THE CITY OF Red Deer

# *CITY COUNCIL*

# *AGENDA*

Monday, July 11, 2011 – Council Chambers, City Hall

| | |
|---|---|
| Call to Order: | 1:00 PM |
| Recess: | 5:00 PM to 6:00 PM |
| Public Hearing(s): | 6:00 PM |

## 1. MINUTES

1.1. Confirmation of the Minutes of the Monday, June 27, 2011 Regular Council Meeting

(Agenda Pages 1 – 20)

## 2. POINT OF INTEREST

## 3. UNFINISHED BUSINESS

3.1. Tourism Destination Marketing Fund - Red Deer Tourism
Department: Land & Economic Development Services

(Agenda Pages 21 – 32)

3.2. Alberta Transportation Functional Study - Highway 11
Department: Engineering Services

(Agenda Pages 33 – 41)

## 4. REPORTS

4.1. Request for Funding from 2013 Memorial Cup Bid Committee
Department: Recreation, Parks & Culture

(Agenda Pages 42 – 47)

4.2. Request for Funding for Fiestaval 2011 from the Downtown Business Association
Department: Planning Services
(Agenda Pages 48 – 52)

4.3. Crime Prevention and Policing Study/Strategy and Policing Model Review - Final Report
*(See Attachment "A" for Copy of Final Report of the Crime Prevention and Policing Study/Strategy and Policing Model Review)*
Directorate: Community Services
(Agenda Pages 53 – 59)

4.4. 2012 - 2014 Strategic Direction
Department: Communications & Strategic Planning
(Agenda Pages 60 – 69)

4.5. Appointment of Youth Representative to the Greater Downtown Action Plan Ad Hoc Committee
Department: Legislative & Governance Services
(Agenda Pages 70 – 70)

4.6. Change of Venue for August 8 and August 22, 2011 Council Meetings Establishing a Meeting for a Public Hearing on August 15, 2011
Department: Legislative & Governance Services
(Agenda Pages 71 – 72)

## 5. BYLAWS

5.1. Borrowing Bylaw Amendment 3376/A-2011
Riverside Drive Trunk Twinning Project - Sanitary Off-site Levy Fund
Consideration of Three Readings of the Bylaw
Department: Engineering Services
(Agenda Pages 73 – 76)

5.2. Borrowing Bylaw Amendment 3378/A-2011
North Highway Connector Water Crossing on Riverside Drive Project - Water Off-site Levy Fund
Consideration of Three Readings of the Bylaw
Department: Engineering Services
(Agenda Pages 77 – 80)

5.3. Land Use Bylaw Amendment 3357/Q-2011 - Rezoning for Development of Timberstone Park Phase 4
Consideration of First Reading of the Bylaw
Department: Planning Services
(Agenda Pages 81 – 84)

## 6. PUBLIC HEARINGS

6.1. Disposal of Municipal Reserve - Plan 8821302, Block 4, Lot 2MR and Subsequent Land Sale - Deer Park Commercial Site - Dunlop Street and 30th Avenue
Land Use Bylaw Amendment 3357G-2011 - Rezoning to C2B
Consideration of Second and Third Readings of the Bylaw
Department: Land & Economic Development and Planning Services
(Agenda Pages 85 – 92)

## 7. CORRESPONDENCE

## 8. PETITIONS AND DELEGATIONS

## 9. NOTICES OF MOTION

## 10. ADMINISTRATIVE INQUIRIES

## 11. IN CAMERA MEETING

11.1. Committee Appointment
Department: Legislative & Governance Services

11.2. Financial Matter
Department: Recreation, Parks & Culture

## 12. ADJOURNMENT

## 13. ATTACHMENT(S)

13.1. Attachment "A":
Crime Prevention and Policing Study/Strategy and Policing Model Review - Final Report
(Agenda Pages 93 – 632)

THE CITY OF Red Deer

**UNAPPROVED - M I N U T E S**
**of the REGULAR MEETING of RED DEER CITY COUNCIL**
**held on Monday, June 27, 2011**
**in the Council Chambers of City Hall,**
**commenced at 1:05 p.m.**

