

Special Council Meeting

AGENDA

Tuesday, September 27, 2016 – Council Chambers, City Hall

Call to Order: 1:30 PM

1. REPORTS

1.1. Community Safety Strategy

(Agenda Pages 1 – 81)

2. ADJOURNMENT



Sep 01, 2016

Community Safety Strategy

Safety Charter Steering Committee

Report Summary & Recommendation:

In 2014, Red Deer City Council approved the terms of reference for the Community Safety Ad-Hoc committee to develop a local strategy for community safety and crime prevention. The attached report captures community feedback, significant local data, and research on effective principles of practice in community safety, and delivers on City Council's direction to recommend a strategic direction, governance framework and funding model.

This is a 'made in Red Deer' strategy, informed by leading thought and practice from across Canada to reflect priorities and opportunities that fit our local context. As a City of Red Deer document, the Community Safety Strategy is a significant step in building context and understanding toward the safety goal outlined in the Social Policy Framework –

We live, work, learn and play in a safe and secure community and contribute to the actual and perceived safety and security of ourselves and others.

The Community Safety Ad-Hoc Committee has been integrally involved in all aspects of the Community Safety Strategy development, including consultations, survey data analysis and document development/editing. The Committee has reviewed the final document and presentation, and approved the following:

Resolved that the Red Deer Community Safety Ad Hoc Committee, having considered the Community Safety Strategy dated August 24, 2016 presented by Administration, hereby endorses the recommendations as outlined in the report, and recommends the Council adopt the Community Safety Strategy as a planning tool.

It is recommended that Council receive the Community Safety Strategy as a planning tool for community safety and direct Administration to develop an implementation plan for consideration by Council.

City Manager Comments:

I support the recommendations in the report as a step forward in providing a suitable governance model for Crime Prevention.

Craig Curtis
City Manager



Proposed Resolution

Resolved that Council of The City of Red Deer having considered the report from the Social Planning Department dated September 1, 2016 re: Community Safety Strategy hereby agrees to adopt the Community Safety Strategy as a planning tool for community safety and direct Administration to develop an implementation plan for consideration by Council.



Report Details

Background:

Community safety has been consistently recognized as one of the most important issues to the community and Red Deer City Council. The genesis for the development of a community safety plan was the *Red Deer City Council's Strategic Direction (2012-2014)* and the establishment of a Safety Charter, the goal of which is to enable and promote a safer community. Further, a second initiative contained within the Safety Charter was the development of a new Social Policy Framework (SPF) which was approved by City Council in September, 2015. The SPF includes ten community goals, including a community goal for safety that reads:

We live, work, learn and play in a safe and secure community and contribute to the actual and perceived safety and security of ourselves and others.

To achieve the objectives within the Safety Charter, and to advance The City's contribution toward the community goal of safety in the SPF, a Community Safety Ad-Hoc Committee was established by City Council in 2014 to engage the community in the development of a safety initiative that has a community wide context and positive influence. Committee members were chosen to bring perspectives from many sectors, including education, business, justice, health, and youth, and was asked to integrate their own expertise and experience to achieve the following objectives outlined by City Council:

1. A strategic plan for crime prevention and community safety
2. A funding model and distribution process that supports community safety investments that align with the established vision, principles and goals and improve the quality of life of individuals and the community, and
3. A governance structure and policy document for a Red Deer community based crime prevention and community safety "arm's length" model.

Discussion:

One of the first tasks undertaken by the Committee was to define the breadth and scope of the strategic direction, and determined that the strategy should be *community safety* focused as opposed to crime prevention focused – research and community feedback confirmed that crime prevention is acknowledged as an important component of community safety, which provides for a broader, more comprehensive and inclusive approach. Other significant considerations for the strategic direction include the recognition that there are interconnected systems to consider in community safety, that community safety is part of a bigger picture to sustain wellness and quality of life, that a multi-disciplinary approach is critical, and that community safety is linked to the identification of risk factors and provision of protective factors.

Areas of Focus and Strategic Themes

The Community Safety Strategy is built on four areas of focus – education, prevention, intervention and enforcement. At the outset of the strategy development, there was a strong sense among Committee and community members that a safe community could only be achieved through enhanced enforcement measures. The document being presented to



City Council calls for an increased focus on education, prevention and intervention to achieve a balance and ultimately more sustainable approach to community safety.

The literature reviewed and the data collected resulted in five strategic themes – a call for The City to lead the way, the need for a collaborative approach across the community, the continued need to identify and address root causes of community safety, focus on personal investments and social connection among citizens, and to continue attending to safety in Red Deer's downtown. A series of recommendations accompany the five strategic themes, and affirm that next steps require support and resources from The City of Red Deer to achieve the proposed direction and outcomes.

Shared Responsibilities

The Community Safety Strategy clearly acknowledges the primary and shared levels of responsibility for The City of Red Deer, as defined within the Social Policy Framework. In the areas of enforcement and prevention, the Royal Canadian Mounted Police and the Family and Community Support Services (FCSS) programs respectively are deemed to be critical components of The City's primary levels of responsibility. In the other areas of focus (i.e. Education and intervention), The City of Red Deer may have shared levels of responsibility acknowledging that other government departments and community organizations have specific mandates designed to fulfill aspects of the Community Safety Strategy.

The proposed governance framework builds from this shared level of responsibility. In establishing a Centre of Responsibility (COR), a best-practice approach adopted from other successful models across Canada and Europe, The City of Red Deer is believed to be in the best position to provide leadership and support to the ongoing coordination and research functions for this arm's length organization. The COR will serve as Red Deer's leadership body for community safety and satisfy the desire for evidence-based and efficient solutions, streamlined leadership, improved communication systems, better networking, creativity and systems level change required to achieve the objectives outlined in the Community Safety Strategy.

Governance Model

The leadership and accountability exhibited by the COR will require two other critical components to be successful – the implementation of a Hub and support from both coordination and research expertise. The Hub system was developed in Scotland and is currently being championed in Saskatchewan. It is a collaborative approach that involves a team of designated staff from front-line organizations and government departments that meet regularly to address specific situations regarding clients facing elevated levels of risk, and develop immediate, coordinated and integrated responses through the mobilization of resources. The Hub's purpose is to mitigate risk within 24-48 hours and connect individuals and families to services – thereby alleviating the escalation of situations that may require enforcement. The Hub operates within the prevention and intervention areas of focus.

A significant output from the Hub's work is the generation of data related to social, economic and environmental factors. For the COR to be effective at the systems level, this data must be analyzed for the purpose of identifying trends, predictors and gaps associated with community safety. The Hub and COR model will shift Red Deer's overall approach to community safety away from response toward a system of proactive measures targeted at preventing criminal activities through the implementation of protective factors. The



Community Safety Strategy recommends that The City of Red Deer assume the coordination and research roles necessary to support the Hub and COR models.

Funding

Funding for the Community Safety Strategy relies heavily on the full engagement and support from The City and other government departments to, first and foremost, consider realignment of existing resources toward coordinated and targeted safety outcomes. The COR is projected to be the authority on aligned service delivery, measurement and evaluation, and therefore in the best position to recommend or decide on funding strategies to advance the objective and outcomes within the Community Safety Strategy. The logistics of these functions are to be resolved by the COR membership upon formation. The City of Red Deer will be asked to lead this realignment by allocating current funding levels to the COR for decisions and/or recommendations that align to the focus areas and priorities established by the arm's length leadership body.

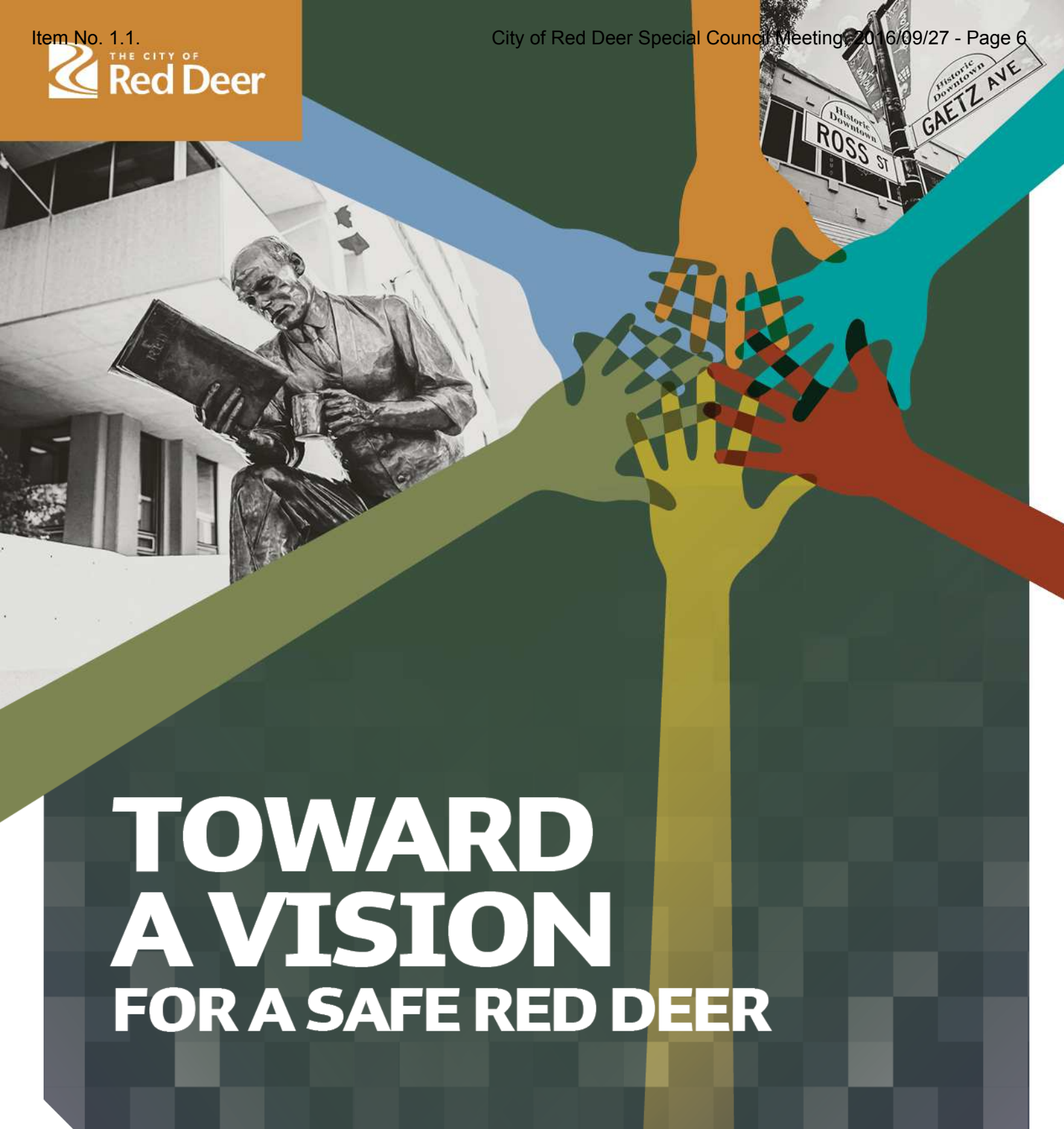
Analysis:

The work of the Community Safety Ad-Hoc Committee is complete. The Community Safety Strategy presented by the Committee represents over a year of meetings, consultations, surveys, research and review – and calls upon The City of Red Deer to continue demonstrating leadership and commitment to the actual and perceived safety and security for all.

While the process of engagement and strategy development has taken time, the efforts of community members, organizations and government systems toward increased safety for Red Deerians have continued. The report provides a current analysis of community safety initiatives at play in the community, and proposes a sustainable structure and approach to maintain focus and accountability in the future. As with any new strategic direction, there will be opportunities for some quick advances, and a requirement to maintain ongoing support and pressure on those systemic challenges that contribute to breakdowns among individuals, families and community that lead to criminal activity and social disorder. A coordinated and informed approach will serve Red Deerians well, and The City of Red Deer has an ongoing leadership function toward that goal.

Recommendation:

It is recommended that Council receive the Community Safety Strategy as a planning tool for community safety and direct Administration to develop an implementation plan for consideration by Council.



TOWARD A VISION FOR A SAFE RED DEER

The Community Safety Ad Hoc Committee

COMMUNITY SAFETY STRATEGY
SEPTEMBER 2016

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APPENDICES

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ACKNOWLEDGEMENTS

The Community Safety Ad Hoc Committee thanks the community for their valuable input and recognizes the amazing work related to community safety in Red Deer, past and present. They also acknowledge the support and assistance received from several municipalities within Alberta and across the country, including REACH Edmonton, The Crime Prevention Department—Grande Prairie, Building Partnerships to Prevent Crime—Regina, The City of Prince Albert, and the Waterloo Region Crime Prevention Council.

City Staff supporting the Community Safety Ad Hoc Committee

Darlene Wilson
Scott Cameron
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EXECUTIVE SUMMARY

1. EXECUTIVE SUMMARY

A community's safety and well-being are of paramount importance.

In 2014 Red Deer City Council convened the Community Safety Ad Hoc Committee to develop the first local strategy for community safety and crime prevention. Although a coordinated community-driven safety strategy is a new initiative for Red Deer, efforts related to community safety are underway across Canada and worldwide, as municipalities seek best practices to meet changing local needs. The primary goal of a community safety strategy in Red Deer was to bring individuals, agencies and organizations together in an atmosphere of support to build on existing community assets while recognizing the challenges that cannot be solved in isolation.

This report represents almost two years of dedicated effort by the Community Safety Ad Hoc Committee and offers a collective view of what is going well in Red Deer, what needs to improve, and recommendations for what should be done moving forward. The report captures community feedback, significant local data, and research on effective principles of practices in community safety and crime prevention. As per the Committee's mandate, it proposes potential roles and responsibilities for implementing the strategy in terms of actions, governance, and funding. The resulting Community Safety Strategic Report is an actionable, strategic planning document that provides both a background on the community and a sound basis for implementing sustainable solutions for community safety in Red Deer.

There are many views as to what prevents crime and what makes a community safe. Amongst these is the strategy of municipal policy making and implementation, including increased policing, to create a safer community. Figure 1 shows the shift in mindset—from the belief in “policing” as the answer to community safety issues—to a broader understanding of the full spectrum approach necessary to address community safety issues over time.

WHAT MAKES A COMMUNITY SAFE?

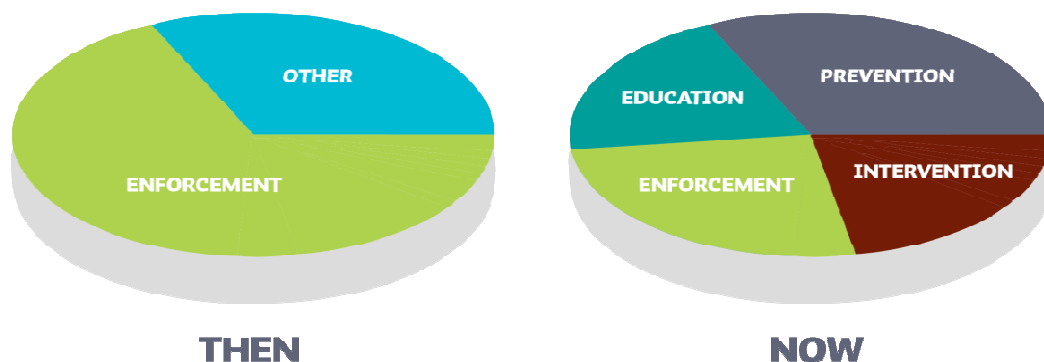


Figure 1: What makes a Community Safe: Shift in Mindset¹

Policing and enforcement are, without question, crucial components of community safety. But a vision for safety—where *we live, work, learn and play in a safe and secure community and contribute to the actual and perceived safety and security of ourselves and others*—cannot simply be legislated or enforced. The complex and layered nature of crime and safety issues requires a renewed understanding and a coordinated effort in response. The search for solutions demands deeper explanations and recognizes that it will take more than policy and policing to promote safety and reduce crime over time. Broad-based strategies that include education, prevention, and intervention have proven to successfully complement enforcement measures toward this safety goal. A community working together to identify and meet its needs in each of these focus areas is well-positioned to succeed and reach their vision of community safety.

There is motivation for a change to the current approach to community safety in Red Deer—a realization that conventional approaches to community safety are disconnected and therefore limited in their success. This realization is not unique to Red Deer. There is a shift necessary for a balanced and sustainable approach to community safety. Significantly, this report acknowledges:

- A. Community safety is much more than just policing and enforcement. Police have communicated clearly that they cannot “do it alone.” Demands on traditional enforcement and the context in which police work has changed, and challenges and opportunities have emerged that demand new partnerships to most effectively respond to existing and emerging issues.
- B. Success within this strategy requires Red Deerians to embrace a full spectrum approach to community safety. This necessitates adequate attention to each of the focus areas identified in Red Deer’s community safety strategy—education, prevention, intervention, and enforcement.
- C. Prevention is recognized as a key focus area for the overall well-being and safety of a community. This includes continued support for a multiplicity of preventative initiatives.

¹ The graphs in Figure 1 are intended to show the general shift in mindset, and are not based on any actual calculations or figures.

- D. A vision of community safety requires that each citizen plays a key role in both their own safety and the safety of others. Personal awareness and accountability, rather than looking elsewhere for solutions, emerged as crucial for the sustainability and success of a strategy. Individuals, families, neighbourhoods, organizations, and systems all have a place in this strategy.
- E. Excellent work related to community safety is already happening in Red Deer, and there is a need and desire to maximize the efficiencies and impact of that work. Community participation and a high level of coordination between government and non-government community resources to identify and respond to the needs of the community are essential ingredients for overall success. Success requires the mobilization of local stakeholders and intentional and ongoing public engagement.
- F. Human service professionals are frustrated by ongoing work in silos while not achieving the client outcomes they had hoped for. The proposed Hub is an example of a front-line collaborative network that brings together a web of agencies including police, social workers, educators, public health workers and others to tackle crime before it occurs. The Hub is meant to align community needs, strategies of service agencies, priority outcomes, and resource allocation. It uses social capital, integration of human service delivery, and interconnected strategies for relationship building, learning processes, and measurement and modeling among the participants.
- G. Funding to meet increasing community safety needs is limited, and communities are being called upon to be creative and resourceful in their approach to meet community safety challenges. This strategy shifts the focus from the traditional idea of increased human resources and funding to a reallocation of resources based on outcomes and a better integration of services. Identifying risk and protective factors specific to Red Deer is crucial when planning and funding initiatives.
- H. The City plays a key role in coordinating and convening this imperative community mobilization effort. Working in partnership with the Hub, the proposed Centre of Responsibility takes a systems level approach to community safety to identify existing gaps and possibilities moving forward. Strong leadership, common vision, and effective collaboration create the surest path to reach our community safety goals.

The resulting shift in mindset is part of a community safety movement—a more coordinated community effort with safety and well-being as everyone's responsibility.



TOWARD A VISION FOR A SAFE RED DEER

QUICK REFERENCE

SAFETY VISION

We live, work, learn and play in a safe and secure community and contribute to the actual and perceived safety and security of ourselves and others.

STRATEGY MISSION

To inspire citizen engagement and coordinated action to strengthen and sustain community safety in Red Deer through education, prevention, intervention, and enforcement.

FOCUS AREAS

Education: Initiatives designed to increase awareness, understanding, accountability, and action.

