3 Ensure an ongoing and functional relationship between community/social agencies and the City division responsible for policing services. (*Part 3 Ch. 12*)
- 3.4 Continue a partner based strategic approach through documented mutual understandings of responsibilities. Utilize Memoranda of Understanding (MOU) and protocols between social services/ private agencies/police that assist in continuing or initiating programs and services to address:
- the combination of drug and alcohol abuse related crime concerns.
 - the "root causes" of crime identified as or associated with criminogenic factors.

Memoranda of Understanding and protocols are intended to ensure clearly defined and understood roles and responsibilities. As they relate to stated mandates of organizations, then resources are not considered unless the mandate is amended.

Crime Prevention Through Social Development (CPTSD) principles should be used as a foundation for this work.

Ensure programs or initiatives have clearly defined outcomes and performance measures and are evaluated against these criteria. (*Part 2 Ch.4*)

- 3.5 Continue the use of CPTED as a preventive tool to ensure community safety:
- a. Ensure the completion of the pilot evaluation of the Council approved \$50,000 in funding for a crime prevention incentive program (CPTED) for downtown business owners, related to upgrades to downtown property or business in the areas of Natural Surveillance, Territorial Reinforcement, and Access Control.
 - b. Explore a business case for the hiring of a CPTED specialist within the next 3 – 5 years to continue education and evaluation. (*Part 1 Ch.9*)
- 3.6 Formalize a Red Deer focused drug strategy that coordinates current and new approaches based on the four pillars: Prevention, Treatment, Harm Reduction and Enforcement. (*Also see 4.7 Our Police*) (*Part 1 Ch.9 and Part 2 Ch.4.3*)
- 3.7 Continue to foster, develop, and support community crime prevention programs such as Neighbourhood Watch, Crime Stoppers, Citizens on Patrol.
- 3.8 Explore the common needs of crime prevention programs (as noted in 3.7) with the view to optimized coordination.
- 3.9 Continue to foster the community development work of various City departments to empower citizens and stakeholders in addressing crime prevention and law enforcement needs as they emerge. (*Part 1 Ch 9*)
- 3.10 Work to increase residential growth and commercial activity in the downtown.

4 Our Police (The What and How)

Initiatives

- 4.1 Enhance the current community/police gang strategy, incorporating: education, prevention, early intervention, disruption and investigation, and participate in the Alberta Gang Reduction Strategy as required. (*Part 1 Ch.5.4*)
- 4.2 Monitor and evaluate the impact of proposed legislative changes to the *Youth Criminal Justice Act* on policing and criminal justice practitioners in both public (Corrections) and private (not for profits) sectors. (*Part 1 Ch.5.3*)

- 4.3 Ensure there is an effective investigative response to complaints of cyber-bullying – threats on line, bullying in chat rooms, distributing harmful attachments, or pictures of a sexual nature. *(Part 1 Ch.5.5)*
- 4.4 Examine police procedures with a view to enhancing effective two-way communication between the police and members of the community. *(Part 2 Ch 4: Part 3 Ch 2)*
- 4.5 Develop a business case to increase the number of dedicated school resource officer(s) to ensure full time placement in high schools. This may require increase in police complement. *(Part 1 Ch 5.4 and Ch.9)*
- 4.6 Explore the roles and responsibilities of stakeholders working with mental health patients to improve efficiency and effectiveness of police and health care facility resource use, specifically with respect to the application of Form 10, Mental Health Act. *(Part 1 Ch 8)*
- 4.7 Initiate programs or initiatives to address the combination of drug related crime concerns. Ensure programs or initiatives have clearly defined outcomes and performance measures. *(Part 2 Ch.4.3 refers)*
- 4.8 Ensure the alignment of policing services with community organizations which have the opportunity to intervene to address social or, more specifically, criminogenic issues such as drug/alcohol abuse, mental illness. Ensure programs or initiatives have clearly defined outcomes and performance measures and are evaluated against these criteria. *(Part 1 Ch 3 and Part 2 Ch 6)*
- 4.9 Continue and enhance the social justice approach through Memoranda of Understanding and protocols between social service agencies/private agencies and police as described in 3.4 above, and provide the necessary training for officers working with vulnerable groups such as youth-at-risk, victims of violence against women, and people with mental health issues.*(Part 1 Ch 3 and Part 2 Ch 4)*
- 4.10 Inform the public and foster community education and awareness about such things as crime statistics, town hall type meetings, and new initiatives which address community issues. Mass media (television/radio/print), social media and other communication tools could be used effectively to convey key messages. Additional staffing resources may be required. *(Part 2 Ch 5)*
- 4.11 Request RCMP to place an identifying badge, epaulet or other such insignia denoting the community name on the uniforms of sworn members serving with the RCMP City Detachment.
 - That Community Peace Officer uniforms also have an identifying badge, epaulet or other insignia denoting service in the City of Red Deer.
 - That marked RCMP and Community Peace Officer vehicles display the name of the City in addition to RCMP or Peace Officer insignia. *(Part 3 Ch 7.2.1.6)*