**Present:**

Mayor Morris Flewwelling
Councillor Buck Buchanan
Councillor Paul Harris
Councillor Cindy Jefferies
Councillor Lynne Mulder
Councillor Chris Stephan
Councillor Tara Veer
Councillor Frank Wong
Councillor Dianne Wyntjes

City Manager, Craig Curtis
Director of Community Services, Colleen Jensen
Acting Director of Corporate Services, Dean Krejci
Director of Development Services, Paul Goranson
Director of Planning Services, Paul Meyette
Legislative & Governance Services Manager (City Clerk), Elaine Vincent
Deputy City Clerk, Frieda McDougall
City Solicitor, Don Simpson
E.L.&P. Manager, Ligong Gan
Engineering Services Manager, Frank Colosimo
Inspections & Licensing Co-Manager, Joyce Boon
Inspections & Licensing Co-Manager, Russ Pye
Land & Economic Development Manager, Howard Thompson
Recreation Superintendent, Kay Kenny
Parks Superintendent, Trevor Poth
Transportation Engineer, Michael Williston
Development Engineer, Lee Birn
Acting Planning Manager, Angus Schaffenburg
City Planner, Tony Lindhout

## IN CAMERA MEETING

Moved by Councillor Cindy Jefferies, seconded by Councillor Dianne Wyntjes

"**Resolved** that Council of The City of Red Deer agrees to enter into an In-Camera meeting of Council on Monday, June 27, 2011 at 1:06 p.m. and hereby agrees to exclude the following:

- All members of the media; and
- All members of the public."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Moved by Councillor Lynne Mulder, seconded by Councillor Buck Buchanan

"**Resolved** that Council of the City of Red Deer hereby agrees to revert to an open meeting of Council on Monday, June 27, 2011 at 1:35 p.m."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

## MINUTES

Moved by Councillor Paul Harris, seconded by Councillor Buck Buchanan

**"Resolved** that the Monday, June 13, 2011, Council Meeting Minutes be approved with amendments as follows:

Page 4 Point of Information by Councillor Paul Harris should have a second sentence as follows:

'In particular, Councillor Harris recognized the diversity represented in the many award recipients and indicated that nomination forms for next years awards are now available.'

Page 5 a correction to remove Councillor Dianne Wyntjes name from those opposed to the last resolution and to add Councillor Buck Buchanan's name to the list of those in favour."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

**POINTS OF INTEREST**

On a Point of Information Councillor Buck Buchanan shared his pleasure at attending: June 14th – Open house related to Railyards; June 17th – grand opening of Blackfalds Protective Services building; June 22nd – Mayor's Garden Party; June 23 – the Annual General Meeting of the Red Deer River Watershed Alliance at which Councillor Dianne Wyntjes was voted in as a board member; and June 24th – the Northern Alberta Mayors and Reeves meeting in Edmonton.

Councillor Cindy Jefferies on a Point of Information shared that she has been appointed by the Alberta Urban Municipalities Association (AUMA) board to be the AUMA representative at the National Recreation Summit being held this fall.

On a Point of Information Councillor Tara Veer reported that she attended the celebration of the Telus contribution to the building and enhancements at the G.H. Dawe; that she brought greetings to Gateway Christian School's first ever high school graduation; that she attended the Telus Walk for Juvenile Diabetes which had the highest contribution of all communities across Canada; and that she attended the Alberta AUMA Mayor's caucus.

On a Point of Information Councillor Dianne Wyntjes was pleased to attend the Aboriginal Turtle Awards which recognize the aboriginal contributions to our community and recognized that Lyle Keewatin Richards received an honorary lifetime award at this event. Councillor Wyntjes also recognized Emergency Management Manager Jack MacDonald and all of his staff for their efforts in working toward international accreditation – an achievement by only five other emergency services departments in Canada.

Councillor Lynne Mulder on a Point of Information shared that she was pleased to be the Master of Ceremonies for the ALS walk on June 11th and noted that $104,000 was raised which was more fundraising than ever before.