Prevention: Proactive initiatives designed to encourage safety and reduce harmful behaviors.

Intervention: Initiatives designed to respond to existing harmful behaviors.

Enforcement: Actions designed to respond to criminal activity and minimize the effects of crime.

STRATEGIC DIRECTIONS & RECOMMENDED ACTIONS



LEAD THE WAY

1. Bring together multiple stakeholders in a collaborative environment to transform current thinking and practices regarding community safety, and articulate roles and responsibilities.
2. Continue to partner with the RCMP to maximize and leverage their information and expertise.
3. Educate on the shared responsibility for community safety across the spectrum, including prevention, intervention and enforcement efforts and initiatives. Promote a sense of renewed citizenship, and an opportunity for community leadership.
4. Use short, frequent, streamlined messages regarding safety and safety-related roles and responsibilities. Create awareness via common messaging focused on perceptions of crime, crime prevention initiatives, and policing efforts.
5. Provide local schools with community safety tools.



FORM A COLLABORATIVE

to effectively and efficiently deal with community safety issues.

6. Convene a collaborative risk-intervention process known as a Hub. Ongoing leadership will be situationally-determined.

7. Create and sustain a Centre of Responsibility (COR) to serve as the steward of community safety in Red Deer.

8. Continue membership in the Canadian Municipal Crime Prevention Network. This network brings together municipal leaders nationwide in crime prevention to strengthen community safety potential.



Identify and address the **ROOT CAUSES** of community safety concerns including identifying local risk factors.

9. Identify priority risk factors for Red Deer to address the root causes of crime and safety issues.

10. Commit funding for research and analysis of data related to community safety.



Focus on the **PERSONAL INVESTMENT & SOCIAL CONNECTION**

components of community safety.

11. Foster a culture where Red Deerians are aware of their roles in a safe community and are encouraged to find ways they can implement the strategy in their daily lives.
12. Invest in initiatives with multiple reinforcing strategies to promote neighbourhood capacity building and connection.
13. Continue current initiatives that support and strengthen families and neighbourhoods.



Focus on **DOWNTOWN**

14. Dedicate resources to community safety in the Downtown, recognizing it is a space for all citizens to share.
15. Explore a more visible police presence in the Downtown across the spectrum of community safety, including education, prevention, intervention, and enforcement within the context of existing Downtown RCMP strategies and the Annual Policing Plan.



GOVERNANCE & FUNDING

16. Dedicate staff resources to provide coordination, facilitation, research and data analysis necessary for success.

17. Allow the COR to establish funding priorities, guidelines, and outcomes for the successful implementation of this strategy.

18. Transfer existing City resources for community safety to COR to be incorporated into the new funding guidelines and outcomes.



INTRODUCTION

2. INTRODUCTION

Red Deer is a city of approximately 100,000 people, located in Central Alberta, midway between the major cities of Edmonton and Calgary. Alberta's busiest highway, the Queen Elizabeth II (QE II) Highway, runs through the region and connects Red Deer to Edmonton and Calgary. The economy is based on the oil & gas industry, agriculture, manufacturing, tourism, petrochemicals, and transportation.

Community safety has been consistently recognized as one of the most important issues to Red Deer City Council. The genesis for the development of a community safety plan rests within [Red Deer City Council's Strategic Direction \(2012-2014\)](#) and the establishment of a Safety Charter, the goal of which is to enable and promote a safer community. Within that safety mandate, the [Community Safety Ad-Hoc Committee](#) was established by City Council in 2014 to engage the community in the development of a safety initiative that has a community wide context and positive influence. Committee members were chosen to represent multiple sectors, including education, business, justice, health, and youth, and were asked to integrate their own expertise and experience in their mandate (Appendix A: Committee Members). Guided by Council's Vision, Principles and Goals, and in alignment with the continuum of prevention, education, intervention and enforcement, City Council asked for:

1. A strategic plan for crime prevention and community safety,
2. A funding model and distribution process that supports community safety investments that align with the established vision, principles and goals and improve the quality of life of individuals and the community, and
3. A governance structure and policy document for a Red Deer community based crime prevention and community safety "arm's length" model.

The Committee was also asked to:

4. Increase community safety in Red Deer by identifying and fostering coordination and collaboration of community services that address the root causes of crime and social disorder, fosters community involvement, leadership and ownership.
5. Engage citizens and diverse voices in taking responsibility for crime prevention and community safety.²

In January 2015, given Council's direction, the Committee began assembling the necessary processes and elements for a solid community safety plan. Key to this process was the clarification of potential City roles and responsibilities related to community safety. To ensure the successful formation and implementation of the strategy, the Committee identified five key principles:

Clarity. The strategy should be concise, offering specific and clear language.

Root Causes. The strategy should address the underlying causes of community safety issues.

Pragmatic. The strategy should be realistic and attainable.

Community-based. The strategy should involve and engage the community.

Evidence-based. The strategy should be based on and encourage the use of data/evidence.

The Committee also believed that a successful strategy must be adaptive, offering a set of navigational tools to deal with the complex and unpredictable nature of today's physical and social systems. Each navigation tool (e.g. principles, vision, and strategic directions) offers an approach to the themes related to community safety. These tools allow us to activate the strategy in practical ways. Notably, community conversations revealed a concern that an overly prescriptive strategy might sit on a shelf and be of no use to the municipality or its citizens.

Overall, the challenge of developing and implementing a strategy involves creating a balance between the following considerations:

- What do we have "right" that is working?
- What can we borrow/replicate from elsewhere that has shown good results?
- What needs tweaking/adapting to suit our needs?
- What new or innovative idea/initiative do we need?
- Who will be responsible for this strategy?

² Community Safety Ad Hoc Committee Terms of Reference



VISION AND MISSION

3. VISION AND MISSION

Safety is one of ten community goals in the [Social Policy Framework](#) (SPF), a collaborative document approved by Red Deer City Council in September 2015. The SPF provides a framework to guide the City toward determining community needs from a social perspective. It also clarifies the City's roles and responsibilities in a number of projects in order to coordinate efforts with community organizations to both achieve and remain accountable to a set of community goals (Appendix B: Social Policy Framework).

The SPF states the vision for safety in Red Deer as:

We live, work, learn and play in a safe and secure community and contribute to the actual and perceived safety and security of ourselves and others.

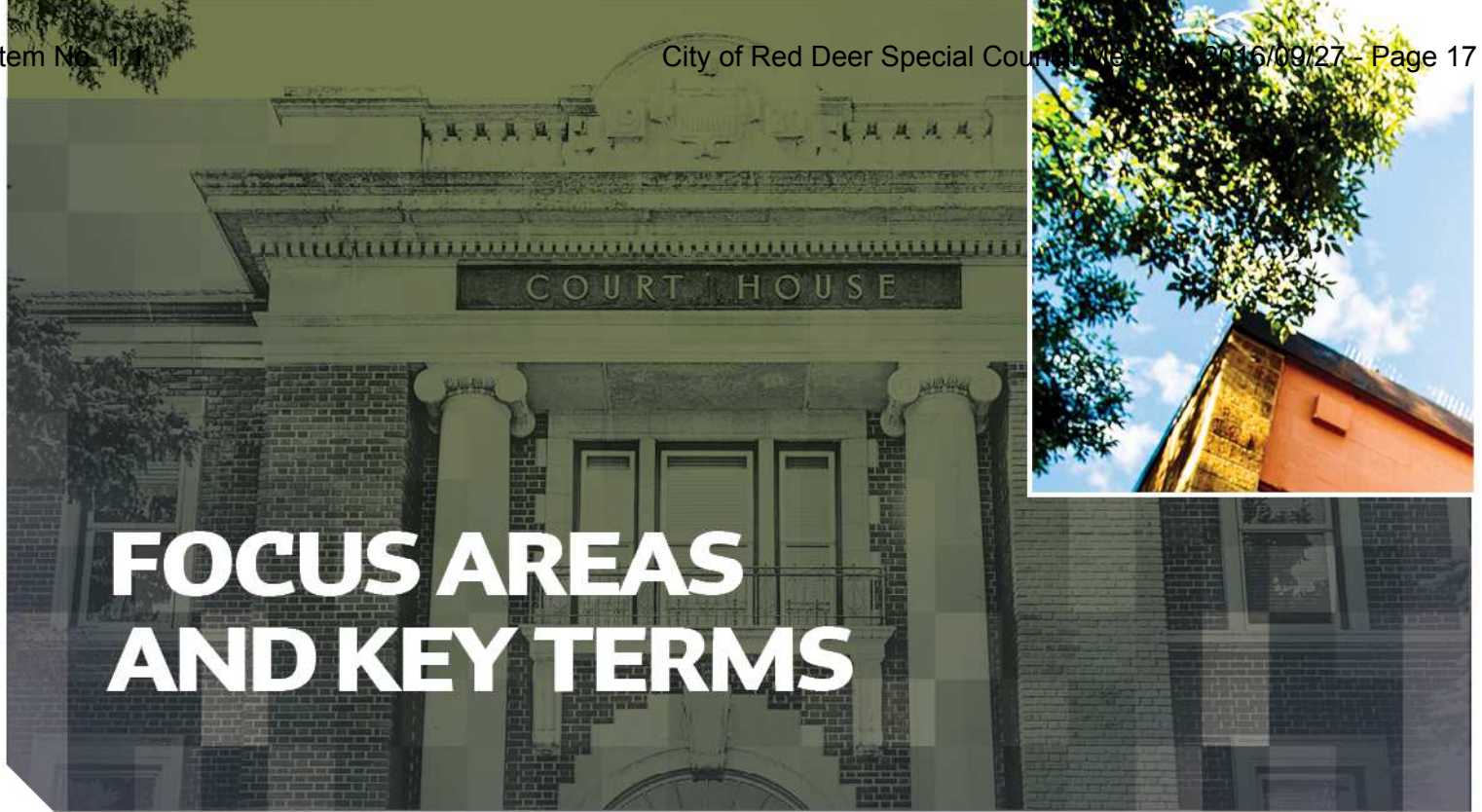
Safety and security are closely interrelated concepts that pertain to protection of lives and assets. Security is the broader concept that involves having the infrastructure (both physical and social) in place creating the context for safety. Safety is the experience of being free from risk of harm, and the knowledge and preparation to deal with risk when it arises.

The mission of the strategy is:

To inspire citizen engagement and coordinated action to strengthen and sustain community safety in Red Deer through education, prevention, intervention, and enforcement.

Good strategies are not only grounded in reality, but also constitute an argument that makes people want to change the way they do things.

John Corleto, 2nd Road



4. FOCUS AREAS & KEY TERMS

Research continually highlighted that most community safety plans and crime prevention strategies had common features or areas of focus—the importance of education, prevention, intervention, and enforcement. Education was seen as a “binding component” that connected the other features. Together, these four features are recognized as part of the City of Red Deer’s Community Safety Model and were confirmed by community groups, stakeholders, and residents as key focus areas for a community safety plan. Together they allow us to identify assets, roles and responsibilities, as well as inform funding for safety initiatives. The definitions for education, prevention, intervention, and enforcement were developed through an iterative public consultative process. The definitions for public, community members, and stakeholders are part of the City of Red Deer’s Public Participation Toolbox.³

Focus Areas

Education: Initiatives designed to increase awareness, understanding, accountability, and action.

Prevention: Proactive initiatives designed to encourage safety and reduce harmful behaviors.

Intervention: Initiatives designed to respond to existing harmful behaviors.

Enforcement: Actions designed to respond to criminal activity and minimize the effects of crime.

³ The City of Red Deer’s Public Participation Toolbox For Local Government Staff, April 2015

Key Terms

Community Members are members of the general public, who live, work, learn, and play in Red Deer—while recognizing that there are business owners and landowners who may not reside in the City but also deserve opportunities for input.

Crime Prevention Through Environmental Design (CPTED) dissuades criminal activity and increases perceived safety through the proper design, use and maintenance of the built physical environment.

Crime Prevention Through Social Development (CPSD) is a long-term crime prevention approach that seeks to reduce the number of offenders through a greater focus on community and social development. It addresses the social factors that underlie crime.

Evidence Based Crime Prevention (EBCP) is an evidence-based approach that typically refers to programs and practices that are proven to be effective through sound research methodology and have produced consistently positive patterns of results.

(The) *Public* is any individual or group of individuals, organizations, or political entities with an interest in the outcome of a decision.

Situational Crime Prevention (SCP) aims to reduce the number of opportunities for crime to take place.

Social Capital is the networks of relationships among people who live and work in a particular society, enabling that society to function effectively.

Stakeholders refer to anyone who represents a group or association with shared interests.



APPROACH TO COMMUNITY SAFETY

5. APPROACH TO COMMUNITY SAFETY

Integral to the development of a community safety strategy is a clear understanding of ‘community safety’ itself. A key purpose of reviewing literature on community safety and crime prevention was to explore the broad range of topics and perspectives contained within the concept of community safety, provide a common understanding of the Committee’s scope moving forward, and choose the best practices and processes for developing a strategy. The key findings, which shaped the approach to community safety, follow.

The strategy should be community safety focused, rather than crime prevention focused. Significantly, research and community feedback affirmed the clarification of this strategy as community safety focused—and crime prevention was acknowledged as an important component of community safety. Recently the concept of ‘community safety’ has replaced ‘crime prevention,’ and ‘community safety’ can be defined as broader threats to the security and safety of the public which arise from criminal activity and related problems, and must be tackled in a sustainable and holistic manner that empowers local communities⁴. Community safety has also been linked to crime reduction. The International Centre for the Prevention of Crime (2010) suggests the focus should not only be on crime reduction, but on how this can be used to maintain and reinforce social cohesion of communities themselves to collectively act and to improve their quality of life.

There are interconnected systems to consider in a community safety strategy. From the outset the Committee deemed it important to identify who would be served by a community safety plan. There

⁴ Pain discussed this differentiation in *Place, social relations and the fear of crime: a review*, 2000.

was strong support for a model that maintained individuals at the center of the plan and incorporated the notion of interconnected systems radiating from the plan. Notably, the resulting strategy focuses on the essential integrated and collaborative nature of the system in meeting and responding to the challenge of community safety issues (See Figure 2).

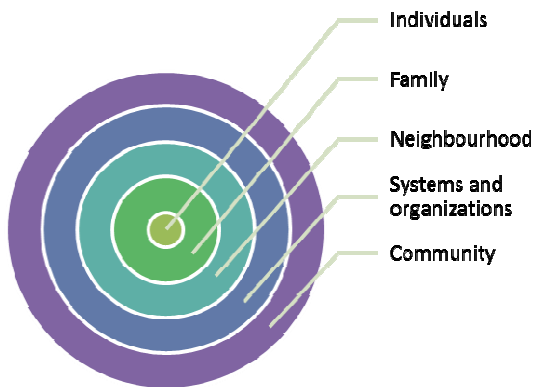


Figure 2: Interconnected Systems

Community safety is part of a bigger picture. Community safety is one piece of a much larger picture of overall community vitality and well-being. It is difficult to isolate safety from other community goals, such as health and basic needs, housing, resilience, social and cultural diversity, poverty prevention/reduction, and so on. There has been significant work to date in Red Deer across the spectrum of community safety, including initiatives in education, prevention, intervention, and enforcement. Examples include:

- *Education:* RCMP (Community Resource Officer), Central Alberta Crime Prevention Centre (crime prevention awareness initiatives)
- *Prevention:* FCSS community development initiatives - Downtown Community Development Committee; FCSS funded projects - Big Brothers Big Sisters, Vantage Community Services Drop-in Counseling; City recreational programming
- *Intervention:* Police and Crisis Team (PACT—RCMP), Central Alberta Women's Emergency Shelter (CAWES)
- *Enforcement:* RCMP, including Community Police Officers, Bylaw enforcement

A multi-disciplinary approach recognizes that community safety can be achieved in a number of ways. Traditionally, police are held responsible for addressing a wide array of social problems that affect public safety, and tasked with both understanding the social conditions that give rise to them and meeting the legal requirements for responding to them. In addition to being seen as the agency of first call when a crime is committed, they are called upon to handle a wide array of other situations in which something has gone wrong—matters that do not clearly fall within the scope of others and where an immediate response is required. To a large extent, problems become police responsibilities when other formal and informal social mechanisms for controlling them have failed; when some degree of coercive authority is deemed necessary for control (Bittner, 1970). Historically, this has left the police in a reactive posture, their role defined largely by the default of others in adequately addressing issues.⁵

The United Nations Guidelines for the Prevention of Crime (2002) suggests four basic approaches to crime prevention, including: crime prevention through social development; locally based crime

⁵ As presented in the *Handbook of Crime Prevention and Community Safety*, 2005, p.385.

prevention, or “community prevention;” situational crime prevention; and reduction of recidivism.⁶ When implemented alongside traditional law enforcement, policing models and justice systems, these strategies can improve community safety and reduce crime as a whole. It is important to recognize that each strategy requires a different term of investment (short term versus longer term) yet all can contribute toward the overall goal of community safety.

- *Crime Prevention through Social Development (CPSD)* focuses on creating a culture of safety, enhancing the engagement of the whole community by specifically targeting the risk factors associated with crime and victimization. In doing so it addresses the causes or factors that influence crime, rather than the symptoms. CPSD is a long-term crime prevention approach that seeks to reduce the number of offenders through a greater focus on the shared responsibility to create and maintain safe communities. Social development is recognized as the best way to keep risks from emerging in the first place, and threatening the safety of community; but social development is a challenging and long-term investment.⁷
- *Community or locally-based crime prevention programs* work to increase the sense of safety and security of the residents to respond to community concerns and crime problems affecting the population and to increase the services and social capital or social cohesion in the community. Research shows that community-based approaches to crime prevention can have a much greater impact on criminal behaviour than enforcement alone. The wide variety of stakeholders involved results in a vast range of responses to criminal behaviour, community safety and cohesion issues. By taking joint action that brings in expertise and insights from all corners of the community, there is much greater potential for long-term, sustainable solutions. This broad-based support and mobilization of resources from across the community means that everyone has a stake in achieving results and feels pride in the efforts they undertake. This broad base of support makes the initiatives much more likely to be sustained over the longer term.⁸
- *Situational Crime Prevention (SCP)* identifies situational problems associated with a specific combination of people, a specific location or an event, or any combination thereof, and resolves or prevents the immediate problem. SCP lends itself to strong evaluation methods and relatively quick results. Crime Prevention through Environmental Design (CPTED) is recognized as prevention through situational measures, as it discourages criminal activity and increases perceived safety through the proper design, use and maintenance of the built physical environment.

Community safety is linked to identifying and addressing risk and protective factors. Factors that lead to crime often go beyond the individual to the heart of the community. Risk and protective factors can be grouped into five categories: individual, family, peer group, school, and community factors (Appendix C: Risk and Protective Factors). By focusing on building and improving protective factors and decreasing risk factors Red Deerians can create healthier, stronger, safer communities and provide required supports and opportunities for individuals, thereby decreasing crime to a considerable degree.

Risk Factors are negative influences in the lives of individuals or a community. These may increase the presence of crime, victimization or fear of crime in a community and may also increase the likelihood that individuals engage in crime or become victims. Research indicates that many risk factors combine to make the probability of crime, victimization, and fear of crime more likely, and that no one variable should be considered in isolation. Risk factors might include age, gender, social exclusion, poverty,

⁶ From *Crime prevention and community safety: Trends and perspectives*, International Centre for the Prevention of Crime, 2010.

⁷ *New Directions in Community Safety* (2014) offers a framework for planning for community safety and well-being.