Operations

- 4.12 Continue the use of Community Peace Officers (CPO), Bylaw Officers, and Street Ambassadors all of whom demonstrate a commitment to allocating the appropriate resources to address public safety issues. *(Part 1 Ch.9)*
- 4.13 Ensure the public has an understanding of the roles of Bylaw Officers, Community Peace Officers, Sheriffs, and the Police. *(Part 2)*

- 4.14 Ensure that Community Peace Officer appointments include the authority to enforce all bylaws, appropriate sections of provincial acts, and federal legislation within Red Deer. *(Part 3 Ch 4)*
- 4.15 Integrate the roles of the Community Peace Officers currently employed through common training to permit cross functionality.
- Compliance Officers under the Inspections and Licensing Department, who enforce the Community Standards By-law, should be trained as Community Peace Officers and be integrated into the municipal enforcement continuum.
 - Following the reconfiguration of Community Peace Officer training and assignments and an evaluation of the revised deployment,, a business case should be developed, if necessary, to explore the hiring and training of additional officers. *(Part 3 Ch 4)*
- 4.16 As part of a city-wide community oriented approach, ensure that policing in the downtown continues to address downtown public order issues through utilizing the continuum of Street Ambassadors, Bylaw Officers, and Community Peace Officers, along with the policing functions of foot patrol, zone police, and a crime reduction unit. *(Part 3 Ch 2)*
- 4.17 Engage Strategic Intelligence-led practices based on crime analysis. *(Part 3 Ch 2)*
- 4.18 Ensure all forms of call for service data facilitate analysis of response, deployment, and other management issues. *(Part 3 Ch 2)*
- 4.19 Establish a crime analysis function. The prime focus is upon the skills required of the position rather than the sworn or unsworn status of the incumbent. *(Part 3 Ch 4)*
- 4.20 Explore enhanced in-vehicle reporting. (pilot currently in place) *(Part 3 Ch 2)*
- 4.21 Provide options for the public to report non-emergency crime and other events. *(Part 3 Ch 2)*
- A pilot project is currently being undertaken at the Operational Communications Centre (OCC); however, other options remain viable.*(Part 3 Ch 11)*
 - A priority call list should be developed which establishes those categories of calls for assistance that can be routed from OCC for an alternative response. Criteria for the rerouted calls should consider factors such as, but not exclusively,
 - The seriousness of the incident
 - The degree of imminent danger afforded a citizen
 - The presence of a suspect
 - The recency of the incident
 - The likelihood that evidence of a crime is present where its evidential value will be compromised if not retrieved immediately.
 - The degree of anguish demonstrated by the caller
 - And others.
- 4.22 Explore effective and efficient allocation of resources to address bylaw complaints which occur between 8:00 p.m. and 8:00 a.m. *(Part 3 Ch 4)*
- 4.23 The recommendations delineated throughout Parts 1, 2, and 3 of the report of the *Review* address the reconfiguration or enhancements to selected police, civilian and community functions and processes. It is anticipated that the reconfiguration or enhancements may result in a reduction or increase in the need for personnel within selected functions. Consequently, following

the reconfiguration of these assignments and an evaluation of the revised deployment and processes, a business case should be developed, if necessary, to explore the hiring of additional sworn officers or civilian staff for specific functions.