Mayor Morris Flewwelling noted the following events and proclamations:

| | |
|---|---|
| June 22 | Mayor's Garden Party |
| June 19 – 24 | Aboriginal Day and Week |
| June 25 | Sudanese Canadian Association |

## UNFINISHED BUSINESS

### Tourism Red Deer – Enhanced Destination Marketing

Department: Legislative & Governance Services

Moved by Councillor Buck Buchanan, seconded by Councillor Cindy Jefferies

**"Resolved** that Council of The City of Red Deer hereby agrees to lift from the table consideration of the Tourism Red Deer – Enhanced Destination Marketing report."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION TO LIFT FROM THE TABLE CARRIED

Moved by Councillor Lynne Mulder, seconded by Councillor Dianne Wyntjes

**"Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated June 21, 2011, re: Tourism Red Deer – Enhanced Destination Marketing, hereby agrees to table consideration of the report to the Monday, July 11, 2011 Council Meeting."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

## BYLAWS

### River Bend Golf and Recreation Society Loan Bylaw Amendment 3391/A-2011 Consideration of Second and Third Readings

Department: Financial Services

Moved by Councillor Paul Harris, seconded by Councillor Buck Buchanan

That Bylaw Amendment 3391/A-2011 (Loan Bylaw - River Bend Golf and Recreation Society) be read a second time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Moved by Councillor Paul Harris, seconded by Councillor Buck Buchanan

That Loan Bylaw Amendment 3391/A-2011 be read a third time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

**REPORTS**

**Rotary Recreation Park & South Area Concept Plan Update**
Department: Recreation, Parks & Culture

Moved by Councillor Cindy Jefferies, seconded by Councillor Dianne Wyntjes

**"Resolved** that Council of The City of Red Deer having considered the report from the Recreation Superintendent and Recreation, Parks & Culture Manager, dated June 13, 2011, re: Rotary Recreation Park & South Area Concept Plan Update, accepts the report as a status update for the 2010 Rotary Recreation Park & South Area Concept Plan."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

## PRESENTATION

### Red Deer Regional Airport Authority – Quarterly Update

Department: Land & Economic Development

Mr. Bernie Papp, Board Chair, and Mr. R.J. Steenstra, CEO, were in attendance on behalf of the Red Deer Regional Authority and provided an overview of airport operations for the information of Council.

## REPORTS

### Waskasoo Park Trail Widths

Department: Recreation, Parks & Culture

Moved by Councillor Lynne Mulder, seconded by Councillor Buck Buchanan

"**Resolved** that Council of The City of Red Deer having considered the report from the Parks Superintendent and Recreation Parks & Culture Manager, dated June 10, 2011, re: Waskasoo Park Trail Widths, hereby accepts the report as information and recommends the following:

1. Trail Widths – Administration continues to utilize the standards outlined in the Red Deer Trails Master Plan and where possible, explore trail widening initiatives on a case by case basis.
2. Trail Lining – Administration continues to maintain existing trail lining practices and standards and where possible, explore extending the trail lining program in the future.
3. Trails for Ice Skating – Administration does not pursue trail icing at this time but consider elements of trail icing as new Waskasoo Park development and rehabilitation initiatives take place."

Prior to voting on the above resolution, the following amending resolution was introduced and passed.

Moved by Councillor Tara Veer, seconded by Councillor Cindy Jefferies

"**Resolved** that Council of The City of Red Deer having considered the report from the Parks Superintendent and Recreation Parks & Culture Manager, dated June 10, 2011, re: Waskasoo Park Trail Widths, hereby agrees to sever item 2 as follows from the resolution:

2. Trail Lining – Administration continues to maintain existing trail lining practices and standards and where possible, explore extending the trail lining program in the future."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION TO AMEND CARRIED

The original motion as amended was then on the floor.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Item two was then reintroduced in the following resolution.

Moved by Councillor Frank Wong, seconded by Councillor Dianne Wyntjes

"**Resolved** that Council of The City of Red Deer having considered the report from the Parks Superintendent and Recreation Parks & Culture Manager, dated June 10, 2011, re: Waskasoo Park Trail Widths, hereby accepts the report as information and recommends that:

Trail Lining – Administration continues to maintain existing trail lining practices and

standards and where possible, explore extending the trail lining program in the future."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Frank Wong, Councillor Dianne Wyntjes

OPPOSED: Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Tara Veer

MOTION CARRIED

**Report: Multi-Use Court Finishes**
Department: Recreation, Parks & Culture

Moved by Councillor Lynne Mulder, seconded by Councillor Dianne Wyntjes

**"Resolved** that Council of The City of Red Deer having considered the report from the Parks Superintendent and the Recreation, Parks and Culture Manager, dated June 13, 2011, re: Information Report – Multi-use Court Finishes, hereby recommends continuing utilizing asphalt as a surface for multi-use courts."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

A further resolution was introduced and passed at this time.