⁸ Current examples are located in *Why Community-Based Crime Prevention Works*, Crime Prevention Ottawa.

unemployment, family violence, parenting, negative peer influence, difficulty in school, substance abuse, and others. These risk factors point the importance of prevention and early intervention in the lives of our children; such activities must be considered part of any comprehensive community safety and crime prevention agenda.

Protective Factors are positive influences that can improve the lives of individuals or the safety of a community. These may decrease the likelihood that individuals engage in crime or become victims. Building on existing protective factors makes individuals and communities stronger and better able to counteract risk factors. When considering what actually prevents crime, and in turn promotes a safer community, research points to identifying risk and protective factors, vulnerable groups, and then targeting work in these areas. Alberta's crime prevention strategy addresses the factors known to contribute directly to crime. Through targeted programming, the aim is to reduce risk factors and promote protective factors by engaging community groups, grassroots groups, police officers, and other stakeholders to create safe and thriving communities.⁹

The Institute for the Prevention of Crime advocates: "There is significant and growing evidence that crime, victimization and fear of crime can be prevented. This evidence demonstrates that properly focused and well-designed prevention initiatives can reduce levels of crime and victimization, and increase the safety and well-being of our communities."¹⁰ [Smarter Crime Control for Canada](#) also stresses the cost benefits of pre-crime prevention. Figure 3: Trent's Trajectory (next page) is an illustrative example of prevention/intervention costs versus enforcement costs in a young person's life.¹¹

⁹ [Crime Prevention](#), 2016 Alberta Justice and Solicitor General (website)

¹⁰ Institute for the Prevention of Crime—Making Cities Safer: International Strategies and Practices, 2008

¹¹ For Council viewing only; used with permission from Waterloo Region Crime Prevention Council, May 12, 2016



Figure 3: Trent's Trajectory

[Evidence-based crime prevention](#) (EBCP) supports using programs that have been successful and not using programs that have been found to be unsuccessful. Overall, an evidence-based approach typically refers to programs and practices that are proven to be effective through sound research methodology and have produced consistently positive patterns of results.¹² From this perspective, EBCP ensures that the best available evidence is considered in the decision to develop and implement a program or policy designed to prevent or reduce crime. It also ensures that public funds are spent on programs that actually work and allows decision makers to determine where funding should be allocated. Evaluation is a key component that should be built into all programs so that effectiveness can be assessed. Actions should be targeted, and based on a problem-solving approach. Innovation and creativity in new program development should consider lessons learned from successful programming.

How are others approaching community safety and crime prevention?

The Committee considered the plans, processes, and strategies of other similar-sized municipalities or regions, doing similar work, or with a similar geographical focus. While there are many excellent programs and initiatives in place in Alberta, there is not a consistent approach to community safety and/or crime prevention within the province. There are a growing number of municipalities nationwide with community safety and crime prevention research experience, as well as practical experience implementing what works. Communities have recognized the serious impact of crime and are taking steps—many of them through concerted, deliberate, and comprehensive plans—to prevent and reduce crime and improve safety in their communities.

[New Directions in Community Safety](#) offers lessons learned in planning for community safety and well-being. These recommendations revolve around five principles that originate from research, experience and learnings about what works in community safety, from all over the world. For best success, all decisions made in the name of community safety should adhere to these five principles, recommending:

1. Commitment at the highest level.
2. Collaboration and partnerships. This includes all government offices, human services agencies, community based organizations, businesses, neighbourhood groups, families, and individuals. It is multi-sectoral, multidisciplinary, and it requires full transparency as everyone shares responsibility for the common good.
3. Risk focused. If we want to make everyone safer (and healthier), then we have to begin to identify risks, threats, or hazards to safety and well-being.
4. Asset based. Every community is full of assets that can be productively mobilized to achieve safety and well-being. A community asset is anything that can be used to improve the quality of community life.
5. Measureable outcomes. In a good community safety plan, outcomes will be observable and measurable.

There is also international support for key elements of effective community safety and crime prevention strategies. Both the United Nations' Guidelines for the Prevention of Crime (2002) and the World Health Organization's Report on Violence and Health (2004) identify the need for accountability, leadership, collaboration, targeted actions, evidence and information, and local initiatives.¹³

The following list shows a range of responses to community safety and crime prevention examined by the Committee, and offers insight into possible actions, governance, and funding opportunities.

¹² Evidence-based crime prevention is discussed in this 2007 Public Safety Canada document.

¹³ As in *Keeping Communities Safe—Report and Recommendations*, p. 36, 2007

Edmonton: [REACH Edmonton Council for Safe Communities](#) is a community-based coordinating council working to make Edmonton a safer city in one generation by focusing on crime prevention initiatives. As a backbone organization, REACH provides overall strategic direction with stakeholders; facilitates dialogue between partners; manages data collection and analysis; handles communications; coordinates community outreach; and mobilizes funding. REACH works with organizations, agencies, community groups and individual Edmontonians—bringing them together to realize their innovative ideas for crime prevention.

Grande Prairie: The City of Grande Prairie's [Crime Prevention Department](#) is committed to educating and inspiring individuals and communities to recognize, address and reduce crime, making Grande Prairie a safer place to live. Specifically, Crime Prevention is dedicated to reducing the rate of crime through proactive, preventative measures by recognition from all orders of Government. SafeGrowth training (described in Section 9) is part of the municipality's approach to community safety and crime prevention. The Department is responsible for a number of [ongoing programs](#) in the Grande Prairie Area designed to facilitate greater community involvement in the crime prevention process.

Ottawa: Set up in 2005, Crime Prevention Ottawa (CPO) brings together the City of Ottawa, the Ottawa Police Service, the United Way, the Children's Aid Society of Ottawa and four school boards. The Board of Directors is made up of 12 members and is both representative of the founding institutions and of the community at large. The mission of CPO is to contribute to crime reduction and enhanced community safety in Ottawa through collaborative, evidence-based crime prevention. It is responsible to develop a community-wide strategic plan in this regard. A Community Forum provides feedback and advice.

Prince Albert: [The Hub and COR](#)—The Hub is a multi-agency Community Mobilization movement based on the lessons learned from recent research completed in Glasgow, Scotland. The Prince Albert Hub is not a policing model; it is one part of a Community Safety model designed to improve a much broader set of social outcomes, including reducing crime, violence and victimization. As such, this is a model in which policing has a vital role to play, alongside others, and from which policing has much to gain. The Hub is a twice-weekly, 90-minute discussion amongst front line professionals representing multiple human service disciplines serving the city of Prince Albert and its surrounding feeder communities, many of which extend well into northern Saskatchewan. The Hub itself is inherently risk-driven, and lends itself to both secondary and tertiary efforts of prevention. The focus of these meetings is to identify complex risks of individuals or families that cannot be addressed by a single agency alone.

The Centre of Responsibility (COR) is the component whose focus is on the broader notion of community safety and wellness and with an eye towards longer-term community goals and initiatives. COR is staffed by several full time sectoral specialists, as well as qualified analysts, administrative support and an Executive Director. Working together, the multi-disciplinary COR team seeks to analyze trends, measure and report on progress and outcomes achieved across the communities served by the PA Hub, and to identify and propose opportunities and recommendations for systemic changes and actions in the Prince Albert region and/or at the provincial level.

Regina: Regina Police Service and the City's Department of Community Social Development have used Crime Prevention Through Environmental Design (CPTED) to increase community engagement with neighbourhood improvement and crime prevention. In two high-crime neighbourhoods, the Regina Police Service has trained the members of two community associations in CPTED. After this training, residents are put into teams with people with CPTED expertise and asked to conduct safety audits in their communities. CPTED audits are a good way to start mobilizing communities. Residents can easily

understand the process and their input into the audits is very important. The audits enable them to learn what is going on in their neighbourhoods and to identify areas of concern.

Saskatoon: The City of Saskatoon has adopted and is applying the principles of Crime Prevention Through Environmental Design (CPTED) to ensure a process of safe growth in the city. The city has embedded safety as a fundamental value in the [Official Community Plan \(OCP\)](#) and identified a set of CPTED principles to achieve this. These principles are applied to most civic structures, facilities and developments. As well, and similar to Prince Albert, the new Centre of Responsibility (COR) and the recently launched [Saskatoon Hub](#) make up Community Mobilization Saskatoon, a collaborative approach for addressing community safety and wellness. Community Mobilization Saskatoon consists of the ministries of Corrections and Policing and Social Services, the Saskatoon Regional Intersectoral Committee, RCMP, the City of Saskatoon, the Saskatoon Health Region, the Saskatoon Tribal Council, Greater Saskatoon Catholic Schools, Saskatoon Public Schools, the Safe Streets Commission, United Way, the Saskatoon Police Service and Saskatoon Crisis Intervention Services. Expansion of the CORs and Hubs is part of the Building Partnerships to Reduce Crime initiative, which is a key component of the Government of Saskatchewan's Child and Family Agenda.

Waterloo Regional Municipality: The [Waterloo Region Crime Prevention Council](#) was established in 1993. It is a division of the Regional Chair's Office and aims to "increase community safety by making crime prevention everyone's responsibility". It brings together 39 members representing municipalities, police line agencies, community organizations, citizens, etc. The Council provides connections between the partners and focuses on communication, public education, partnership building and evidence-based problem solving. The Region provides core funding for the Council, allowing for additional corporate sponsorships. A team of six professionals is in charge of developing, coordinating and implementing the work programme and priorities. Among them, the Executive Director plays a key role in relation to strategic planning, political interface, liaison with stakeholders and resource mobilization.

Wood Buffalo (Fort McMurray and area): [Wood Buffalo's Crime Prevention and Reduction Plan](#) advocates a planning and prevention process for the Regional Municipality of Wood Buffalo called SafeGrowth. The plan suggests relying only on crime prevention programs from theory will not solve problems, and that a holistic approach for more productive urban design and planning is necessary. The six steps to SafeGrowth are designed to give community groups and service providers, such as the city and police, the opportunity to develop sustainable neighbourhood capacity while creating solutions for local public safety concerns.

Red Deer is currently part of a Canadian Municipal Network on Crime Prevention that brings together municipal leaders in crime prevention. Waterloo Region co-chairs this network with the City of Montreal (see Appendix D: Canadian Municipal Network on Crime Prevention).



PROCESS FOR DEVELOPING A COMMUNITY SAFETY PLAN

6. PROCESS FOR DEVELOPING A COMMUNITY SAFETY PLAN

The first step toward the success of a community safety plan is commitment at the highest level, beginning with the Mayor and Council declaring safety and well-being a priority, and calling for a collaboratively developed safety plan.¹⁴ Following this, active engagement and participation by the community is crucial to identify and respond to local safety issues and problems. The Safer Communities Approach suggests that “the community is the focal point of effective crime prevention; the community needs to identify and respond to both short and long term needs; crime prevention efforts should bring together individuals from a range of sectors to tackle crime; and strategies for preventing crime should be supported by the whole community.”¹⁵ [The Experience of Homelessness in Red Deer: An Ethnographic Perspective](#) recommends collaboration and communal engagement as two possible areas that “focus on a proactive approach that aims to encourage a broader community accountability and responsibility for creating a future that works to enable flourishing of all members of the community.”¹⁶

Amongst many, four key resources informed the strategic process.

First, the [STAR Community Rating System](#) (2014) includes a component focusing on Health & Safety, with the first action at the community level to conduct a survey of community perceptions of safety recognizing that some crimes are not reported and to illuminate safety issues that need to be addressed (*Sustainability Tool for Assessing and Rating Communities).

¹⁴ *New Directions in Community Safety*, 2014

¹⁵ *The Safer Communities Approach* aims to address the complex nature of community safety issues through integrating a range of physical, social and institutional measures.

¹⁶ From *The Experience of Homelessness in Red Deer: An Ethnographic Perspective*, 2015, p.80

Second, Public Safety Canada's [Guide for Selecting an Effective Crime Prevention Program](#) (2015) suggests the first step in the selecting an effective crime prevention program is the development of a local portrait/diagnostic, or an environmental scan. Key components include an overview of the issues and an inventory of resources and programs in place in the community.

Third, [New Directions in Community Safety: A Framework for Planning...Community Safety and Well-being](#) recommends that a safety plan contains community background, priorities, outcomes, strategies, and performance measurement.

Lastly, [The Safer Communities Approach](#) suggests five stages in the community safety process, including: creating a community partnership structure; information gathering, community consultation and involvement; developing a plan (data analysis and action planning); moving from words to action: implementation; and monitoring and evaluation.

Given their mandate from City Council, the Committee's process in developing a community safety plan for Red Deer can be summarized in Figure 4: Strategic Process. Some of the latter stages are to be determined and are dependent on eventual governance and funding recommendations.

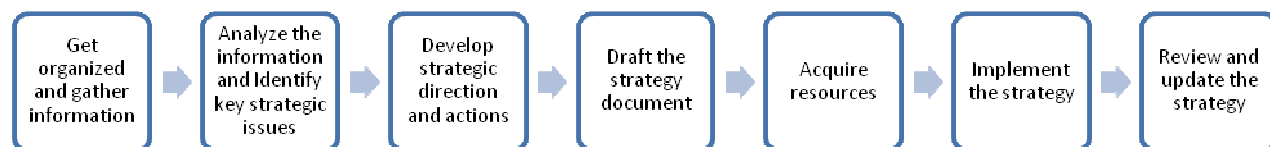


Figure 4: Strategic Process



GATHERING INFORMATION: THE COMMUNITY ENGAGEMENT PROCESS.

7. GATHERING INFORMATION: THE COMMUNITY ENGAGEMENT PROCESS.

A made-in-Red Deer strategy requires ongoing participation and insight from the community. Public participation, combined with technical and administrative expertise (facilitation, research, etc.) and Council and staff direction to develop clarity and direction, offers the best possible community driven solutions.¹⁷ The Department of Justice Canada (1996) recognizes:

- the community is the focal point of effective crime prevention;
- the community needs to identify and respond to both short and long term needs;
- crime prevention efforts should bring together individuals from a range of sectors to tackle crime;
- strategies for preventing crime should be supported by the whole community.

On several occasions over the past five years Red Deerians have responded to questions about crime, safety, and their community. This includes two Perceptions on Crime Surveys in [2011](#) and [2015](#). To complement existing information the Committee moved forward with an environmental scan to collect factual and subjective information on Red Deerians' awareness and perceptions of crime; strengths and weaknesses of the current system; opportunities for growth; and an inventory of resources, roles and responsibilities around community safety. They sought perspectives from the community and organizations currently doing the work, as well as those expected to implement the strategies and actions the plan will ultimately prescribe.

¹⁷ From the *Public Participation Toolbox*, The City Of Red Deer, April 2015

Two key engagement approaches were used from September—November 2015 to gather information and develop a local portrait: a community-wide survey and focus group conversations. This process required dedication and input from the Committee, agencies, organizations, and citizens. In determining who to engage, the Committee considered the following questions:

- Who is interested or concerned about the issue of community safety?
- Who would be affected by the decisions made?
- Who are “experts” or “key informants” on the issue of community safety?
- Who is not likely to participate but would add value if they did? What would it take to engage them?
- What organized groups/networks must be engaged to ensure the work is considered legitimate and the outcomes are accepted?
- How many people should be involved?

The Committee recognized that there are many ways to engage the public within their mandate, which in turn are dependent on several factors and limitations, such as time, cost, goals, etc.

Survey Method. From September 8—30, 2015 a community-wide survey was offered in both online and hard copy (as requested) formats. The survey questionnaire used in the process took input from the Committee and was subsequently refined by Research and Evaluation (Social Planning, City of Red Deer). Assurance was provided to participants that the information was voluntary, confidential, and anonymous, and protected under the Freedom of Information and Protection of Privacy Act (FOIPP). The purpose of the questions was to give the Committee a sense of public perceptions on community safety, who might be (or is) well-placed to do the work in the community and what roles they might play, where gaps might be, and possible issues/concerns. The survey was to be as broad, objective, and accessible to as much of the public as possible, including community members and stakeholders. The purpose was to

- obtain a representative sample from the community to move forward in the formation of a community safety and crime prevention strategy,
- get a sense of how things are at present in Red Deer,
- get a sense of services, trends, issues and influences, and
- detect early signs of opportunities and threats that may influence current and future plans

Overall, 649 survey responses were received. See Appendix E: Survey Data Summary.

Focus Group Method. Throughout November 2015 community stakeholders representing the focus areas of prevention, intervention, education/awareness, and enforcement were invited to Focus Group conversations (Figure 5: Focus Group Conversations). Five sessions were held in various locations across Red Deer, with 54 community members, representing 35 organizations, in attendance. The conversations focused on clarifying key terminology and obtaining a perceptual snapshot of existing City and community efforts. Stakeholders also identified opportunities to start, stop and strengthen efforts related to community safety in Red Deer.

The Committee played a key role in both the data collection and data analysis processes. The depth of their involvement allowed them to identify significant patterns/themes emerging from data obtained during the environmental scan. Technical expertise (Research and Evaluation) was offered to support the group in their work. There was recognition that the ubiquitous nature of data today requires a shift in focus from expertise in data collection to pattern recognition, so that we recognize what data is worth

our attention.¹⁸ Because of their hands-on involvement throughout the process, the Committee was able to use primary sources of information (from the “front lines”) to make decisions and identify emerging themes based on a real-time understanding of what is happening on the ground, in Red Deer.

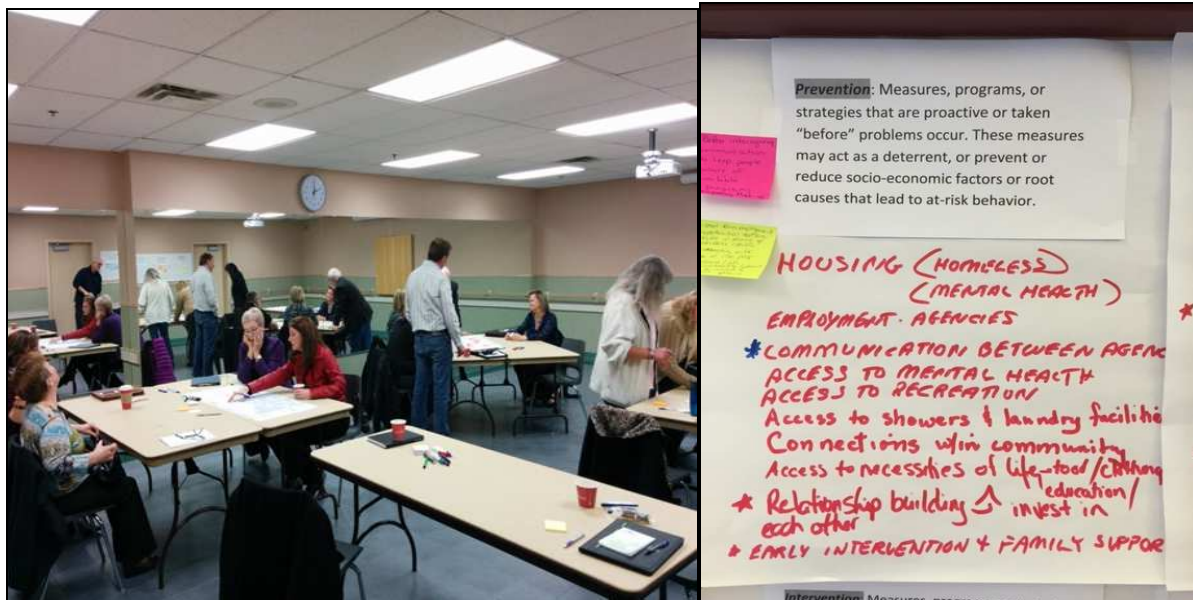


Figure 5: Focus Group Conversations

“...we need the humility to confront the actual conditions in communities and begin where the community is...”