- 4.24 Include specific performance measures/outcomes for all identified strategic objectives, priorities and goals so as to determine the effectiveness of initiatives (actions) undertaken to address identified issues. (Part 3 Ch 13)

5 Our Policing Service Model (The Who)

5.1 Introduction

In the discussion of policing models, the **Summary comparator matrix of perspectives on policing issues in Red Deer** (included in Part 3 of the report of the *Review*) delineates the broad range of issues that have been raised in interviews, focus groups, and community feedback. There are matters arising which bear further examination, specifically:

1. There are numerous issues to be considered, as detailed in the matrix, which impact a decision concerning the selection of a police service.
2. These issues are complex. Perspectives differ depending on one's corporate agenda, organizational placement, or degree of issue involvement.
3. Many issues are not simply 'either/or' matters, most involve complex assessment of the benefits or risk of each.
4. While many issues involve some element of risk, the magnitude of risk and the degree of willingness to accept this risk are, likewise, subjective.
5. Although certain criteria, including, but not limited to cost per capita, cost per officer, and case load may be initially perceived as determining factors, there are many jurisdictions where customer service factors are deemed more important.

2 Discussion

A principal mandate of the *Review* is to '*recommend a policing service model based on the costs, benefits and comparisons of various policing service models*'. As a result, having consideration of the matters noted above, the following summarizes the backdrop for Council's deliberation of the recommendation.

Costs

The anticipated operating costs of the RCMP Detachment are estimated to be lower than the projected costs for the Red Deer Police Department with RCMP at \$20.8m and the Police Department \$24.9m.

The continuation of the existing RCMP Detachment model will not incur the set-up cost of a municipal department, estimated to be between \$4.6 and \$5.7m in 2011 dollars.

Benefits

The benefits are divided between a continuation of the existing model and the introduction of a municipal police service. The issues matrix notes, the introduction of a Police Commission accrues significant benefit to the city as it affords sole city-based input to the strategies of the service and, more importantly, to the internal administration of the service. However, such involvement will impose additional responsibilities on the City.

The introduction of a municipal service will require the development of a comprehensive implementation plan. Additionally there is a need to select, hire, and train/prepare personnel for all the management, specialist and operational levels of an agency along with the civilian support staff. While such a process will be challenging, it will afford a greater opportunity for consistent Red Deer based personnel, an issue frequently raised as important to all stakeholders. The uncertainty of the success of such a recruitment process presents a level of risk. A municipal police department will be 100% funded by the City of Red Deer.

There is a level of risk in Red Deer being a party to an agreement which is administered from Ottawa. Not only are the details of the new *Municipal Police Service Agreement* not fully made public, there may also be costs, such as pension adjustments, which will be beyond the control of the City. Further, the *MPSA*, Article 15, prescribes the dispute mechanism as “a matter for consultation and resolution between the Solicitor General [of Canada] and the CEO [Mayor] in such a manner as they see fit.”

Risk must also be considered with regards to the influence of the Province upon policing. A decision by Red Deer Council to move from the status quo (RCMP City Detachment) to a municipal police department model will likely prevent a return to a contracted service at the current 90/10% cost sharing arrangement. If Red Deer decides, after several years of experience of municipal policing, that the contracted model is preferred then the reintroduction of a contracted RCMP model is likely to be considered a ‘new entrant’¹³ and subject to 100% costing of services.

¹³ Treasury Board policy currently requires jurisdictions entering into new policing agreements (referred to as “new entrants”) to pay 100% of the start-up and operating costs

Comparisons of various policing service models

Throughout the *Review* police agencies in other jurisdictions have been used as comparators of crime rates, calls for service and costs along with examples of leading practices. As discussed in the report of the *Review*, although much can be learned from these examples and comparisons, crime prevention and policing in Red Deer must be considered having due regard to the City's unique characteristics such as location, demographics, industry, and climate; as is the case for any jurisdiction. The examples cited in the report highlight the difficulty of direct, unqualified comparison.