Moved by Councillor Chris Stephan, seconded by Councillor Paul Harris

**"Resolved** that Council of The City of Red Deer having considered the report from the Parks Superintendent and the Recreation, Parks and Culture Manager, dated June 13, 2011, re: Information Report – Multi-use Court Finishes, hereby asks administration to explore the possibilities of applying a plexi-court finish as a pilot, with a report to be brought back to Council within six weeks."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

## ADDITIONAL AGENDA ITEM

**Commuter Bike Pilot Program Update**
Department: Engineering Services

Councillor Buck Buchanan left Council Chambers at 3:07 p.m. and returned at 3:08 p.m.

Moved by Councillor Paul Harris, Seconded by Councillor Cindy Jefferies

**"Resolved** that Council of The City of Red Deer having considered the report from the Engineering Services Manager, dated June 24, 2011, re: Commuter Bike Pilot Program Update hereby directs administration to bring back for Council's consideration at the meeting of August 8, 2011, further information from the committee with respect to pilot lanes and timing, specifically advising what will be completed for 2011."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Council recessed at 3:27 and reconvened at 3:35 p.m. Councillor Paul Harris did not return to Council Chambers at this time.

## REPORTS

### Request from Piper Creek Foundation for Transfer of Land located at 4707-34 Street

Department: Land & Economic Development

Moved by Councillor Buck Buchanan, seconded by Councillor Lynne Mulder

**"Resolved** that Council of The City of Red Deer having considered the report from the Land Services Specialist, dated June 15, 2011, Re: Request from Piper Creek Foundation to Transfer Lot 6, Block 8, Plan 1621NY (4707 – 34 Street) to their Subsidiary Company, hereby approves the transfer of 4707 – 34 Street from Piper Creek Foundation to Conwood Seniors Housing Ltd., subject to the following conditions:

1. Land Sale Agreement satisfactory to the City Solicitor

2. A caveat or charge to be placed on the lands to protect The City's interest."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

ABSENT: Councillor Paul Harris

MOTION CARRIED

## PRESENTATION

### Alberta Transportation Functional Study – Highway 11

Department: Engineering Services

Mr. Robert Cheng and Mr. Henry Devos of McElhanney Consultant Services were in attendance to provide an overview of this plan for Council's information.

Councillor Paul Harris returned to Council Chambers at 3:40 p.m.

Following discussion, Council agreed to accept the report as information.

## BYLAWS

**Revision to Electric Distribution Tariff, Electric Utility Bylaw Amendment 3273/A-2011, effective August 1, 2011**
**Consideration of Three Readings**
Department: Electric, Light & Power

Moved by Councillor Lynne Mulder, seconded by Councillor Buck Buchanan

That Electric Utility Bylaw Amendment 3273/A-2011 be read a first time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

OPPOSED: Councillor Chris Stephan

MOTION CARRIED

Moved by Councillor Lynne Mulder, seconded by Councillor Buck Buchanan

That Electric Utility Bylaw Amendment 3273/A-2011 be read a second time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

OPPOSED: Councillor Chris Stephan

MOTION CARRIED

Moved by Councillor Buck Buchanan, seconded by Councillor Frank Wong

"**Resolved** that with the unanimous consent of the Council members present, Bylaw 3273/A-2011 be presented for third reading."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Moved by Councillor Lynne Mulder, seconded by Councillor Buck Buchanan

That Electric Utility Bylaw Amendment 3273/A-2011 be read a third time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

OPPOSED: Councillor Chris Stephan

MOTION CARRIED

## REPORTS

### Development Permit Application for Proposed CIBC with Drive-Thru in Clearview Market

Department: Inspections & Licensing

Moved by Councillor Cindy Jefferies, seconded by Councillor Tara Veer

**"Resolved** that Council of The City of Red Deer having considered the report from the Deputy Development Officer, dated June 13, 2011, re: Proposed CIBC with Drive-Thru in Clearview Market, hereby approves the development, on behalf of CIBC, of a 569$m^2$ bank with a drive-thru, to be located at 23 Clearview Market Way, zoned DC (27), subject to the following conditions:

1. A revised site plan, to be submitted within 30 days, showing the power routing and site transformer, satisfactory to the Electric, Light and Power Department.