Richard Harwood, Round table on Community Engagement and Collective Impact, 2014

¹⁸ From *The Strategic Plan is Dead. Long Live Strategy*, 2013



WHERE ARE WE NOW? STRATEGIC ISSUES.

8. WHERE ARE WE NOW? STRATEGIC ISSUES.

A community's perception of crime and safety may not always mirror the realities of crime and safety. It is important to understand community perspectives and complement this with statistical information and research on the community, crime, and safety. This data and feedback is most useful for the community itself to understand specific safety issues. Much of this information is contained within this document (See Section 5: Approach to Community Safety). Identifying the assets as well as the issues facing Red Deer is the first step toward developing an effective and appropriate community response. Significant work to-date has been completed within Red Deer's Safety Charter, including the development of

- [The Red Deer Alcohol and Drug Strategy](#) (tool to support evidence-based practices)
 - The [Downtown Community Development Committee](#)
 - A Mental Health Project (A partnership between the RCMP and Primary Care Network, resulting in the Police and Crisis Team; [PACT](#))
 - The [Social Policy Framework](#) (SPF)
 - The Crime Prevention and Policing Study Implementation and Strategy Development
- *Note: This led to the formation of the Ad Hoc Safety Committee.

Examples of other supporting work by The City includes,

- [Systems Framework for Housing and Supports](#)
- [The Experience of Homelessness in Red Deer: An Ethnographic Perspective](#)
- [Greater Downtown Action Plan](#)

- [Great Neighbourhoods Program](#)
- [Small Acts Matter](#) Campaign (FCSS)

Population and Economy. In 2015 Red Deer's population reached 100,807, a 2.2% growth over 2014. In an economic study, The City prepared a low, medium and high-growth scenario for population projections. At a medium annual growth rate of 2.23%, Red Deer can expect to grow to 128,420 by 2020, and reach 175,000 by 2041.¹⁹ The recent economic downturn in Alberta related to falling oil prices has affected Red Deer, and the unemployment rate has climbed from 7.0 to 9.3% in the past year.²⁰

Safe Neighbourhoods. The City of Red Deer's [Neighbourhood Planning and Design Standards](#) (October 2013) help achieve the City's Strategic Plan to "support a healthy, vibrant, and sustainable community". The principle of "Safe Neighbourhoods" outlines that each neighbourhood is designed to promote citizen's health and wellbeing and increase overall neighbourhood safety and social interaction. Streets are designed for pedestrian and cyclist safety. Residents know their neighbours, feel confident to play, walk, cycle, and take transit, use neighbourhood spaces and access community amenities.

Quarterly crime statistics. While crime is just one factor in measuring the overall safety of a community, crime statistics allow an opportunity to analyze the types and severity of crime happening in Red Deer. The RCMP report quarterly crime statistics and this information are supplemented with annual data from Statistics Canada. According to the 2014 crime statistics, the top three documented categories were property crimes, motor vehicle collisions, and crimes against persons. The five year trend from 2011-2015 shows that crimes against persons have continued to decrease slightly each year since 2012, and the numbers for 2015 are the lowest Red Deer has seen in five years. Property crimes have risen slightly. The Statistical Comparison-Year to Date offers insight into Criminal Code offenses and Motor Vehicle Collisions from 2011-2015.²¹

Policing in Red Deer. Red Deer City Council has affirmed safety as a priority in Red Deer. Red Deer is the most populous municipality in Alberta currently patrolled by RCMP. Police in central Alberta are currently dealing with a rising case load and Red Deer members often have caseloads that are almost double those of other RCMP members across the province.²²

RCMP Priorities. The 2016/2017 Annual Policing Plan (APP) focuses on reducing the impact of organized crime, monitoring high risk domestic violence offenders and prolific property offenders, supporting youth, educating the public about fraud, and creating safer roads. The objectives for the APP are made annually in consultation with The City of Red Deer Council and administration, and reflect The City and RCMP's policing priorities. Current RCMP priorities are:

1. Reduce the Impact of Organized Crime
2. Reduce Crimes Against Persons
3. Reduce Property Crime

¹⁹ From The City of Red Deer website: <http://www.reddeer.ca/about-red-deer/population-and-demographics/statistics-and-demographics/>

²⁰ From June 2015 to June 2016, Statistics Canada (3-month moving average): <http://www.statcan.gc.ca/tables-tableaux/sum-som/I01/cst01/lfs05f-eng.htm>

²¹ Red Deer Municipal Detachment statistics: <http://www.reddeer.ca/media/reddeerca/YTD-Crime-Stats---Q3-2015.pdf>

²² The average Alberta RCMP member deals with 95 cases in a year, while in Red Deer the average case load is 175. <http://globalnews.ca/news/2454743/the-public-is-a-little-bit-unnerved-crime-on-the-rise-in-central-alberta/>

4. Prevent and Reduce the Incidents of Crime Involving Youth

5. Traffic Safety

The five tenets of crime reduction that Red Deer RCMP has built their plan on are:

- Identify offenders
- Target hot spots
- Conduct conditions checks
- Develop investigation using intelligence and data analysis
- Reduce crime through proactive enforcement

The RCMP's current Crime Reduction Strategy is a data driven initiative aimed at identifying prolific individuals, places, and types of crime. These targets are determined through crime data analysis and allow specific targets (places, individuals) to be monitored, resulting in a proactive enforcement approach. This collaborative strategy includes monthly meetings of all partners, including: Probation, Parole, Community Policing, all RCMP units, and The Crown.²³

Perceptions of Crime. The Perceptions of Crime Survey 2015: Final Summary Report²⁴ offers a comparison between Red Deerians' perceptions of crime in 2011 and again in 2015. Overall,

- A. Feelings of safety in Red Deer have decreased.
- B. Crime concerns are similar with a larger concern for vehicle theft and reduced concern for illegal drug use/selling and alcohol related crimes.
- C. There is a decrease in respondents reporting crimes and an increase in dissatisfaction among respondents who reported.
- D. The most recognized crime prevention initiative remains Neighbourhood Watch.
- E. Perceptions about police remain mostly unchanged, except an increased desire for more visibility of police.

Community Safety Survey—September 2015. The term 'safety' itself held different meanings to Red Deerians. For some respondents it meant the presence of factors, such as police, people, lighting, cleanliness, knowledge, and a sense of community. For others it meant the absence of factors, such as fear, harassment, graffiti, drugs/addiction/intoxication, loitering, and generalized crime. Key findings from the survey were:

- The community safety/crime issues that respondents are most aware of are illegal substance use, theft, alcohol related problems, vandalism and graffiti.
- 52.5% of respondents indicated that they felt safe in their neighbourhood in general. Feelings of safety decreased at night, particularly downtown and in parks and on trails.
- 53.4% of respondents indicated they had not heard or seen anything that informed them about how to prevent crime in their neighbourhood.
- 71.4% of respondents indicated that safety influences their decision to go out in their neighbourhood.
- The top three recommendations on what citizens can do to protect themselves or their property from crime included avoiding certain people or places, spending time getting to know neighbours, and changing routine or activity.
- CPTED strategies (e.g. improved lighting, sight lines) were commonly recommended.

²³ The RCMP began implementation of this strategy in April 2016.

²⁴ R.A. Maletest conducted a perceptions of crime survey on behalf of The City of Red Deer.

- Respondents recognized that although community safety is the shared responsibility of many citizens, organizations, and systems, there are, however, some organizations that have a higher amount of responsibility and play a larger role in bringing about safety, including the City, the Police and the Judicial System.
- Respondents commonly identified the following priorities in a community safety strategy: the need for increased community awareness and connections (e.g. neighbourhood connections); coordination of agencies and organizations to address root causes; better housing opportunities to deal with homelessness; increased police/police funding; and increased safety Downtown, on trails and in parks.

Focus Group Conversations—November 2015. Five city-wide focus group conversations gave community stakeholders from the focus areas of education, prevention, intervention, and enforcement the opportunity to engage in conversations about key terminology, the current state of affairs in Red Deer, gaps in service, and opportunities. In summary, the community stakeholders:

- Affirmed and refined the key terms education, prevention, intervention, and enforcement;
- Identified the City and the RCMP as having primary roles in community safety;
- Recognized that many community organizations are currently involved in prevention, intervention, and education work, but not enforcement; enforcement was seen as the jurisdiction of the RCMP and Judicial system;
- Demonstrated that the community generally understands the root causes of crime, and can speak to the conditions that put people at a disadvantage and increase vulnerabilities, such as poverty, lack of affordable housing and homelessness, mental health and addiction challenges;
- Offered an inventory of community resources and assets, and noted potential gap areas (See Appendix F: Inventory of Community Assets);
- Recommended what “we” collectively might stop, start, and strengthen, emphasizing opportunities for better communication, collaboration, prioritization, community relationships, and a compassionate awareness of social issues dominated discussions; and
- Provided alternatives for possible governance and funding opportunities for the strategy moving forward.

2016 Citizen Satisfaction Survey: Ipsos Reid. When released in August 2016, the *Citizen Satisfaction Survey* ranked crime as the “highest top of mind issue (28 per cent); however, 87 per cent of respondents were satisfied with the quality of police service.” The *Citizen Satisfaction Survey* was conducted over the phone by Ipsos between July 8 and 31, 2016, with a randomly selected sample of 300 Red Deer residents aged 18 years or older.²⁵

²⁵ This is the eleventh consecutive year The City has participated in the survey.

Strategic Issues

Over the course of several months the Committee engaged in facilitated processes that allowed them to analyze the information, observations, and community feedback and begin to identify trends, themes, and patterns related to community safety in Red Deer. The following key strategic issues emerged (Figure 6: Strategic Issues).²⁶

- 
- A** There is an emotional response to safety.
 - B** People base their decisions on their perceptions of what is or is not safe.
 - C** There is a shared sense of responsibility for safety in Red Deer.
 - D** Clarification of role of the RCMP as a partner in community safety is integral to the success of a community safety and crime prevention plan.
 - E** There is significant concern for the health and basic needs of our vulnerable citizens related to community safety and crime prevention.
 - F** Red Deerians are concerned about safety and crime related issues throughout Red Deer, but particularly Downtown.
 - G** There is limited awareness of crime prevention initiatives in Red Deer.
 - H** Now is the time for action.

Figure 6: Strategic Issues

²⁶ Unless otherwise noted, quoted responses in this section are from the Community Safety Survey completed in September, 2015.

A. There is an emotional response to the topic of safety.

Recent surveys and focus group discussions indicated that Red Deerians agree that the issue of safety is, in increasing measure, a problem throughout Red Deer. There was an expressed desire to live without fear or in fear of others and to have a sense of peace around their streets and neighbourhoods, simply stated as, “I want to trust that I won’t be harmed.” Fear, itself, tends to paralyze, rather than mobilize. In particular, there is a decreased sense of safety at night and a corresponding desire for nighttime intervention. Specifically, Red Deerians are most concerned over vandalism to personal property and safety downtown, on their trails, and in their parks. Figure 7 shows key words from community responses to the question: “What does ‘safety’ or ‘feeling safe’ mean to you?”²⁷

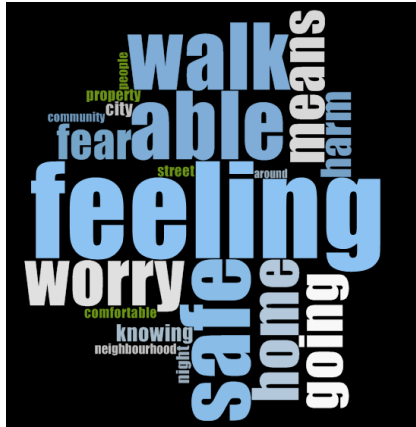


Figure 7: What does ‘safety’ or ‘feeling safe’ mean to you?

The first question of the Community Safety Survey was purposely qualitative, intended to gauge how people experience safety.

B. People base their decisions on their perceptions of what is or is not safe.

An awareness that “safety is more of a feeling than a fact” emerged throughout the most recent community engagement processes. Although it was recognized that perceptions can be skewed, it was also commonly noted that “perceptions shape our realities,” and people make decisions based on these perceptions. Examples of this include choices on whether or not to go downtown, and the idea of feeling safe in my own neighbourhood and less safe elsewhere. The Red Deer Policing Plan: The Way Forward (April 2013) recognizes the power of perceptions: “It can be argued that more important than the apprehension of the criminal is citizen’s perception of safety.”

Both Perceptions of Crime Surveys (2011, 2015) revealed that respondents perceive crime as having increased over the last five years. The 2015 survey results show that:

- 62% of respondents feel that the most important crime concern is increasing property crime,
- 57% of respondents identified the root cause of crime as the sale and use of illegal drugs,
- Over the past five years, respondents are more likely to report that crime has increased city-wide (69%) versus in their own neighbourhood (44%),
- 43% of respondents feel that an increased visibility of police (patrols, etc.) was most commonly cited as a method to make residents feel safer in their neighbourhoods, and
- Drugs are the primary concern downtown.

²⁷ Qualitative data analysis software NVivo was used to create a Word cloud to visually display top responses. This provides a rough snapshot but does not provide context.

“Challenge our community to stand up for itself.”

Focus Group Participant

C. There is a shared sense of responsibility for safety in Red Deer.

Red Deerians expressed both knowledge of and responsibility for their personal and collective safety. There was a sense of the need for renewed citizenship—that all citizens, at all levels, have a part to play in the well-being of the community. They recognized that The City and the RCMP have key roles and responsibilities in community safety but are not solely responsible for safety.

Focus Group conversations identified who is currently involved in community safety programs/initiatives. Gaps were also noted. A complete inventory of resources is available in Appendix F. FCSS programs must be of a preventative nature that enhances the social well-being of individuals and families through promotion or intervention strategies provided at the earliest possible opportunity.

“...clear understanding of rights and responsibilities, working in conjunction with the RCMP, City officials and law enforcers to ensure I’m fully informed and supported when issues occur.”

Community Safety Survey Response

D. Clarification of role of the RCMP as a partner in community safety is integral to the success of a community safety plan.

Community feedback suggests that police and The City are the primary “owners” of safety in Red Deer. Police presence, such as increased street patrols and visibility, emerged as a top priority for “feeling safe.” There is an expressed sense that police have the ability, training, and capacity to “fix” safety issues emerging from anti-social behaviors or mental health concerns. Public sentiment is often “help make this go away,” as more anti-social behaviors affect the average citizen.

Community respondents also recognized the need to “stop the mindset that the police only are responsible for crime issues.” There is also an awareness of the limited resource capacity of police to “fix” anti-social behaviors outside of the Criminal Code. Overall, the public expressed a need to understand the capacity and priorities of the RCMP and to appreciate how the RCMP mandate fits within a community safety plan. There is limited recognition that the traditional approach of responding to issues of crime and social disorder primarily through the lens of policing and criminal justice (enforcement) is unsustainable as the community looks for preventative initiatives and other stakeholders to fill this gap.

E. There is significant concern for the health and basic needs of our vulnerable citizens related to community safety.

Mental health, homelessness, and drug and alcohol addictions were recognized as top concerns for Red Deerians. Community feedback suggested the need to stop criminalizing and stigmatizing those experiencing homelessness and focus on prevention and intervention strategies. The community expects people, especially young people—with addictions, to get treatment so they don’t have to resort to crime to feed their habits. There are limited addiction treatment facilities in Red Deer, including

twenty non-medical detox beds available at Safe Harbour Society for short term stay (7-10 days); five beds are reserved for individuals requiring a longer term. Most people seeking medicalized addictions treatment are sent to Edmonton or Calgary after an application process and wait period. There are also local addictions counseling and support groups available through Alberta Health Services.

Overlapping risk factors related to many of the underlying issues that create the context where crime and harm are more common include poverty, mental illness, and addictions. Lack of affordable housing and housing for those at-risk was commonly cited as a significant concern. The prevention and mitigation of these risk factors would lead to numerous social benefits for all. Many community agencies and organizations were recognized for the tremendous work they are currently doing in these areas.

“The system is fractured—in fact, some would say it’s not really a system at all. Police, the courts, social workers, mental health workers and community agencies are working independently when they should be sharing the same objectives. People are charged and convicted of crimes while their underlying problems of drugs and alcohol addictions and mental illnesses—problems that fuel their criminal activities—are given “band-aid” treatment at best.”

(Findings from Alberta’s Crime Reduction and Safe Communities Task Force, *Keeping Communities Safe: Report and Recommendations*, 2007, p. 40.)

F. Red Deerians are concerned about safety and crime related issues throughout Red Deer, but particularly Downtown.

Increasing concerns related to homelessness, addictions, crime, and prostitution seemed to influence perceptions of personal safety in downtown Red Deer, particularly in the evening hours. Some commonly cited community suggestions to improve perceptions of downtown safety include community policing, graffiti and needle debris removal, art on the sides of buildings, cleanliness of public areas, housing options, and minimizing the number of unoccupied buildings. “In an era of unprecedented change what often anchors a small city is its downtown core. The downtown of a city is a symbol and an emblem of community pride but sometimes the pressures of mall culture, the drift from a resource-based economy to a knowledge-based one and demographic shifts can contribute to a community losing sight of that.”²⁸

G. There is limited awareness of crime prevention initiatives in Red Deer.

Although there is limited citizen knowledge on current or active community safety and crime prevention initiatives in Red Deer, there is a sentiment that “I want to be educated on crime prevention, safety, and what is being done.” In terms of crime prevention initiatives, the Perceptions of Crime Survey 2015 showed that Red Deerians are most aware of Neighbourhood Watch (47%) and Crime Stoppers (12%). The Community Safety 2015 survey confirmed that over half of respondents had not heard or seen anything that informed them about how to prevent crime in your neighbourhood; similarly, less than half of respondents were familiar with any programs focused on community safety and crime prevention in Red Deer. The RCMP, The City, and the Central Alberta Crime Prevention Centre were most commonly recognized as those who should provide this information or programming.

²⁸ Vancouver Island University studied what connects residents to their downtown core:

<https://www.viu.ca/news/vius-cultural-mapping-project-examines-what-connects-residents-their-downtown-core>

H. Now is the time for action.

There is an expressed sense of urgency regarding safety in Red Deer. As tensions around community safety and crime related issues continue to grow, and, correspondingly, the perceived image of the City of Red Deer is at stake, there is an overwhelming sense that now is the time for action. There is a community sense that enough information has been collected over the past years via surveys and conversations, but that little corresponding action has been taken. Systems dealing with social problems related to safety and crime are overloaded, and are looking for real solutions now. Appropriate funding to support such action is required.

"Being organized as a community speaks to the spirit of a community.

If you are well organized you will conduct business in the same way—with a strong sense of responsibility for the well-being of your community. Participants in a large, complex collaboration can build a capacity for finding common ground—and it doesn't have to take years."

David Sawyer & David Ehrlichman, Stanford Social Innovation Review, 2016



WHAT NEEDS TO BE DONE? STRATEGIC DIRECTION.