The comparison with other agencies in other jurisdictions underscores the fact that there is not a clear distinction between the services and costs of contracted versus municipal services. Costing is largely dependent upon factors such as demographics, and consequently the comparisons downplay cost comparisons and emphasize the need for a balanced approach which considers both quantitative and qualitative factors unique backdrop to Red Deer.

3 The conclusion

Given the quantitative and qualitative background within the report of the *Review*, an examination of the findings discussed in the report and summarized in the matrix, and the discussion of matters noted above, it is proposed that the continuation of the existing RCMP Detachment model is the preferred option in Red Deer. This however, is not simply a continuation of the same approaches. The recommendations include the implementation of service enhancements, as proposed, along with the strengthening of the use of the broad policing continuum discussed elsewhere in this report.

It must be emphasized, that this is not a clear and unequivocal endorsement of the existing contracted model. There are benefits to the introduction of a municipal model. These benefits relate, primarily, to the emphasis upon local influence and accountability, a goal endorsed by the Province. However, the tipping point with regards the continuation of a contracted service versus a municipal police department is the potential fiscal and human resources related challenges of setting up a municipal service. While viable, such an initiative would demand:

- much preparatory work on the part of the staff of the City;
- a timely employment of personnel;
- successful negotiation of contracts pertaining to service transition and equipment;
- creation of a municipal support system, a communication system, establishing specialist units, and
- the not insignificant start-up costs.

Strategic Framework

1 Introduction

A deliverable for Part 1 of the *Review* was the conduct of

'a workshop with City Council members to provide a foundation for the development of guiding principles for crime prevention and policing in Red Deer for now and into the future, in keeping with The City of Red Deer Strategic Plan, Vision and Direction.'

The workshop was held at the outset of the *Review*, and through an active, highly participative process, the members of Council provided input to the vision for crime prevention and policing strategies.¹⁴ As mentioned previously in Part 1 of the report, the sources for information in this *Review* have been broad. Following the workshop, additional information was received which added value to the foundation ideas of Council.¹⁵ Throughout the Part 1 data collection process, the Guiding Principles evolved. The consultants suggested in Part 1 that, given the cumulative nature of the data used in the *Review* and the forthcoming public telephone survey and additional data collection activities, it was likely that the Guiding Principles would further evolve.

Following the release of Part 1 of the report to the project Steering Committee and to Council, a workshop was conducted with members of Council and the senior City managers. The draft Guiding Principles were discussed at length and further input was obtained. Since that time, the public telephone survey and the website public input survey have been conducted. Given the breadth and the framework that this document provides to shape crime prevention and policing in Red Deer, it was proposed that the title should be changed to 'Strategic Framework'.

The 'Strategic Framework' developed to date is synthesized from these various perspectives and constructed against a backdrop in Red Deer which exhibits important elements that influence the nature and feasibility of such principles, namely:

- Council in Red Deer is progressive and adopts a broad perspective on oversight and the operation of City functions.
- Members of the senior administration mirror this perspective in thinking strategically.
- A strong foundation has been established in Council and City administration which values the inclusion of all stakeholders in identifying issues which are problematic, in developing prospective resolutions to such problems, and in following through on actions designed to improve the quality of life in the city.
- The police, the social support agencies, local businesses, and members of the community are informed and active supporters of the principles of crime prevention and willing to participate in processes which enhance the quality of life in Red Deer.

¹⁴ Following the October 2010 Civic election, the three new council members were also individually interviewed and their input sought with respect to the general questions posed to [then] sitting Council in August, 2011.

¹⁵ Interviews, and focus groups were conducted to add to the body of knowledge

- The Government of Alberta is progressive and supportive of local initiatives which encourage crime prevention and improved policing.

2 City of Red Deer Strategic Plan

The City of Red Deer Vision and Mission statements, as outlined in the Strategic Plan, provide the foundation that supports the strategic Framework for crime prevention and policing in the community.