2. The Developer is to provide a minimum 2 metre wide easement along the primary cable alignment and a 3 metre square at the transformer location, satisfactory to the Electric, Light and Power Department.

3. The Developer to submit a site grading plan, including onsite storm water management details, for the area specific to the proposed development, as per the Development Permit Guidelines, satisfactory to Engineering Services.

4. The Developer to submit a revised site plan, within 30 days, which indicates how the drive-thru will be screened on the site. The plan should also include paving materials and where different surface treatments (or alternative design approaches) will be used to maintain pedestrian connectivity, satisfactory to the Parks & Open Space Designer and Planning Department. Particular attention should be given in areas where sidewalk/pedestrians would be required to cross the drive-thru lane when accessing the CIBC branch or other portions of Clearview Market."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

## UNFINISHED BUSINESS

**Licensing of Secondary Suites**
Department: Inspections & Licensing

Moved by Councillor Dianne Wyntjes, seconded by Councillor Tara Veer

**"Resolved** that Council of The City of Red Deer having considered the report from the Inspections & Licensing Co-Managers dated June 7, 2011, re: Licensing of Secondary Suites, hereby supports a Secondary Suite Licensing Process in order to track and monitor active secondary suites and authorizes Administration to develop a Secondary Suite Bylaw to be brought back for Council's consideration prior to October 31, 2011."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

**Secondary Suites – Density Report**
Department: Planning Services

Moved by Councillor Tara Veer, seconded by Councillor Lynne Mulder

**"Resolved** that Council of The City of Red Deer having considered the report from the Planning and Inspection and Licensing Departments, dated June 15, 2011, re: Secondary Suites – Density Report, hereby agrees that no additional amendments should be considered at this time and that Administration bring back a report, if required, recommending changes to the Secondary Suites Land Use Bylaw provisions in early 2012, following a review by the Secondary Suites Ad Hoc Review Committee and the Municipal Planning Commission."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Council recessed at 4:55 p.m. and reconvened at 6:12 p.m.

## PUBLIC HEARINGS

**Road Closure Bylaw 3469/2011 – Closure of Section of 53rd Avenue and Land Use Bylaw Amendment 3357/M-2011 – Rezoning of Road Closure to Direct Control District (DC 28)**
**Consideration of Second and Third Readings**
Department: Land & Economic Development and Planning Services

Mayor Morris Flewwelling declared open the Public Hearings for Road Closure Bylaw 3469/2011 (Offer to Exchange a Portion of Road Adjacent to 5310-54 Street for a Portion of Lot 31, Plan 72NY to be incorporated into 55th Street Extension Project) and for Land Use Bylaw Amendment 3357/M-2011 – Rezoning of Road Closure to Direct Control District (DC 28) (Offer to Exchange a Portion of Road Adjacent to 5310-54 Street for a Portion of Lot 31, Plan 72NY to be incorporated into 55th Street Extension Project). As no one was present to speak for or against these items Mayor Morris Flewwelling declared the Public Hearings closed.

Council agreed to consider Road Closure Bylaw 3469/2011 at this time.

Moved by Councillor Tara Veer, seconded by Councillor Cindy Jefferies

That Bylaw 3469/2011 (Road Closure Bylaw – Closure of Section 53rd Avenue) be read a second time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Moved by Councillor Tara Veer, seconded by Councillor Cindy Jefferies

That Road Closure Bylaw 3469/2011 be read a third time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Council then agreed to consider Land Use Bylaw Amendment 3357/M-2011.

Moved by Councillor Cindy Jefferies, seconded by Councillor Tara Veer

That Bylaw Amendment 3357/M-2011 (Land Use Bylaw Amendment / Rezoning of Road Closure to Direct Control District (DC 28)) be read a second time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

Moved by Councillor Cindy Jefferies, seconded by Councillor Tara Veer

That Land Use Bylaw Amendment 3357/M-2011 be read a third time.