9. WHAT NEEDS TO BE DONE? STRATEGIC DIRECTION.

If our collective vision is to *live, work, learn and play in a safe and secure community, and contribute to the actual and perceived safety and security of ourselves and others*, what needs to be done, and who should do it? What are the broad-based initiatives that we are already collectively engaged in that are already contributing to community safety in Red Deer? Research suggests that community safety issues emerge from local, specific contexts and thus are rightfully 'owned' at the community level. Communities experience crime problems first hand and thus have valuable knowledge that may be critical to the success of an intervention. Moreover, the long term success and sustainability of positive changes are seen as inextricably linked to the level of community involvement and ownership of strategies."²⁹

Strategic Direction

An effective community safety strategy will require Red Deerians to embrace a full spectrum approach to community safety. Adequate attention to each of the focus areas identified in the strategy, including education, prevention, intervention, and enforcement, is needed. A balance of several approaches to community safety in partnership with a traditional enforcement model is recommended. The strategic planning process revealed several priorities, roles, responsibilities and possible actions toward achieving the vision of community safety in Red Deer (Figure 8: Strategic Direction).

²⁹ International Centre for the Prevention of Crime, 2006



Figure 8: Strategic Direction

DIRECTION: Lead the way.

The community has asked the City to step up into a community safety leadership role. At the same time the community has recognized the fundamental role that each citizen must play if a strategy is to have success, sustainability, or longevity. Role clarity, innovation, and community ownership is necessary to meet new challenges head on. If this challenge is not accepted, the risk is a “linear, incremental plan [that] will do little more than maintain the status quo, like treading water.”³⁰ Good leadership includes clarifying and communicating about key roles and responsibilities of The City, RCMP, and other stakeholders toward the vision of a safe community.

Clarify the City’s roles and responsibilities in the areas of community safety along the spectrum of community safety.

The Social Policy Framework provides the language to identify potential roles and levels of responsibility. The City may have primary, shared, and complementary levels of responsibility in each of the four focus areas of community safety, which include:

- Education: Initiatives designed to increase awareness, understanding, accountability, and action.

³⁰ Insight shared from the article *Thinking Strategically First Makes Strategic Planning Work*, 2014.

- Prevention: Proactive initiatives designed to encourage safety and reduce harmful behaviors.
- Intervention: Initiatives designed to respond to existing harmful behaviors.
- Enforcement: Actions designed to respond to criminal activity and minimize the effects of crime.

Currently:

- The City invests significantly in the areas of prevention and enforcement (e.g. FCSS prevention-focused programming, recreation, RCMP, Emergency Services). Prevention is recognized as a longer term investment.
- A gap in investment has been identified in areas of intervention and education.
- The community is currently well-resourced in the area of intervention as many organizations and agencies offer intervention-focused services/programs. The City is in a good position to nurture the initiatives of others.

Increase clarity on policing roles and priorities.

Research from The Institute for the Prevention of Crime (Ottawa) notes that municipal leaders and some members of the general public confuse crime prevention with policing. The RCMP is recognized as the primary partner in enforcement, and although traditionally police use authority and expertise to deal with many public safety concerns, evidence shows that many of these problems can be prevented, reduced, and controlled with little or no policing involvement. There is a growing body of evidence which suggests police have a very limited range of tactics for effective crime prevention (like targeted enforcement) and are not necessarily the most appropriate agents for prevention in many situations.³¹

Today, the idea of shifting and sharing police responsibility to address public safety issues is well researched. Traditionally, police have been held responsible for addressing a wide array of social problems that affect public safety, and are tasked with understanding the social conditions that give rise to them and meeting the legal requirements for responding to them. In addition to being seen as the agency of first call when a crime has been committed, they are called on to handle a wide array of other situations in which something has gone wrong—matters that do not clearly fall within the purview of others and where an immediate response is required.³² Community safety issues often require a combination of responses, including those focused on education, prevention, and intervention; seldom is a single type of response sufficient. Keeping crime rates low requires a balanced approach between housing, youth agencies, schools, police and others to tackle known risk factors in a collaborative, multi-sectoral approach. It is much more than broad social policy over which municipalities have little control.³³

The success of a community safety strategy requires continued and timely communication on the role of all stakeholders in community safety, including police, the municipality, and citizens. The City contracts the services of the RCMP to do what they do best—keep the community safe—primarily through their role in the area of enforcement. Police partnerships with the City and the community in education, prevention, and intervention could maximize efforts in these areas. This includes potential roles in a

³¹ *New Directions in Community Safety*, 2014, p. 9

³² From the *Handbook of Crime Prevention and Community Safety*, 2005, p. 385

³³ As presented in *Making Cities Safer: Action Briefs For Municipal Stakeholders*, 2009, p. 2

collaborative risk intervention process and public information sharing about crime trends, education, and tips on how to prevent crime and victimization. An example of this is RCMP analysts’ usage of crime mapping as a potential tool at higher level discussions (i.e. Hub, COR discussions), with an intervention mandate in mind.

As the complexity of police responses to crime grows, so too will the reliance upon resources, knowledge, and capabilities external to most police services. This type of resource interdependency ultimately requires police to become more adept at managing partnerships towards strategic goals and to become more open to shared roles in delivering safety and security in a cost-effective manner.³⁴

The Enforcement Continuum (Figure 9) offers a perspective on potential “enforcement” roles shared within a community. Of note: both the cost and complexity of issues increases from left to right on the enforcement spectrum. Movement to the right of the spectrum requires the restoration of protective factors to avoid recidivism. (Note: Figure 3: Trent’s Trajectory offers another view on this concept.)

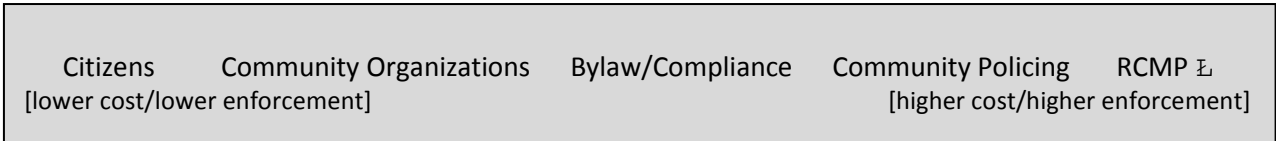


Figure 9: The Enforcement Continuum

Policing Canada in the 21st Century: New Policing for New Challenges looks at the context in which police operate and the unprecedented demands they face at a time when effectiveness, accountability, and cost are foremost in the minds of the public they serve, and when public demand for safety and security remains undiminished, despite falling rates in crime reported to police. The safety and security web is a metaphor and a new way of looking at police in relation to the larger external environment in which all police now operate, as one of a variety of institutions fostering public safety and security. This web includes private security, local health professionals, community and municipal groups, and other government organizations that interact with one another and with police in the provision of safety and security. The safety and security web presents both the central challenge and the central opportunity for Canada’s police in the 21st century. Working effectively within and through this web — rather than as isolated entities — will allow policing organizations to better respond to existing and emerging issues.³⁵

- **Strengthen communication to increase public awareness as to roles, initiatives, and actions across the entire spectrum of community safety.**

Purposeful and coordinated communication will go a long way in addressing emotional responses, including fear of crime and the paralyzing behaviors that occur as a result of fear. Communication strategies will also help manage perceptions and misperceptions on community safety issues within Red Deer through education and awareness. Increasing awareness of the community safety spectrum, including education, prevention, intervention, and enforcement, will help connect all Red Deerians to the strategy.

Actions:

1. Bring together multiple stakeholders in a collaborative environment to transform current thinking and practices regarding community safety, and articulate roles and responsibilities.

³⁴ *Policing Canada in the 21st Century: New Policing for New Challenges*, 2014

³⁵ Public Safety Canada asked the Council of Canadian Academies to undertake an expert panel assessment that brings together the available evidence from Canada and internationally. From “*Policing in the 21st Century...*”

2. Continue to partner with the RCMP to maximize and leverage their information and expertise.
3. Educate on the shared responsibility for community safety across the spectrum, including prevention, intervention and enforcement efforts and initiatives. Promote a sense of renewed citizenship and an opportunity for community leadership.
4. Use short, frequent, streamlined messages regarding safety and safety-related roles and responsibilities within our City. Create awareness via common messaging focused on perceptions of crime, crime prevention initiatives, and policing efforts.
5. Engage with schools toward curriculum redesign around community safety. Provide local schools with community safety tools.

DIRECTION: Form a collaborative to most effectively and efficiently deal with community safety.

Time and time again the Committee heard about the changes necessary related to the coordination, efficiency, and delivery of programs in Red Deer. Many existing services and tactics were identified, and there was a desire to build on the good work already being done in the community. Community input focused on the need for the “breakdown of silos” and “duplication” within the system and the necessary establishment of a “service hub” or “one-stop shop” for better communication, coordination, action, funding and focus on the social issues related to community safety. They heard that a central agency, properly positioned and financially supported would make a pivotal difference in achieving ambitions for a safer Red Deer. **Specifically, the Hub model and the COR (Centre of Responsibility) are recommended as appropriate mechanisms for reaching community safety goals in Red Deer.**

Within Red Deer, and elsewhere, it is recognized that the complex and layered nature of crime and safety issues requires a renewed understanding and a coordinated effort in response. These issues affect the case loads of many partner agencies, and the ability to put aside issues of ‘who owns the problem’, or ‘who pays the bill’, and focus instead on how to change community outcomes for the future might permit all partners to mobilize their energies and resources to serve their community more effectively and more efficiently.³⁶ Partnerships and a collaborative approach are not new to Red Deer.

- The Coordinated Access and Placement process already offers a risk intervention approach, convening all funded agencies related to homelessness on a weekly basis to coordinate matching of clients to needs.
- The Central Alberta Addictions Consortium (CAAC), responsible for the Red Deer Alcohol and Drug Strategy, offers valuable insight as a partner in this collective approach to community safety, which “wraps” services around people and strives for efficiencies in information sharing.
- The Central Alberta Poverty Reduction Alliance (CAPRA) and the High Risk Youth Coalition are other local examples of individuals and organizations working collaboratively to find local solutions.
- The RCMP is currently involved in two Hub style groups operating in Red Deer including a youth intervention program and domestic violence collaborative.

³⁶ This concept is commonly accepted and discussed in McFee and Taylor’s paper on the Prince Albert Hub, p.4.

What is the Hub? At the operational level, a Hub model was recognized as an excellent collaborative opportunity for Red Deer. The Hub system was developed in Scotland and is currently being championed in Saskatchewan (e.g. Prince Albert, Saskatoon). The Prince Albert Hub is not a policing model, per se; it is one part of a Community Safety model designed to improve a much broader set of social outcomes, including reducing crime, violence and victimization. As such, this is a model in which policing has a vital role to play, alongside others, and from which policing has much to gain.³⁷

The **Prince Albert Hub** is a twice-weekly, ninety-minute discussion amongst front line professionals representing multiple human service disciplines serving the city of Prince Albert and surrounding feeder communities. The Hub is described as “a conversation ... but a highly disciplined and purposeful conversation” built upon a body of social science that consistently reveals “identifiable risk patterns” as antecedents to a host of negative social outcomes. It operates on the simple principle that if something bad is predictable, it is also preventable.³⁸

Hub Model	<ul style="list-style-type: none">• Not a service delivery mechanism—rather a new and unified way of utilizing and mobilizing those systems and resources already in place• Combination of front line people from community agencies and government systems• Meet twice weekly to address specific situations regarding clients facing elevated levels of risk; develop immediate, coordinated and integrated responses through the mobilization of resources• The Hub does not perform case management, nor does it have cases. Its purpose is to mitigate risk within 24-48 hours and connect individuals and families to services. Case management remains with the most appropriate agency as determined by the Hub table• The Hub is focused on data sharing for the purpose of immediate intervention of high risk individuals and families• Role is to divert people from the justice system (enforcement) via intervention• The RCMP has been a committed partner nationally• Targeted results and specific outcomes that measure success is vital• Accountability is to each other and the community
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Key to this approach is the understanding that each stakeholder’s efforts must fit into an overarching plan if their combined efforts are to succeed. The multiple causes of social problems, and the components of their solutions, are interdependent. They cannot be addressed by uncoordinated actions among isolated organizations. A common methodology and commitment to sharing information is essential to the success of this model.

Does the Hub model work? Much of the research on a Hub model has taken place in Saskatchewan and has been replicated throughout Canada and the United States. This included a study team’s personal observations from Scotland, support from a solid coalition of local decision makers, and a global literature review by a multi-disciplinary provincial research team. The literature review provided a solid theoretical and empirical basis for moving forward with confidence. In addition, support from a strong provincial strategy allows for quick mobilization of the new model. Research confirms that the Hub model saves lives and connects people at risk to the services that can help them, when they need them most. It stops crime before it happens. And, there are growing indications that it is improving general

³⁷ This comment is from *Change and Innovation in Canadian Policing: The Prince Albert Hub and the Emergence of Collaborative Risk-driven Community Safety*, McFee & Taylor, p.5.

³⁸ Also from McFee & Taylor.

public safety and community wellness in Prince Albert.³⁹ The model is highly replicable, and variations of the model are currently in use throughout Ontario, in Winnipeg, and Halifax. Notably, what began as a police initiated crime-fighting initiative in Prince Albert has rapidly transformed into a new way of addressing social issues in general.⁴⁰

What is the COR? Key to a community safety movement is the joint partnership of the Hub and COR. While the HUB is the component that provides immediate, coordinated and integrated responses though the mobilization of resources to address situations facing individuals and/or families with acutely elevated risk factors, as recognized across a range of service providers, the COR is the second key component within a community mobilization model with a different function from that of the Hub.

The COR's focus is on the broader notion of community safety and wellness with an eye towards longer-term community goals and initiatives, and possible systemic recommendations, formed through experience, research and analysis. The COR is described in more detail in the Governance section. Appendix G provides further information on the Hub and COR models.

Actions:

6. Convene a collaborative risk-intervention process known as a Hub. Ongoing leadership will be situationally-determined.
7. Establish a Centre of Responsibility (COR) to serve as the steward of community safety in Red Deer. Further information on the COR is in the Governance section.
8. Continue membership in the Canadian Municipal Network on Crime Prevention. This network brings together municipal leaders nationwide in crime prevention to strengthen community safety potential.

DIRECTION: Identify and address root causes of community safety concerns including identifying local risk factors.

To prevent crime it is important to have an understanding of its roots. Although complex and interrelated, the root causes of crime are well documented and researched. Root causes of crime are not directly observable; they are complex and interrelated, and can be summarized in three main categories: economic/poverty; social environment; and family structures.⁴¹ Individuals need to be responsible for their own actions, and an understanding of root causes cannot and should not be seen as a way to absolve anyone from personal accountability. However, while individuals have an obligation to act responsibly and with respect for fellow citizens, communities also have a responsibility to address those conditions which hinder healthy development and can become the source for crime.

Focusing on the root causes of crime involves identifying the risks, vulnerable groups and protective factors specific to Red Deer. "Pure common sense—backed up by consistent research—tells us that the only way to put a substantial dent in the \$5 billion in direct and indirect costs of crime in Alberta each

³⁹ McFee & Taylor. Further statistics are available through CMPA.

⁴⁰ McFee & Taylor, p. 15

⁴¹ Waterloo Crime Prevention Council presents information on generic *root causes of crime* on its website, as well as a [Root Causes of Crime in Waterloo Region Consultation Report, May 2015](#).

year is to prevent more people from committing crimes in the first place. That means putting a top priority on children, youth, families and communities.”⁴²

Targeted actions, based on a problem-solving approach involves: analyzing local crime problems and community capacity to tackle risk factors; setting clear priorities for actions that address risk factors; implementing interventions using knowledge about proven ways to reduce crime; and evaluating the impact of the actions taken.⁴³ Direct links between risk and protective factors and later stage outcomes builds awareness of the significance of investing in social infrastructure and fostering healthy communities. New Directions for Community Safety suggests social development is the best way to keep risks from emerging in the first place, and threatening the safety of community; but social development is a challenging and long-term investment.⁴⁴

As mentioned earlier, risk factors are negative circumstances and influences that increase the likelihood of a person committing crime. They are extensive and complex, ranging from factors unique to an individual to broader community and societal issues. They can include

- inadequate living conditions; household size,
- family factors, such as changes in families and parenting,
- lack of employment and low income,
- school-related factors, including high school drop-out rates,
- availability and use of alcohol and drugs,
- shifting social values,
- increased migration to cities; a shift to communities where people don't know each other, or
- peer associations

Protective Factors are positive characteristics or conditions that distance people from risks and promote positive development. Protective factors decrease the likelihood of individuals engaging in crime or becoming victims. Examples include

- positive attitudes and coping skills,
- supportive family,
- positive and healthy peers,
- supportive community programs/agencies, and/or
- living in low-crime neighbourhoods with access to support services

Lack of affordable housing and housing for those at-risk was identified as a significant risk factor in Red Deer. This is in addition to people experiencing homelessness who may be suffering from mental illness, substance abuse and addictions, or a dual diagnosis (mental illness plus additions) and those who need transitional housing. Without adequate housing, Albertans are more likely to encounter or engage in crime or to become victims of crime.⁴⁵

Actions:

9. Identify priority risk factors for Red Deer to address the root causes of crime and safety issues.

⁴² *Keeping Communities Safe—Report and Recommendations*, 2007, p. 41

⁴³ *Keeping Communities Safe—Report and Recommendations*, 2007, p. 36

⁴⁴ *New Directions in Community Safety*, 2014, p.18

⁴⁵ *New Directions in Community Safety*, 2014, p. 65

10. Commit funding to research and analysis of data related to community safety.

DIRECTION: Focus on the personal investment and social connection elements of community safety.

Individuals, families, neighbourhoods, and organizations need to embrace their role in community safety, as well as the significance of living in, being connected to, and feeling a part of a strong and safe community.

First, personal awareness and accountability, rather than looking elsewhere for solutions, emerged as key components to the success of a strategy. The most effective personal tactics to enhance safety are often simple acts that enhance protective factors. The community frequently identified what this might look like, including: feeling connected to others, participating in the community, knowing your surroundings, and promoting an individual sense of citizenship.

This focus on personal investment in community safety was partnered with the community's ability to manage its own expectations of crime, safety, and police. Increased knowledge of where individuals fit along the spectrum of community safety will help clarify expectations for the community, the police, and the municipality. Individual roles for community safety fall primarily in the areas of education and prevention. Individuals can assist the larger system in a number of ways, such as reporting crime and safety concerns or increasing personal awareness of crime and crime prevention measures. To complement this, the municipality can work with police to continually streamline processes in crime reporting, as well as work with the community to share common and empowering messaging on individual roles in the safety of self and others.

"Please let's focus on community building."
Community Safety Survey Response, 2015

Second, invest in safe, strong, and connected neighbourhoods and the community role in community safety. Social connection, including cultivating residents' local pride, knowing your neighbor, community connections, and relationship building were identified as essential components of community safety. SafeGrowth is one methodology that offers training to create, safer, vibrant and livable neighbourhoods. Appendix H provides further information on Neighbourhood Development Initiatives in Red Deer. These principles are being used in Saskatoon and Grande Prairie and would offer a mechanism for developing leadership around community safety. Community building approaches focus on growing social capital by intentionally encouraging participation in projects and events that in turn build community pride, cohesion, and connection. As the COR and The City work to reorganize the systemic infrastructure from above, individuals and neighbourhoods will be encouraged to find ways they can implement this strategy in their daily lives.

Actions:

11. Foster a culture where Red Deerians are aware of their roles in a safe community and are encouraged to find ways they can implement the strategy in their daily lives.
12. Invest in initiatives with multiple reinforcing strategies to promote neighbourhood capacity building and connection.