2.1 Vision

- Innovative thinking
- Inspired results
- Vibrant community¹⁶

2.2 Mission

The City of Red Deer works together to provide leadership and sustainable municipal services for our community.

2.3 Goals

Increase the safety and security of citizens, businesses, and visitors.

2.4 Strategies

- Monitor and evaluate the impacts of federal and provincial changes and take appropriate action for the provision of safety and wellness services;
- Ensure the City is prepared for its role and obligation with respect to crime prevention, policing, and emergency management;
- Engage citizens, organizations, and stakeholders in crime prevention;
- Encourage crime prevention through environmental design (CPTED) principles in the design of our city.

3 Crime Prevention and Policing in Red Deer - Strategic Framework

3.1 Purpose

Through an innovative, coordinated, and strategic approach, ensure a safe and vibrant community, and awareness, for all residents, businesses and visitors to Red Deer, of quality of life initiatives within the City,

¹⁶ City of Red Deer website, Strategic Plan

3.2 Guiding Principles

Red Deer is a safe and caring community where:

- Citizens are personally safe and property is secure and their general perception is one of prevailing safety and security.
- Citizens and business are engaged in activities in their neighborhoods and throughout the city which leads to a strong sense of community ownership.
- A sense of pride is demonstrated through well maintained properties.
- Citizens can interact and enjoy opportunities, spaces and places in the city.
- Citizens' safety concerns do matter and are addressed in an effective and timely manner.
- The community is involved in the development of crime prevention and policing strategies.
- Community agencies and services are in place to address crime and social disorder issues.
- Crime prevention is part of a broad continuum beginning with prevention and moving through to enforcement, where prevention, intervention and law enforcement are available options.
- Individual, city department, organization/agency, and business/private enterprise partnerships are developed and fostered as a proactive part of crime prevention.
- Land use and civic planning of neighborhoods and the community as a whole, considers safety, security, and community involvement as essential elements.

3.3 Red Deer's Universal Approach

3.3.1 Governance

The governing authority¹⁷, within the parameters defined by relevant legislation and policy, provides oversight which ensures clearly defined priorities and outcomes, transparent, and accountable crime prevention, and public safety by:

- Operating within *Municipal Government Act*, *Alberta Police Act* and *Peace Officer Act*.
- Supporting the strategies established by Alberta Solicitor General and Public Security and Justice and the Attorney General.
- Complementing the City of Red Deer Strategic Plan & Council Priorities.
- Managing the *Municipal Police Service Agreement* effectively.
- Providing independent and objective accountability to the community through a governance structure that is understood.
- Ensuring appropriate community and agency reporting processes.
- Being responsible for governance of City services within the community crime prevention continuum.
- Ensuring citizens understand to whom the police are accountable.

¹⁷ The term 'governing authority' is used to describe the principal organization or position which has primary responsibility to establish and oversee the crime prevention and policing priorities, outcomes and accountability framework. In the current system, Council is the governing authority.

3.3.2 Crime Prevention Strategy

The governing authority will establish priorities, outcomes, service levels and the accountability framework on a range of initiatives which support the identification and protection of the broader community and the prevention of crime and disorder in our demographically diverse community. The community partners will respond to the stated priorities, outcomes, service levels and accountability framework by:

- Developing and delivering initiatives in response to identified needs and based upon leading practice principles.
- Incorporating inclusive, timely, cost-effective and community based approaches.
- Being willing to amend objectives or program content to address changing security and safety conditions within the city, subject to annual/periodic assessment of effectiveness and costs.
- Complementing and integrating the community crime prevention continuum.
- Being guided by clearly defined mandates in support of the community crime prevention continuum.
- Developing and implementing mutually-agreed protocols/Memoranda of Understanding (MOUs) to ensure effective coordination.
- Developing strategies to address needs of the diverse and changing demographics and vulnerable sites and persons.

3.3.3 Community Crime Prevention Continuum

Community partners act within the parameters defined by relevant legislation, contracts, mandates, and policy. They are accountable to provide well organized, effective, and transparent crime prevention and public safety programs.