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

**REPORTS**

**Linking Utility Fees to Consumption**
Directorate: Development Services

Council agreed to accept the report as information.

**Development Agreement Fees and Charges**
Department: Engineering Services

Moved by Councillor Lynne Mulder, seconded by Councillor Buck Buchanan

**"Resolved** that Council of The City of Red Deer having considered the report from the Development Engineer and Engineering Services Manager, dated June 15, 2011, hereby approves the 2011 Fees and Charges as noted in the tables below:

1. Administration Charge

**Table 1**

| | **RATES 2006 - 2009** | **RATES FOR 2011** |
|---|---|---|
| **General Administration Fee** | $2,000 / ha | $3,300 |
| Minimum Charge | $2,500 / agreement | $3,500 / agreement |
| **Survey Network Fee** | $50 / ha | $50 / ha |
| **Legal Base Mapping Fee** | $ 250 / ha | $250 / ha |

2. Recreation Amenity Fund Fee

**Table 2**

| | RAF Collection Area | 2011 RAF Rate |
|---|---|---|
| **Basic Rate for Development Areas*** | 57 ha | $ 13,936 / ha |

*If the net area changes (more or less) the rate will change proportionately to recover the full capital cost.

3. Area Improvement Fees

**Table 3**

| Project/Property Owner | 2008 Rate | 2011 Rate |
|---|---|---|
| Kingston Drive from Gaetz Avenue to west property line of Lot 1, Plan 800 H | $ 9,425 /ha | $ 10,040 / ha |

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

## ADJOURNMENT

Moved by Councillor Chris Stephan, seconded by Councillor Buck Buchanan

**"Resolved** that the Monday, June 27, 2011, regular meeting of The City of Red Deer Council be adjourned at 6:45 p.m."

IN FAVOUR: Mayor Morris Flewwelling, Councillor Buck Buchanan, Councillor Paul Harris, Councillor Cindy Jefferies, Councillor Lynne Mulder, Councillor Chris Stephan, Councillor Tara Veer, Councillor Frank Wong, Councillor Dianne Wyntjes

MOTION CARRIED

MAYOR

CITY CLERK

THE CITY OF Red Deer

**Legislative & Governance Services**

**DATE:** **July 5, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Elaine Vincent, Legislative & Governance Services Manager**

**SUBJECT:** **Tourism Red Deer – Enhanced Destination Marketing**

***History:***
At the Monday, June 13, 2011 Council Meeting, the following motion was introduced:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Land & Economic Development Manager dated May 30, 2011 re: Tourism Red Deer – Enhanced Destination Marketing hereby agrees to remove the condition from the Critical Priority Item as part of the 2011 Operating Budget and proceed with the one-time funding in the amount of $75,000 to Tourism Red Deer for enhanced destination marketing."

Prior to voting on the above resolution, Council passed the following tabling resolution:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Land & Economic Development Manager dated May 30, 2011 re: Tourism Red Deer – Enhanced Destination Marketing hereby agrees to table consideration of this item for two weeks to allow for administration to further clarify the governance framework of Red Deer Tourism with respect to the Destination Marketing Fund."

To allow Administration time to meet with the stakeholders and prepare the revised report they requested this item be brought back to the July 11, 2011 Regular Council Meeting.

At the Monday, June 27, 2011 Council Meeting, Council passed the following tabling resolution:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated June 21, 2011, re: Tourism Red Deer – Enhanced Destination Marketing, hereby agrees to table consideration of the report to the Monday, July 11, 2011 Council Meeting."

***Discussion:***
A report from Administration is attached.

***Recommendation:***

1) That Council lifts from the table consideration of the Tourism Red Deer – Enhanced Destination Marketing report.

Elaine Vincent
Manager

DM 1106793

THE CITY OF Red Deer

**Land and Economic Development**

**DATE:** **June 28, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Howard Thompson, Land & Economic Development Manager**

**SUBJECT:** **Tourism Red Deer – Enhanced Destination Marketing**

***History***

Consideration for the report re Tourism Red Deer – Enhanced Destination Marketing, dated May 30, 2011, was tabled at the June 13th meeting of City Council to allow for administration to further clarify the governance framework of Red Deer Tourism with respect to the Destination Marketing Fund.