13. Continue current initiatives and investments that support and strengthen families and neighbourhoods.

“Safety comes with a well-connected and familiar neighbourhood, solid police presence and response in my community and a system that can address the root causes of crime (addiction, poverty, homelessness) in our city.”

Community Safety Survey Response

Community feedback indicated that the Downtown is recognized as its own unique community, and as such, needs its own community safety response. There is generalized concern for the health of the Downtown and a need to improve the perceived and actual safety and security of all. Most often issues involving homelessness, crime, mental health and addictions are attributed to the Downtown core, and as such, it becomes necessary to clarify community safety responsibilities, including the policing role downtown. RCMP are currently piloting a Downtown Enforcement Strategy that offers “reassurance” or “overt” policing and focuses on specific times and places identified through police data and analysis. This strategic work includes Community Policing Unit, Community Response Unit (CRU), PACT (Police and Crisis Team), Traffic Unit, and Community Peace Officers (By-Law). Appendix I provides a summary of recent Council initiatives that intersect with the work of the Community Safety Committee and the safety strategy.

Although there is significant work related to community safety in Downtown Red Deer there is little public awareness of these initiatives or their connection to community safety. This includes community building initiatives by the Downtown Community Development Committee, CPTED projects, Riverlands Project Development, the Greater Downtown Action Plan, and initiatives involving the Downtown Business Association and the Greater Downtown Operations Group. Actions focused on identifying risk factors and restoring protective factors specific to Downtown Red Deer should be a priority, including Crime Prevention through Social Development (CPSD) strategies. Creating awareness of how and where these initiatives and actions “fit” along the community safety spectrum is part of a potential communication strategy.

Actions:

14. Dedicate resources to community safety in the downtown, recognizing it is a space for all citizens to share.
15. Explore a more visible police presence in the Downtown that spans the spectrum of community safety, including education, prevention, intervention, and enforcement within the context of existing Downtown RCMP strategies and the Annual Policing Plan.

“Social well-being and quality of life are the result of complex systems, relationships and interactions—our municipality has an opportunity to lead and collaborate in a number of ways to improve community outcomes.”

Social Policy Framework



GOVERNANCE

10. GOVERNANCE

There are a variety of municipal and regional approaches to the governance of community safety within Canada, as discussed in *Section 5: Approach to Community Safety*. It is now accepted that the traditional approach of responding to issues of crime and social disorder primarily through the lens of policing and criminal justice (enforcement) is evolving toward a community safety movement. This movement calls for a multiplicity of preventative initiatives, the mobilization of local stakeholders, and public engagement. Recognizing who is best suited to “champion the community safety initiative” is the question that each region must address.

Although safety is consistently recognized as a priority, there is currently no “home” or “steward” for community safety in Red Deer. Research supports a *centre of responsibility* as a central structure that coordinates and facilitates collaboration of crime prevention and community safety initiatives through engaging local stakeholders. A “centre” coordinates key community groups and agencies (i.e. school boards, municipal services, police services, social agencies, business, etc.) and undertakes a problem solving approach that identifies the risk factors and gaps in service that lead to crime. The centre of responsibility also mobilizes investment to tackle risk factors and reduce gaps.⁴⁶

Given the community’s desire for evidence-based and efficient solutions, streamlined leadership, improved communication systems, better networking, and creativity in addressing community safety, the Centre of Responsibility (COR) approach, similar to the Prince Albert model, emerged as the best option for Red Deer. This approach is part of a broad community mobilization initiative in Saskatchewan, and includes the Hub. It has been successfully implemented in parts of Ontario, Manitoba, Nova Scotia, and the United States. **The COR’s focus is on the broader notion of community safety and wellness**

⁴⁶This general definition of a *centre of responsibility* is from Nick Tilley, adapted from the International Centre for the Prevention of Crime, 1999

with an eye towards longer-term community goals and initiatives, and possible systemic recommendations, formed through experience, research and analysis. The Committee's recommendation for governance of community safety is consistent with Red Deer City Council's direction for an "arm's length" model.

A COR allows for collaborative governance that focuses on a multi-sectoral commitment to work together to achieve more than any one sector could achieve alone. It involves senior level human service and government systems (across sectors) representing their respective organizations in ongoing partnerships. It is driven by data analysis and monitoring and the use of shared data to set agendas and improve results over time. It leverages the knowledge, expertise and resources to determine priorities and actions.

The COR in Prince Albert has been operational since 2011, and, together with the Hub, has proven successes in a reduction in the crime rate, the number of public prosecutions, and emergency room visits.⁴⁷ The activities of the COR are represented in the following illustration (Figure 10: COR in Prince Albert).

ACTIVITY	DESCRIPTION
OUTREACH	Provide learning opportunities and knowledge sharing to government leaders and human service sector professionals about the mobilization process in Prince Albert (e.g., visits from our presentations to human service professionals or governments in other communities).
DATA COLLECTION AND ANALYSIS	Collect and analyze data to facilitate issue identification, support action projects and evaluate application of the CMPA model while measuring overall outcomes of community mobilization (e.g., Hub database, outreach forms, trends in crime, truancy levels).
ISSUE IDENTIFICATION	Identify systemic issues – through experience, research, community engagement and communication with Hub participants – and disseminate this information (through papers, letters, meetings) to appropriate stakeholders in the policy community (e.g., opportunity papers, letters to government, meetings with stakeholders).
ACTION PROJECT	Spearhead and/or become involved in the development of initiatives which act to address systemic issues in the community (e.g., alcohol strategy, public safety compliance team, paramedics in police cells).
HUB SUPPORT	Provide assistance to agency colleagues at the Hub when they encounter systemic or institutional barriers to mitigating or preventing acutely-elevated risk (e.g., helping Hub discussants navigate through challenges of the system itself).
COMMUNITY INVOLVEMENT AND ENGAGEMENT	Establish a presence in the community to develop mutually beneficial working relationships with other agencies in the human service sector that result in a strengthened and more thorough process of community mobilization (e.g., sitting on committees, participating in community consultation projects, belonging to working groups).
AGENCY REPRESENTATION	Undertake continuous and open communication between CMPA and the agencies of COR team members with the intent of maintaining cooperative participation of the agency, its staff and supervisors in the community mobilization process (e.g., encouraging colleagues to bring discussions to the Hub table, informing managers of progress or challenges at CMPA, keeping the home agency engaged in the advancements in community mobilization).
CAPACITY BUILDING	Engage in or provide opportunities to build capacity to improve service delivery through knowledge transfer, training, skill development or networking (e.g., mental health training, Geo-mapping).

Figure 10: COR in Prince Albert⁴⁸

⁴⁷ Information is from the Public Safety Canada website: <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/ndx/snpss-en.aspx?n=152>

⁴⁸ From Nilson, May 2014 Preliminary Impact Assessment: The Hub Model in Prince Albert, p. 37.

A Centre of Responsibility for Red Deer needs to meet community safety needs in Red Deer. The City has been identified by the community to lead the way in community safety. The Committee has recommended that City staff play a key role in coordinating and research components to the COR (Figure 11). The relationship between the COR and City Council is a matter to be determined moving forward.



Recommended Partners: Representatives from the participating ministries and policing partners, including: RCMP, Health, Justice, Education, Human Services, Child and Family Services, Corrections/Justice, Mental Health and Addictions, Urban Aboriginal Voices, and others.

City Responsibility: The City has a shared level of responsibility for community safety (see SPF).

Recommended City Roles: *Key role:* Convener and Coordinator. *Other roles:* Advocate, Educator, Capacity Builder. **City Resources:** 2.0 positions: Coordinator and Research Analyst.

The City was strongly recommended as a trusted source to coordinate and facilitate the COR, as well as provide research and analysis support.

Figure 11: Centre of Responsibility (COR)

Options for accountability for the COR include: an annual public report to the community; publications on all key stakeholders' websites; and/or an annual half-day summit. Members of the COR will participate in revising their current practices to fit into this new collaborative approach to community safety, which includes participation in the Hub.

Support for the COR: The Canadian Municipal Network on Crime Prevention (CMNCP) recognizes the strategic role that municipalities have in preventing crime and building community safety. Municipalities are the level of government closest to neighbourhoods, communities, and citizens. They are in a strategic position to mobilize local stakeholders, to ensure coordination of crime prevention efforts, and to interface in that regard with other levels of government. In that perspective, local authorities are called to play a key role in fostering an integrated approach in order to reduce and prevent crime and insecurity.⁴⁹

Permanent and appropriately-funded responsibility centres for safety and crime prevention that have a voice equal to the other pillars of crime control (e.g. police, courts and corrections,) and can gather the key players in developing and implementing action plans, have proven to be successful in preventing and reducing crime, and fostering a safer community.⁵⁰ Strategy implementation requires leadership in

⁴⁹ *Making Cities Safer: Action Briefs for Municipal Stakeholders*, Number 3, March 2009, discusses investing in and tackling community safety.

⁵⁰ *Keeping Communities Safe—Report and Recommendations*, 2007, p. 36

partnership with the community to recognize what is currently working, what has shown good results, what can be adapted, and what needs to be creative or new.

As part of a shared vision of the global approach on community safety and crime prevention, the Canadian Municipal Network on Crime Prevention recommends three criteria for its members, including:

- The recognition of the importance of community safety and crime prevention for the development of the municipality
- A willingness to develop a collaborative and community based approach for municipal safety and crime prevention
- The capacity to effectively provide orientation and coordinate municipal action through an existing or to-be responsibility centre or another mechanism

The formation of a COR as recommended herein will bring sustainable and systemic change to community safety in Red Deer. It must be acknowledged, however, that it will take years to realize the full effect of this collaborative initiative. Studies of community mobilization efforts within Canada have realized the challenges, obstacles, and successes of similar collaborative methods, and as such offer excellent guidance moving forward.⁵¹

Collaborative governance requires: 1) support, to identify the problem(s) to be fixed; 2) leadership, to gather the sectors together; and 3) a forum, where members collaborate to develop policies, solutions, and answers. Fundamental, yet customizable principles for successfully coordinating and implementing collaborative governance in Red Deer include:

Principles for Collaboration

- Design and implement the initiative with a priority placed on equity
- Include community members in the collaborative
- Recruit and co-create with cross-sector partners
- Use data to continuously learn, adapt, and improve
- Cultivate leaders and unique system leadership skills
- Focus on program and system strategies
- Build a culture that fosters relationships, trust, and respect across participants
- Customize for local context
- Establish commitment to the cause

Further information and support for the COR is in Appendix G.

⁵¹ Risk-Driven Collaborative Intervention: A Preliminary Impact Assessment of Community Mobilization Prince Albert's Hub Model, Dr. Chad Nilson, University of Saskatchewan, May 2014



FUNDING

11. FUNDING

Council's Terms of Reference also included a request for a funding model and distribution process that supports community safety investments that align with the vision, principles and goals and improves the quality of life for individuals and the community. Current and sustainable funding to meet increasing community safety needs is limited, and communities are being called upon to be creative and resourceful in their approach to meet community safety challenges. This strategy shifts the focus from the traditional idea of increased human resources and funding to a reallocation of resources based on outcomes and a better integration of services. Identifying risk and protective factors specific to Red Deer is crucial when planning and funding initiatives.

As stated in the Governance section of the strategy, The Committee recommended a Centre of Responsibility as a steward or "home" for a community safety collaborative. Further to this, The Committee considered the COR as best suited to create an appropriate funding model, explore potential funding sources, and allocate those resources for community safety projects and initiatives. The funding model would address the full spectrum approach to community safety, including investments in the areas of education, prevention, intervention, and enforcement.

From the funding perspective, community safety can be seen as an "investment product" that funders choose to invest in. This approach requires a fundamental change in how funders see their role, from funding organizations to funding outcomes that lead to long-term social change. Instead of funding an innovative solution created by a single nonprofit or to build that organization's capacity, funders can help create and sustain the collective processes, measurement reporting systems, and community leadership that enable cross-sector coalitions to arise and thrive. It is essential to align resources toward what works, where nonprofits, government, philanthropy, and business work together to target efforts and resources toward the most effective approaches and services.

Many partners across the spectrum of community safety share similar safety-related outcomes. In a collaborative COR environment, partners with similar outcomes are called upon to dedicate or reorganize existing resources to more effectively address the many layers of community safety issues. In addition, existing municipal resources would be reallocated to establish a funding base and leverage other government and community assets.

Potential Funding Sources

The City of Red Deer currently provides direct funding to community based organizations for the purpose of enhancing community safety. As a starting point, this strategy is recommending that City Council reallocate current funds to the COR to ensure organizational outcomes align with the strategic direction, and to provide a 'first-in' funding base. Other members of the COR will be asked to review their own funding efforts to determine opportunities for collaborative efforts. Support from federal and provincial government departments who are investing in crime prevention and community safety strategies, such as Public Safety Canada, the Department of Justice and Solicitor General, will be encouraged to consider pooling current resources to enhance impacts and outcomes in Red Deer.

Other community organizations, including the United Way of Central Alberta and the Red Deer and District Community Foundation, may also consider opportunities to invest in community safety – especially in areas supporting the reduction of risk factors and enhancement of protective factors that align with their funding mandates. Similarly, the Red Deer and District Family and Community Support Services (FCSS) Board will be educated on the new Community Safety Strategy for the purpose of aligning their funding outcomes in the areas of education and prevention specifically. Many of the risk and protective factors identified in the Community Safety Strategy are currently aligned with FCSS. In these cases, the COR may not have a decision-making role, but can play a critical role in supporting the alignment and reporting of outcomes.

Allocation of Funding

The COR may support a variety of roles in the allocation of funding. In some cases, where a government department or community funder is prepared to empower the COR to make funding decisions, the responsibilities could be delegated. Other funding roles for the COR may include the ability to review and recommend funding options to be implemented by the source organization, or possibly to consider and recommend funding criteria for a department or community organization to include in their proposal call and evaluation framework.

The COR, as a policy advisory body and analyst of community safety data, can support a variety of funding options to ensure a more coordinated and effective service delivery environment.

Actions:

16. Dedicate staff resources to provide the coordination, facilitation, research and data analysis necessary for success.
17. Allow the COR to establish funding priorities, guidelines, and outcomes for the successful implementation of this strategy.
18. Transfer existing City resources for community safety to COR to be incorporated into the new funding guidelines and outcomes.



12. NEXT STEPS

Issues surrounding community safety are broad and complex. In many cases, they go to the very heart of individuals, families, and communities and the changing face of Red Deer. There are no quick or easy answers, and not every problem can be addressed—that is an insurmountable task. This strategy aims to balance the following considerations:

- What do we have “right” that is working?
- What can we borrow/replicate from elsewhere that has shown good results?
- What needs tweaking/adapting to suit our needs?
- What new or innovative idea/initiative do we need?

The strategy also begins to clarify:

- Who can champion this work?
- How will we measure our success?
- How will we fund this?

Rather than an endpoint, the anticipation is that this strategy will be used as a catalyst for action toward positive change in Red Deer. It challenges Red Deerians to look at what skills and abilities we will need, individually and collectively, to create the impact we’ve set out to achieve. As per the Terms of Reference, the strategy asks that citizens are engaged to share responsibility for community safety. Via the development of a safety vision, a community safety plan, and the engagement of others to act on this vision, Red Deer can:

- Respond proactively to the needs of the community with regard to safety;
- Foster a long-term commitment by the municipality and the other stakeholders;
- Mobilize city council and senior management around clear objectives aimed at improving

community safety;

- Choose the most relevant preventive actions according to evidence-based criteria;
- Integrate the interventions of the police with those of other municipal services for more efficient delivery at the community and neighbourhood levels; and
- Provide a sound basis for strategic and financial partnerships with the other orders of government.⁵²

Funding the strategy safety is the initial step required to begin the process of implementing this strategy. This includes: funding the formation of the Hub and COR; funding for research and analysis support; identifying and accessing new funding opportunities; and revising current City of Red Deer practices to aid in the implementation of the recommended actions, including creating an initiatives pool to be managed by COR.

The strategic directions and specific recommended actions come out of a dedicated listening to the residents of Red Deer and those involved in community safety elsewhere. The recommended actions offer a map toward the vision for a safe Red Deer.

- Actions 6, 7, 10, 16, & 17 focus on collaborative action and funding, and have been highlighted as essential components to set a community wide safety movement in motion;
- Actions 3, 4, 5, 6, 7, 10 & 11, 16, 17 & 18 will be recognized as changes in how community safety is approached;
- Actions 2, 8, 12, 13, 14, & 15 build on the good work that is already being done in Red Deer
- Actions 1, 4, 5, 6, 7, 12, 14, & 15 will result in early and noticeable public awareness regarding community safety; and
- Actions 1, 3, 6, 7, 9, 11, 12, 13, 16, & 17 aim to create longer term change in Red Deer.

Figure 12 (following page) offers a visual summary of the information above.

Working together toward a vision of community safety requires effective practices in collaboration, information sharing, and outcome-focused perspectives. Mobilizing the five strategic directions and the recommended actions within them will create the change required to see the vision of a safe Red Deer. It will require hard work and commitment by individuals, neighbourhoods, community groups, The City of Red Deer, and stakeholders at the provincial and federal level. The community of Red Deer is poised to be a leader in establishing a proactive and sustainable infrastructure for community safety that will have a positive impact for generations to come.

Community safety has consistently been the most prevalent concern among people in Red Deer. This strategy provides the opportunity to make a definitive stand and begin to create a new and safer future for the people of Red Deer.

⁵² *Making Cities Safer: Action Briefs for Municipal Stakeholders*, No.3, 2009

TOWARD A VISION FOR A SAFE RED DEER



ACTIONS

CATEGORIES

- 1
- 2
- 3
- 4
- 5

1	Bring together multiple stakeholders in a collaborative environment to transform current thinking and practices regarding community safety, and articulate roles and responsibilities.					
2	Continue to partner with the RCMP to maximize and leverage their information and expertise.					
3	Educate on the shared responsibility for community safety across the spectrum, including prevention, intervention and enforcement efforts and initiatives. Promote a sense of renewed citizenship, and an opportunity for community leadership.					
4	Use short, frequent, streamlined messages regarding safety and safety-related roles and responsibilities. Create awareness via common messaging focused on perceptions of crime, crime prevention initiatives, and policing efforts.					
5	Provide local schools with community safety tools.					
6	Convene a collaborative risk-intervention process known as a Hub. Ongoing leadership will be situationally-determined.					
7	Create and sustain a Centre of Responsibility (COR) to serve as the steward of community safety in Red Deer.					
8	Continue membership in the Canadian Municipal Crime Prevention Network. This network brings together municipal leaders nationwide in crime prevention to strengthen community safety potential.					
9	Identify priority risk factors for Red Deer to address the root causes of crime and safety issues.					
10	Commit funding for research and analysis of data related to community safety.					
11	Foster a culture where Red Deerians are aware of their roles in a safe community and are encouraged to find ways they can implement the strategy in their daily lives.					
12	Invest in initiatives with multiple reinforcing strategies to promote neighbourhood capacity building and connection.					
13	Continue current initiatives that support and strengthen families and neighbourhoods.					
14	Dedicate resources to community safety in the Downtown, recognizing it is a space for all citizens to share.					
15	Explore a more visible police presence in the Downtown across the spectrum of community safety, including education, prevention, intervention, and enforcement within the context of existing Downtown, RCMP strategies and the Annual Policing Plan.					
16	Dedicate staff resources to provide coordination, facilitation, research and data analysis necessary for success.					
17	Allow the COR to establish funding priorities, guidelines, and outcomes for the successful implementation of this strategy.					
18	Transfer existing City resources for community safety to COR to be incorporated into the new funding guidelines and outcomes.					