Citizen	Community Agencies & Organizations	Business/ Private Enterprise	City Departments <ul style="list-style-type: none"> ▪ Leadership ▪ Coordination ▪ Bylaws 	Bylaw Officers/ Community Peace Officers	Public Police <ul style="list-style-type: none"> ▪ Municipal ▪ Provincial ▪ Federal
Awareness Support Reporting	Neighbourhood associations Social agencies Community organizations Schools Library	Local businesses Industry Security companies Media	Social Planning Recreation Parks and Culture Inspections and Licensing Transit	Bylaw enforcement Traffic Enforcement	Local police Sheriffs RCMP

The roles/activities of the various partners are described below:

Citizens

- Maintain an awareness of crime prevention, community safety programs and approaches to equip each citizen with a level of knowledge that affords self- protection and support for the safety of others.
- Are active agents in crime prevention and community safety.

Community agencies and organizations

- Play an active and consultative role in the provision of community safety and security initiatives.
- Are guided by clearly defined mandates as an integral part of the community crime prevention continuum.
- Ensure effective coordination and best use of available community resources where such an arrangement can be established, subject to mutually-agreed protocols/MOUs with the City of Red Deer and other stakeholders.

Business/Private enterprise

- Develops and implements strategic approaches and tactical initiatives which are supportive of employee and customer safety and security (and proprietary revenue generation).
- Coordinates such efforts with City and other resources to facilitate a seamless fabric of community safety and security.

City Departments

- Plan and operate within the strategic approach of the governing authority, assume responsibility for the prevention of crime for that portion of the City plan which falls within the mandate of the department.
- Develop and implement timely and cost effective strategies and assign responsibility for department crime prevention initiatives which support the overall City approach.
- Periodically assess those crime prevention programs against objectives dovetailing with the City approach to program evaluation.
- Adjust objectives and program content and deliverables (or abandon) to meet changing security and safety conditions within the city.
- Liaise with other civic departments and, where necessary, establish MOU's to facilitate the overall implementation, management and operation of programs.

Peace Officer & By-law Enforcement

- Deployed in response to an identified need.
- Deployed based upon clear goals and objectives and measurable outcomes.
- Subject to annual assessment – effectiveness and costs.
- Engaged complementary to, and integrated with, the public police service and the community crime prevention continuum.

Public Police Service

- Provides service through a well-defined and understood governance structure, management and assignments that is complementary and responsive to the City's goals, priorities, and objectives
- Is accountable to the community through Council/Police Commission.
- Deploys resources based upon decision making which is evidence-based, intelligence-led, problem-oriented, timely, cost-effective and considers emerging issues.
- Employs dynamic strategic deployment of resources based on a balanced service across the community.
- Is integrated within the community crime prevention continuum.
- Undertakes activities that are founded upon mutually-agreed protocols/Memoranda of Understanding (MOUs), and that define role responsibilities to ensure effective coordination, collaboration, and community partnerships within the community crime prevention continuum.

Reporting relationships

The consulting team was asked to consider the reporting arrangements for the City. In summary, the nature of reporting and accountability is divided between the 'strategic, 'higher' level, accountability and the facilitation or orchestration of activities, the 'lower' level. Many of these responsibilities are prescribed in legislation; in the *Police Act* with regards a municipal police service and in the *Police Act*, the *RCMP Act* and the *Municipal Policing Services Agreement* in the case of the RCMP.

These 'higher' level legislated requirements influence the form and nature of the lower level arrangement.

The current arrangement is not fully in line with the requirements of the *MPSA*. Using the Strategic Framework and the legislation as a foundation along with the need for a process based communication template to effect exemplary crime prevention and policing, the *Review* explored leading practice options.

The schema noted below incorporates an inclusive approach to crime prevention and policing which demonstrates both the division and the connection between the strategic and the facilitative levels of accountability and reporting along with the respective responsibilities in the management of, and participation in, the overall process. The schema also recognizes the important role played by citizens. A crucial facet of effective policing is the involvement of citizens. For without the confidence, support and participation of the community, the ability of the police to perform productively is severely compromised.

Proposed Reporting Arrangement