The strategic directions and specific recommended actions come out of a dedicated listening to the residents of Red Deer and those involved in community safety elsewhere. The recommended actions offer a map toward the vision for a safe Red Deer.

CATEGORY DEFINITIONS

- 1
Focuses on collaborative action and funding, and highlighted as essential components to set a community wide safety movement in motion;
- 2
Recognized as changes in how community safety is approached;
- 3
Builds on the good work that is already being done in Red Deer
- 4
Results in early and noticeable public awareness regarding community safety;
- 5
Aims to create longer term change in Red Deer.

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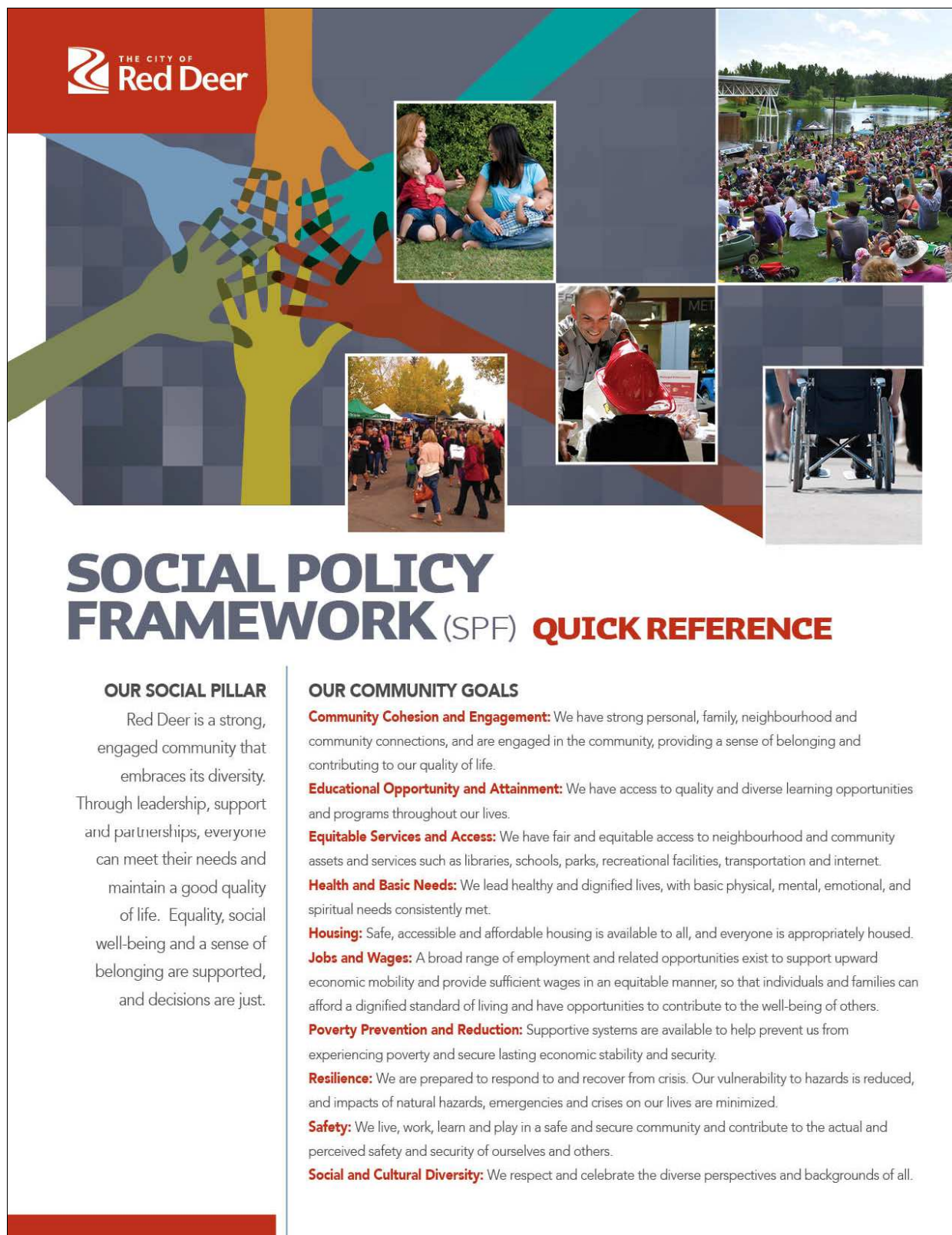
APPENDICES

APPENDICES

Appendix A: Committee Members

CITY COUNCIL REPRESENTATIVE
Councillor Ken Johnston
CITIZEN REPRESENTATIVES
Bettylyn Baker
Karyn Barber
Steve Bontje
Archana Chaudhary
Serge Gingras
Tyler Heppell
Dawn-Rai Kitt
Kathy Liddell
Walter McKay
Frank Yakimchuk

Appendix B: Social Policy Framework



SOCIAL POLICY FRAMEWORK (SPF) QUICK REFERENCE

OUR SOCIAL PILLAR

Red Deer is a strong, engaged community that embraces its diversity. Through leadership, support and partnerships, everyone can meet their needs and maintain a good quality of life. Equality, social well-being and a sense of belonging are supported, and decisions are just.

OUR COMMUNITY GOALS

Community Cohesion and Engagement: We have strong personal, family, neighbourhood and community connections, and are engaged in the community, providing a sense of belonging and contributing to our quality of life.

Educational Opportunity and Attainment: We have access to quality and diverse learning opportunities and programs throughout our lives.

Equitable Services and Access: We have fair and equitable access to neighbourhood and community assets and services such as libraries, schools, parks, recreational facilities, transportation and internet.

Health and Basic Needs: We lead healthy and dignified lives, with basic physical, mental, emotional, and spiritual needs consistently met.

Housing: Safe, accessible and affordable housing is available to all, and everyone is appropriately housed.

Jobs and Wages: A broad range of employment and related opportunities exist to support upward economic mobility and provide sufficient wages in an equitable manner, so that individuals and families can afford a dignified standard of living and have opportunities to contribute to the well-being of others.

Poverty Prevention and Reduction: Supportive systems are available to help prevent us from experiencing poverty and secure lasting economic stability and security.

Resilience: We are prepared to respond to and recover from crisis. Our vulnerability to hazards is reduced, and impacts of natural hazards, emergencies and crises on our lives are minimized.

Safety: We live, work, learn and play in a safe and secure community and contribute to the actual and perceived safety and security of ourselves and others.

Social and Cultural Diversity: We respect and celebrate the diverse perspectives and backgrounds of all.

OUR PRINCIPLES

The fundamental norms, rules and values that guide the way we make decisions, develop programs and allocate resources.

Equity: Fair and just treatment and access to opportunity is important for all people and organizations.

Leadership: Leadership with and among others is essential to adopt and sustain excellent practices and to act effectively.

Collaborative Action: Collective efforts are necessary, and are most effective when organizations build from their strengths, jurisdiction and capacity, while maintaining a degree of flexibility.

Participation and Diversity: Genuine public participation is representative, informed and welcoming of diverse perspectives.

Use of Principles and Evidence: Using guiding principles and the best available evidence makes our vision more achievable.

Integration: Social, cultural, economic and environmental goals are interrelated: initiatives can be strengthened by considering how to address them all.

Learning and Adaptation: Experience, research, analysis and flexibility are critical to long-term success. Understanding the effects of external forces and changing values helps to address risk, maximize opportunities, and maintain the capacity to adapt.

Prevention Orientation: Taking action at the earliest opportunity makes it possible to address changes before they become issues.



Social well-being and quality of life are the result of complex systems, relationships and interactions – our municipality has an opportunity to lead and collaborate in a number of ways to improve community outcomes

CITY ROLES

CITY RESPONSIBILITIES

Primary: The City has a primary responsibility and, as a stakeholder, has a central role.

- » High accountability
- » Strong capacity
- » Significant City role required to achieve community goal(s)

Shared: The City is one of a few or many responsible stakeholders.

- » Accountable for some aspects
- » Some capacity
- » Moderate City role required to achieve community goal(s)

Complementary: Other stakeholders share most responsibility; The City plays a supporting role.

- » No formal mandate
- » Limited capacity
- » Small City role required to achieve community goal(s)

	Advocate	Educator	Capacity Builder	Convener	Coordinator	Funder	Planner/Regulator	Service Delivery
PRIMARY 	✓	✓	✓	✓	✓	✓	✓	✓
SHARED 	✓	✓	✓	✓	✓	✓	✓	
COMPLEMENTARY 	✓	✓	✓	✓				

LEGEND

- Goal (e.g. Housing)
- City of Red Deer
- Other Stakeholders

SOCIAL POLICY FRAMEWORK.

Appendix C: Risk and Protective Factors

Risk factors can be grouped into five categories:

- Individual factors—including early involvement in minor crimes, substance abuse, being male, aggression, restlessness, impulsiveness and difficulty concentrating and low IQ
- Family factors—including antisocial parents, family management problems, poor parent-child relationships, broken homes or separation from parents, low supervision, physical abuse or neglect
- Peer group factors—including gang affiliation and the influence of peers who engage in risky behavior and think it's okay
- School factors—including a low commitment to school, poor attitude and performance in school, early academic failure, engaging in and thinking antisocial behavior is okay
- Community factors—including neighbourhood disorganization, low socioeconomic status, availability of drugs and guns, high rates of mobility and low neighbourhood attachment

On the other hand, protective factors include:

- Individual factors—including an intolerant attitude towards deviance; cognitive, social and emotional competence; social, problem-solving and coping skills
- Family factors—including warm, supportive relationships and bonding with parents or other adults, good family communication, opportunity and recognition for pro-social involvement, parents' positive evaluation of peers and parental monitoring
- Peer group factors—including interacting with individuals and social groups who have healthy beliefs and consistent standards for behaviour
- School factors—including a high commitment and positive attitude toward school
- Community factors—including living in a positive neighbourhood with low neighbourhood crime, access to support services and attachment to the community

Other research takes the approach of identifying various “assets” children and young people need to acquire in their early lives in order to become healthy, positive and productive adults. These assets range from supportive families, good role models and positive communities to an individual child's commitment to learning, staying involved in school and having a positive identity. Additional information on these assets is available from the Search Institute at www.search-institute.org/assets/fort.html .

Appendix D: Canadian Municipal Network on Crime Prevention

The Canadian Municipal Network on Crime Prevention (CMNCP) is a community of practice to build capacity and mobilize Canadian municipalities to prevent and reduce crime and foster community safety and well-being. CMNCP aims to increase investment in effective, evidence based and collaborative prevention strategies in municipalities.

Members represent Canadian municipalities from across Canada. They enable the stakeholders and the public in their municipalities to

- access the accumulated evidence on what has worked to prevent crime,
- share good practice in successful crime prevention, and
- learn from the practical experiences of other members.

Members collaborate on ways to foster financial and practical support from different sectors providing services to citizens living in municipalities as well as other orders of government.

The vision of CMNCP is to foster more community safety and well-being through strategies that go beyond the established reactive police and criminal justice activities to include the full range of preventive measures that can tackle the causes of crime through stronger actions and innovations in sectors such as schools, housing, social and youth services, health and preventative policing. This requires the mobilization of stakeholders in these sectors, greater public engagement and strategies based on collaboration, evidence, diagnosis of problems, planning and evaluation of results. It is dependent on leadership, adequate funding and active support from the established police and criminal justice sectors.

Appendix E: Survey Data Summary

*Note: This summary is intended to capture key points from the Community Safety Survey for the purpose of understanding the overall community safety “picture” in Red Deer. The summary offers a few snapshots that are representative of the survey as a whole and gives a firsthand perspective from members of the community into safety and safety related issues.

The first round of developing a community safety and crime prevention strategy focused on information gathering and community consultation. A community-wide survey, offered in both online and hard copy formats (as requested), was distributed between September 8—30, 2015. The purpose was to give the Committee a sense of public perceptions on community safety, who is or might be well-placed to do the work in the community, what roles they might play, and where gaps might be.

The first question of the survey was to gauge how people experience safety. The question was purposely qualitative, and asked: **What does ‘safety’ or ‘feeling safe’ mean to you?** (n=384)

While there were a wide range of responses, safety was mainly understood as either the absence of negative attributes such as crime, fear, worry, and limiting physical factors (poor lighting, visibility etc.) and the presence of positive factors such as freedom, law enforcement, knowledge and relationships. The combination of these responses is reflected in the four strategies (Education, Prevention, Intervention, and Enforcement) as some initiatives to ensure positive attributes, and limit the negative. Some people focus more on one aspect of safety than the other. This pattern also emerged from questions that asked **what makes people feel safe or unsafe** (Q2).

With the pattern of positive and negative determinants of safety that arose from within the initial questions of the survey, there were a series of questions that asked people how safe people feel in various situations.

Question 3: **How safe do you feel in your neighbourhood in general?** (n=371)

53% of respondents indicated that they feel safe (or extremely safe) in their neighbourhood, while only 22% felt unsafe (or extremely unsafe) in their neighbourhood.

In general people do feel safe living in Red Deer, indicating that there is an overall satisfaction with the positive and negative determinants of safety. It is recognized, however, that safety and the feeling of safety are entirely contextual in nature. As such, specific situations and locations lead to different levels of felt safety. For example at night, and in places that are not very populated and or secure, people responded to feeling more unsafe. A specific example of this was through the question of how safe people felt in “Lanes, alleys and parking lots at night” (n=408) where 78% of respondents indicated they felt unsafe (or extremely unsafe).

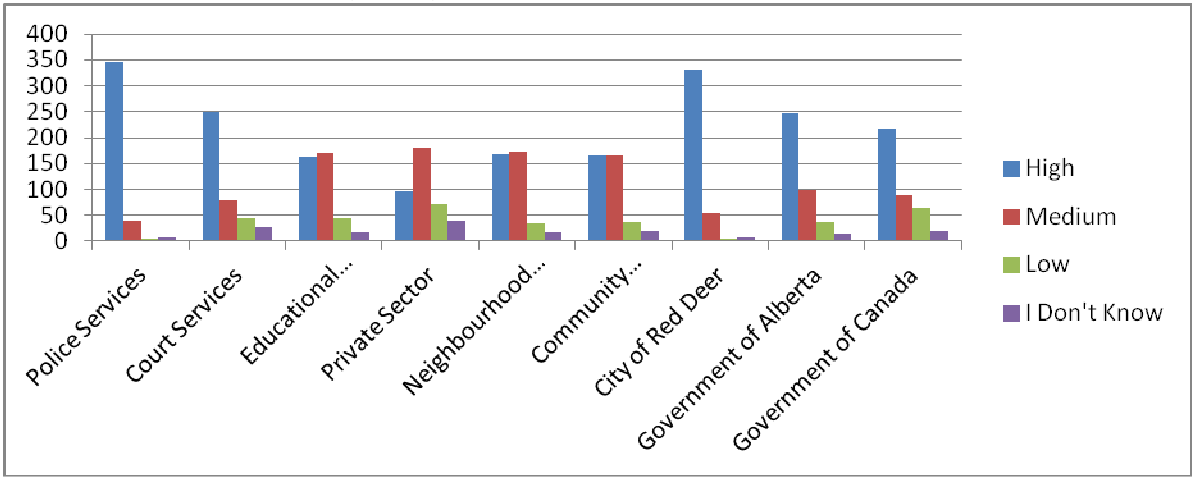
As expected, unsafe feelings increased at night compared to the day. Visibility and the environmental knowledge that comes with it were mentioned as a common feature of safety. Additionally, 71% (287) people surveyed responded that safety did influence if they would go out in their neighbourhoods.

Safety is a significant concern and does influence behavior in various ways. Crime prevention is a vital component of safety, and there is significant potential for increasing knowledge and awareness in crime preventions necessary. As indicated in questions 7.a. **Have you heard or seen anything that informed you about how to prevent crime in your neighbourhood?** (n=410) The promotion of crime prevention is not reaching many individuals in their neighbourhoods. 53% of individuals responded that they had not seen or heard anything that would help them prevent crime. This is a marketing and programming

concern at a more systemic level. This has not, however, prevented people from participating in crime prevention and protective practices.

Question 9: **Have you ever done any of the following things to protect yourself or your property from crime?** Please check all that apply (n=399). The top two responses to this questions were “Avoided certain people and places” (n=368) and, “Spent time getting to know your neighbor” (n=292). This question highlights how people are actively involved in activities which influence either the creation of positive determinants of safety or diminishing the likely hood of negative aspects.

Community safety is the shared responsibility of many citizens, organizations, and systems. There is, however, some organizations who have a higher amount of responsibility and play a larger role in bringing about safety. Question 10: **At the community level, what level of responsibility should the following partners/organizations have in community safety and crime prevention?** Please indicate the level of involvement as well. (n=398)



According to these responses, there is an expectation for more responsibility from the levels of government, especially the City. Police services (which are the responsibility of the municipality to provide) are also seen as taking on a primary responsibility. This highlights the common response seen throughout the short answer questions regarding potential activities and strategies to promote and increase community safety, namely the role and expectations of police services. There were numerous calls for increased breadth and scope of police presence and responsibility. Certainly law enforcement plays a leading role in enforcement, and the role of intervention, prevention, and education will continue to be explored and clarified through the results and implementation of the strategy.

Source: Focus Group Conversations

CITY OF RED DEER RESOURCES

EDUCATION	PREVENTION	INTERVENTION	ENFORCEMENT
<ul style="list-style-type: none"> • Facilitate these workshops/training • Facilitate community conversations • Community Services • Social Planning Dept. facilitated training • Red Deer Public Library • RCMP: SRO, Victim Services, DARE, In-school mentoring • RDES Home Safety Program • Activity guides • Community Associations • CACPC (share resources) i.e. City website • FCSS funding • FCSS Small Acts Matter • Medical counselling and education during patient interactions 	<ul style="list-style-type: none"> • Family and community support services (FCSS) • RCMP –SRO, PACT, CRU, Child ID programs, • EMS • Parks and Recreation (passes) • CACPC • Art Alley funding • DCDC-community development • Housing First Initiative • Subsidized affordable housing • Subsidized, affordable housing • Social Planning Dept. • CPTED • Community Design Bylaws, zoning, land use, planning; walkability, lighting, infrastructure, engineering • Street lighting and parks • CAPRA • Turning Point-Needle exchange 	<ul style="list-style-type: none"> • FCSS • SCAN Program • RCMP—PACT, CRU, Victim Services, CPO, Trauma team, • Social Planning Dept. • Housing First Initiative • Subsidized affordable housing • CAPRA • Warming Center—funding to Safe Harbor 	<ul style="list-style-type: none"> • RCMP: Bylaw, PACT, CRU, SRO, Traffic, CRV, CSC, Peace Officers • Probation, Parole • Justice • Sheriffs • Remand Centre • Inspections & Licensing

COMMUNITY-BASED RESOURCES

EDUCATION	PREVENTION	INTERVENTION	ENFORCEMENT
<ul style="list-style-type: none"> • CMHA • Turning Point • Safe Harbour • Golden Circle • CACPC • 211United Way • DCDC • FASD training, online, ongoing • CMHA • Native Friendship Centre • CACPC • DBA program: Graffiti cleanup • MADD • Neighbourhood Watch • CAWES • RDPL • Mental Health • Primary Care Network • Youth Justice • AADAC • John Howard Society • Women's Outreach • Suicide Prevention • CSS • Schools • Emergency Services: Fire Prevention • Alberta Bullying resources centre • Safety City • Community Associations • Vantage Community Services • Central Alberta Addictions Consortium • AHS • Big Brothers Sisters • FASD Network 	<ul style="list-style-type: none"> • Native friendship Centre • John Howard Society • Restorative justice • Mustard Seed • Community Associations • McMan Youth Services • Arcadia Housing • PCAP targeted prevention FASD • CARE • CACPC • Turning Point • Art Alley initiative • Supported housing, housing • Safe Harbor • Vantage Comm. Services • Street Ties • Salvation Army • Neighbourhood Watch • CAPRA • Big Brothers / Big Sisters • YVC • Schools • Cubs/Girl Guides • Suicide prevention centre • AADAC • AHS • CAWES • CSS • Safety City • United Way • SIES • Salvation Army • Churches • DBA • Aspire • Family Services • Golden Circle • SDOH— 	<ul style="list-style-type: none"> • CAWES • Safe Harbour • Native Friendship Centre • Red Deer Youth Justice • John Howard Society • Golden Circle • FCSS • Community Liaison Workers • Primary Care Network • Community Recovery programs ie. Celebrate Recovery, Smart Recovery, AA/NA/CA • Family School Wellness workers • Potter's Hands • High Risk Youth Coalition • Alberta Elder Abuse Awareness Network • Outreach support • Turning Point: Needle pick up/drop box • Bowden returning first offenders to community with support • Turning Point—Night Reach, Opioid / Methadone, drug treatment programs; pregnant street women program, harm reduction • PCHAD (protection of children abusing 	<ul style="list-style-type: none"> • Youth Justice Committee • Horizon Halfway House • Youth justice • Courts • Security guards • Auxiliary Police • Management companies (housing)

<ul style="list-style-type: none"> • NFC • Community Groups • MADD • Traffic safety—SCCA—Think it Through; Parachute; Smart risk • Youth traffic safety injury prevention curriculum development 	<ul style="list-style-type: none"> developmental assets SCCA • Line of Hope • CMHA • Safe Communities • Citizens on Patrol • Neighbourhood Watch • Alberta Diversification Association / CARE • AB Health Services • CPTED • ReThink Urban • Parental role models • Early support to families before • Early years development • Assist with housing income support or AISH; clothing, toiletries, dishes, bedding, diapers, getting ID, supplying food and connecting. • Community programs from social organizations • Bringing a voice to youth to promote connection and understanding – promote them to be leaders / build self confidence 	<ul style="list-style-type: none"> drugs) • Shelter System • Mobile outreach • McMan Youth Services • Street Ties • Catholic Social Services • Warming Centre • 49st Youth Centre • DBA clean team • Neighbourhood Watch • Women's Outreach • Schools • CAPRA • CMHA • FSCA • Aspire • Vantage Community Services • UP • AHS • Suicide Prevention • Heritage Family Services • YVC • Drug counselling • AHS addictions and mental health, behavior treatment centers • Food bank 	
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Appendix G: The Hub and COR

The Hub is the component where our team of designated staff from community agencies and government ministries meet twice weekly to address specific situations regarding clients facing elevated levels of risk, and develop immediate, coordinated and integrated responses through the mobilization of resources.

The Hub is not a service delivery mechanism, but rather a new way of utilizing and mobilizing those systems and resources already in place in different, unified, and dynamic ways to address specific situations of elevated risk, for which an integrated approach is required. Hub process operates from a risk driven notion rather than dependence upon incident driven response.

The Hub does not perform case management, nor does it have cases. Its purpose is to mitigate risk within 24-48 hours and connect individuals and families to services. Case management functions remain with the most appropriate agency as determined by the Hub table.

The Centre of Responsibility (COR) is the component whose focus is on the broader notion of community safety and wellness and with an eye towards longer-term community goals and initiatives.

Our COR is staffed by several full time sectoral specialists, each representing an in-kind contribution by the various member agencies and disciplines. In addition, we also have specially qualified analysts, administrative support and our CMPA Executive Director. Working together, the multi-disciplinary COR team seeks to analyze trends, measure and report on progress and outcomes achieved across the communities served by the PA Hub, and to identify and propose opportunities and recommendations for systemic changes and actions in the Prince Albert region and/or at the provincial level.

The role of the COR is to engage in collaborative analysis of Hub data and other recognized trends and data sources which serve to inform the identification of high value opportunities for systemic change. All information used for analysis at the COR is de-identified in compliance with privacy provisions, and in recognition that the COR staff members are not engaged in acutely elevated risk interventions. The COR is also not a facility for complex case management.

For best alignment with the spirit and intentions of the BPRC information sharing guidelines, the individuals dedicated to a COR should not typically be the same as those who will be either operating at a Hub table, or serving on a local Steering Committee. Exceptions to this may occur, but in such cases, additional measures may be necessary to ensure that privacy considerations are carefully managed, and that roles remain clear.

Not all communities with a Hub will require a COR as experience has shown that this level of analysis can be done effectively and efficiently on a regional basis, and a COR requires an additional investment of dedicated resources, tools, and specific skill sets. The province is currently evaluating, together with the BPRC Enterprise Group, the need and appropriate site(s) for (an) additional Centre(s) of Responsibility to support the growing and diverse database of risk and trend information arising from multiple Hubs.

Source: <http://mobilizepa.ca/who-we-are/the-hub-and-cor>

Other Sources of Information on the Hub, COR, and Responsibility Centres

"Everyone can have a piece of the puzzle... the Hub brings all the players together" [How Ontario's community safety minister plans to bring policing into the 21st century](#)

The Prince Albert Hub and the Emergence of Collaborative Risk-driven Community Safety.
<http://www.cpc-ccp.gc.ca/sites/default/files/pdf/prince-albert-hub-eng.pdf>

Building Partnerships to Prevent Crime (2016). *The Hub and COR Model.*
<http://saskbprc.com/index.php/2014-08-25-20-54-50/the-hub-cor-model>

Sources on Collaboration and Collective Impact

[How Do You Successfully Put Collective Impact into Action?](#) Collective Impact Principles of Practice

[Collaboration: Collective Impact . Large-scale social change requires broad cross-sector coordination, yet the social sector remains focused on the isolated intervention of individual organizations.](#)

The Prototypical Hub Situation

The most typical Hub discussion will have been brought forward by Social Services, the Police, or Education and it will have concerned a 12 to 17 year old individual showing an average of 6.1 risk factors. The main risk categories will have been 'Alcohol', 'Criminal Involvement', 'Parenting', 'Mental Health', 'Physical Violence', 'Missing School', 'Drugs', and/or 'Crime Victimization'. The situation will have required 3.8 individual discussions with a total discussion time of 35 minutes. Once identified by the Hub as a situation requiring multiagency intervention, the relevant agencies (on average, 3.8 agencies) will typically have engaged in a 'door knock', a planned and purposeful visit to the individual or family involved, with a view to connecting them to the most appropriate and responsive services based on their immediate needs. In 57% of situations the lead agency will have been different from the originating agency. In 79% of situations, the identified acute risks will have been mitigated and the situation closed within 2 weeks. In the vast majority of situations, people will have been connected to the services required (70%). Only very few individuals will have refused services (5%) and, of the individuals merely 'Informed of services' (22%), many will have since engaged the services offered at a later point.

Source: McFee, D. R. & Taylor, N.E. (2014). *The Prince Albert Hub and the Emergence of Collaborative Risk-driven Community Safety. Canadian Police College Discussion Paper Series, Change and Innovation in Canadian Policing*, p.16. Her Majesty the Queen in Right of Canada. <http://www.cpc-ccp.gc.ca/sites/default/files/pdf/prince-albert-hub-eng.pdf>

Appendix H: Neighbourhood Development Initiatives

DRAFT - Great Neighbourhoods Initiative

April 2016



Great Neighbours Project. The purpose of the Great Neighbours Project is to increase citizen level of attachment to the community by being a catalyst in inspiring neighbourhoods to foster a culture of connection and engagement. Connection and engagement are two sides of the same coin, and it is only through strong relationships that communities can work together to make neighbourhoods better places to live, work and play. This grassroots project is based upon the belief that every community member has something to offer. When a community discovers their own strengths, residents gain resiliency skills and a social safety net encouraging well-being for all, especially in the event of a crisis. The outcomes of the project will be that the community is connected and engaged and that community social issues are identified and addressed.

[SafeGrowth®](#) is a methodology that offers training to create safer, vibrant, and livable neighbourhoods in the future. SafeGrowth expertise includes training, assessing risks in neighbourhoods, deploying planning and prevention strategies to resolve crime and safety problems; co-developing SafeGrowth Plans with evidence-based results and strategies tailored for each specific neighbourhood; and deploying a wide array of response programs such as 1st and 2nd Generation crime prevention through environmental design (CPTED), asset mapping, safety audits, placemaking and innovative police problem solving programs. SafeGrowth principles are currently being used in similar-sized communities, such as Grande Prairie and Saskatoon.

Appendix I: Council Initiatives and Community Safety

Over the past two years Red Deer City Council has expressed interest in the relationship or intersection between *community safety*, a *community safety strategy* and three specific initiatives: the *Red Deer Alcohol and Drug Strategy*, crime mapping, and a Downtown Beat Patrol. In each case, Council engaged the community to further their understanding of appropriate Council and City roles and responsibilities in dealing with these important safety-related issues. Through the course of their work, the Community Safety Ad Hoc Committee determined that the community has an expectation for The City to exercise leadership in community safety while recognizing that overall safety is a shared responsibility, with many partners and participants. The Committee has recommended an arm's length governance model—or a steward—for community safety in Red Deer. This new model, the Centre of Responsibility (COR), is tasked with the interconnected systems' level change related to community safety. Their work includes engaging stakeholders, developing relationships with partners, identifying trends, and prioritizing existing strategies, tools, and tactics.

Red Deer Alcohol and Drug Strategy

The Safety Charter identifies Strategy 4 as the Drug and Alcohol Roadmap for a Healthy Community. The Social Planning Department worked collaboratively with the Central Alberta Addictions Consortium (CAAC) to fulfill the strategy goals and outcomes, resulting in the development of a 'made in Red Deer' strategy – *The Red Deer Alcohol & Drug Strategy*. After consideration, on Monday, March 16, 2015, it was resolved that Council of The City of Red Deer agreed to lift from the table consideration of The Red Deer Alcohol & Drug Strategy Report. Council officially accepted the report for information.

Council recognized the Central Alberta Addictions Consortium as the "owner of the working strategy." The CAAC and the Alcohol and Drug Strategy are resources during the implementation phase of the Community Safety Strategy. *The Red Deer Alcohol & Drug Strategy* will be an important reference document for the Centre of Responsibility (COR), especially in the areas of policy and program development targeted at people experiencing addictions and the resulting public safety concerns.

Downtown Beat Patrol

An April 25, 2016 Council Resolution requested feedback from significant downtown partners (including the DBA and the Central Alberta Crime Prevention Centre) on a possible Downtown Beat Patrol. At the May 24, 2016 Downtown Community Development Committee (DCDC) meeting this initiative was discussed. This feedback was presented to the Community Safety Ad Hoc Committee, at their June 6, 2016 meeting.

The DCDC acknowledged the importance of the downtown and the history of downtown policing in Red Deer. The downtown was described as a "micro-community" that needs its own response. Policing specific to Downtown received support IF it would be highly relational, affordable, and sustainable; there was broad support for the idea of a "uniform" or "uniformed presence" downtown, and the question of who was best suited to do this policing (RCMP, Citizens on Patrol, Commissionaires, Enforcement Officers, Enhanced Policing) and the necessary partnerships, was debated.

Overall, DCDC members displayed concern as to whether increased policing or visible policing actually increases the "sense" of safety or helps deal with "perceptions" of crime. They were unsure of the actual effects on crime or crime prevention. There was some concern over where resources to fund this policing would come from, and if this would impact other RCMP priorities or areas of concern. Overall, the group recognized the many RCMP priorities and budgeting concerns in meeting all of The City's current policing demands. Amidst this discussion it was recognized that Downtown community

development initiatives are also a way to promote meaningful daily activity, safety, relationship, and well-being in the downtown core.

The Community Safety Ad Hoc Committee received DCDC comments for information, and, after a lengthy discussion, expressed general concern for the health of the downtown and a need for improvement to the perceived and actual safety and security of both individuals and the collective. They too examined potential roles of the RCMP in the downtown and the related costs.

The Committee recognized the crucial role that RCMP plays in the area of enforcement, yet also recognized other key focus areas of the strategy, including education, prevention, and intervention, are crucial to the success of overall community safety. The Community Safety addresses funding along the spectrum of community safety, including education, prevention, intervention, and enforcement. Downtown policing, traditionally seen as “enforcement,” could be seen as multi-sectoral, and thus funded accordingly. However, a focused policing effort in the Downtown should be informed by the patterns that are emerging in criminal activity and the effect that perceptions have on the function and role of the Downtown in the City of Red Deer. The strategy recognizes the RCMP’s primary role of enforcement and the targeted enforcement role of the current Crime Reduction Strategy (Project Pinpoint) in targeting prolific individuals and addresses.

Community feedback indicated that the Downtown is recognized as its own unique community, and as such, needs its own community safety response. There is generalized concern for the health of the Downtown and a need to improve the perceived and actual safety and security of all. Most often issues involving homelessness, crime, mental health and addictions are attributed to the Downtown core, and as such, it becomes necessary to clarify community safety responsibilities, including the policing role downtown. RCMP are currently piloting a Downtown Enforcement Strategy that offers “reassurance” or “overt” policing and focuses on specific times and places identified through police data and analysis. This strategic work includes Community Policing Unit, Community Response Unit (CRU), PACT (Police and Crisis Team), Traffic Unit, and Community Peace Officers (By-Law).

Although there is significant work related to community safety in Downtown Red Deer there is little public awareness of these initiatives or their connection to community safety. This includes community building initiatives by the Downtown Community Development Committee, CPTED projects, Riverlands Project Development, the Greater Downtown Action Plan, and initiatives involving the Downtown Business Association and the Greater Downtown Operations Group. Actions focused on identifying risk factors and restoring protective factors specific to Downtown Red Deer should be a priority, including Crime Prevention through Social Development (CPSD) strategies. Creating awareness of how and where these initiatives and actions “fit” along the community safety spectrum is part of a potential communication strategy.

Crime Mapping

Further to the Committee’s recognition of the RCMP’s key role in a community safety strategy, The Committee recommended that crime mapping be used as a community safety tactic and only at a high level, as part of a risk intervention or strategic level process, such as the COR (Centre of Responsibility) level. The Committee recognized other strategies across the safety spectrum that are also part of Downtown safety, including CPTED (Crime Prevention Through Environmental Design), CPSD (Crime Prevention through Social Development) and Crime Prevention through Community Development.

The Community Safety Strategy stresses the importance of data and analytics in monitoring social and economic trends that can be early indicators of stress leading to crime. While crime mapping has the ability to reflect what *has* happened in the community, social and economic trend analysis can serve as a *predictor* or early indicator of crime. To be preventive, the Community Safety Ad-Hoc Committee is recommending investment in additional research and data analysis for these purposes.⁵³

Municipalities that have implemented comprehensive community safety strategies and diagnosed their areas and risk factors to tackle them and evaluate outcomes have reduced crime significantly. Glasgow, Minneapolis, and Winnipeg are three examples of cities whose use of analysis of location and risk factors has reduced violence and crime in each city by at least 50%.⁵⁴

⁵³ See Andrews & Dowden (2006) *Risk Principle of Case Classification in Correctional Treatment: A Meta-Analytic Investigation*.

⁵⁴ For more details on the comprehensive community safety strategy used in each of these cities, see CMNCP, *Action Brief* 2016:4

Appendix J: Safety Outcomes Tool

Note: This appendix is a potential tool, in progress, and is not referenced in the document.

Red Deer’s safety goal is that “We live, work, learn, and play in a safe and secure community and contribute to the actual and perceived safety and security of ourselves and others.”

This outcome tool is designed to enable an understanding of how an initiative or project aligns with the community safety strategy:



This tool should provide a quick reference for how the goal of safety in Red Deer is being achieved. Throughout the community safety strategy risk and protective factors are key to targeting what will make safety more likely. Designing projects and initiatives that are aimed at making a sustainable contribution to community safety must consider the risk factors that are prevalent in the community.

Risk factors emerge from the many social forces within a community, and must be identified for location and the target level for impact interventions and protective factors to be cultivated. Each of the 18 recommended actions that emerge from the Strategic Directions can be further understood by the use of this evaluative tool.



RED DEER COMMUNITY SAFETY AD HOC COMMITTEE

DATE: August 24, 2016

TO: Red Deer City Council

FROM: Red Deer Community Safety Ad Hoc Committee

RE: Community Safety Strategy

At the Wednesday, August 24, 2016 meeting of the Red Deer Community Safety Ad Hoc Committee, the Committee reviewed the Committee Safety Strategy.

Following the review, the motion as set out below was introduced:

Resolved that the Red Deer Community Safety Ad Hoc Committee, having considered the Community Safety Strategy dated August 24, 2016 presented by Administration, hereby endorses the recommendations as outlined in the report, and recommends that Council adopt the Community Safety Strategy as a planning tool.

The above is submitted for Council's consideration.

Respectfully submitted,

A handwritten signature in blue ink that reads 'Bettylyn Baker'. The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Bettylyn Baker
Chair, Red Deer Community Safety Ad Hoc Committee

c: Scott Cameron, Social Planning Manager
Sarah Cockerill, Director of Community Services
Brendon Neilson, Research and Evaluation Coordinator
Darlene Wilson, Community Facilitator, Social Planning



Council Decision – September 27, 2016

DATE: September 29, 2016
TO: Sarah Cockerill, Director of Community Services
FROM: Frieda McDougall, Legislative Services Manager
SUBJECT: Community Safety Strategy

Reference Report:

Safety Charter Steering Committee, dated September 1, 2016.

Resolution:

At the Tuesday, September 27, 2016 Special Council Meeting, Council passed the following resolution:

Resolved that Council of The City of Red Deer having considered the report from Safety Charter Steering Committee dated September 1, 2016 re: Community Safety Strategy hereby agrees to adopt the Community Safety Strategy as a planning tool for community safety and direct Administration to develop an implementation plan for consideration by Council.

Report back to Council: Yes.

A handwritten signature in blue ink, appearing to read 'Frieda McDougall'.

Frieda McDougall
Manager

- c. Social Planning Manager
Committees Coordinator



Office of the City Manager

DATE: September 23, 2016
TO: Red Deer City Council
FROM: Craig Curtis, City Manager
RE: Community Safety Strategy

In my comments on the Community Safety Strategy I stated that it was a good "step forward" in providing a governance model for crime prevention.

I would like to clarify that I support the Hub and Core concept as outlined in the appendix. However, I think that it is important that the Centre of Responsibility (COR) be an arm's length entity separate from The City. In this way community agencies and sponsors can mobilize around specific initiatives independently from city administration.

We are currently reviewing funding options to develop an Implementation Strategy should Council adopt this report in principle. These options will be ready for consideration in the 2017 operating budget.

A handwritten signature in black ink, appearing to read 'Craig', followed by a horizontal line.