***Discussion***

The 2011 Service Plan Funding Requirement titled, "Tourism Destination Marketing" provided the "Ends" and "Means" for this initiative, as follows:

- The "Ends" was to "proactively promote and grow tourism in Red Deer and Area through enhanced destination marketing", and

- The "Means" was to "expand our fee for service contract with Tourism Red Deer to target value added visitors and effectively promote tourism attraction and development activities that can be leveraged through collaboration with both the Destination Marketing Fund and Travel Alberta funds".

In the 2011 budget, City Council approved one-time funding of $75,000, which would supplement the Destination Marketing Fund to support enhanced destination marketing activities. However, some clarification is required with regard to governance; being who will approve the expenditure of these funds?

The budget submissions to both The City and The County for this initiative presented Tourism Red Deer's and the Destination Marketing Fund's vision of having complementary components to enhance destination marketing.

- Tourism Red Deer, in partnership with the Destination Marketing Fund, would be the over-arching body to deliver consistent marketing strategy and branding for enhanced tourism destination marketing.

    - The funds provided by The City and The County, would be managed by Tourism Red Deer, in collaboration with the Destination Marketing Fund.

- The Destination Marketing Fund would make decisions related to their hotel member's generated funds based on an annual marketing plan prepared by Tourism Red Deer.

This governance model will ensure that the City's funds will be spent on tourism attraction initiatives that will provide broad benefits in terms of destination marketing, and will complement or parallel the Destination Marketing Fund initiatives. This is similar to how Economic Development Edmonton operates vis-à-vis the Edmonton Destination Marketing Funds.

The attached letter from both the Destination Marketing Fund Committee and Tourism Red Deer, along with their signed Memorandum of Understanding; demonstrates the commitment of these two parties to partner and work collaboratively to effectively ***speak with one voice for tourism***. They will deliver tourism attraction initiatives based on a joint marketing plan; and grow this important industry for Red Deer and Area thus providing the "Means" to our "Ends". Also, by the Destination Marketing Fund Committee partnering with Tourism Red Deer, they meet eligibility requirements to access Travel Alberta marketing dollars to further leverage The City's investment towards some of the marketing activities.

With regards to the governance framework, as indicated in our previous report and based on the commitment of these two parties to partner, we fully support the approving authourity be the Board of Directors of Tourism Red Deer for the expenditure of the $75,000. The Board would consider the activities as proposed by the Destination Marketing Fund Committee and Tourism Red Deer. We have also confirmed that the $40,000 approved in January by Red Deer County for this initiative, is being governed by Tourism Red Deer.

***Recommendation***
That City Council agrees to remove the condition and proceed with one-time funding in the amount of $75,000 to Tourism Red Deer for enhanced destination marketing as presented.

Howard Thompson
Land and Economic Development Manager

c. Paul Meyette, Director of Planning Services
Dean Krejci, Financial Services Manager
Attach.

June 29, 2011

Red Deer City Council
4914 - 48 Ave.
Red Deer AB
T4N 3T4

**Re: Destination Marketing Fund Committee Support**

The Red Deer Destination Marketing Fund Committee would like to thank City Council for their funding consideration and commitment last January, and hope that the following notes will address their questions on governance and the use of these funds.

Tourism Red Deer and the Red Deer Destination Marketing Fund Committee are separate not for profit associations registered under The Alberta Societies Act. Both organizations are very connected and working closely together to enhance the growth of tourism within Red Deer and Area and as such have entered into a Memorandum of Understanding that defines our commitment to work together and articulates our relationship.

The Destination Marketing Fund Committee is a voluntary private sector group of hotels that have agreed to collect and contribute new marketing dollars for investment in the promotion of Red Deer and Area. Tourism Red Deer is a membership based organization supported by the hospitality and tourism industry of Red Deer and Area and both the City of Red Deer and Red Deer County.

This funding both supports and expands the efforts of Tourism Red Deer who operate primarily under a fee for service from the City and Country. The current fee for service provides for basic staffing and operation of the Visitor Centre but allows for little investment into actual marketing campaigns or programs.

Whether the city funding is administered through Tourism Red Deer and its Board of Directors or to the Destination Marketing Fund Committee directly, the priority activities remain the same. With The City of Red Deer funds and our partnership with Tourism Red Deer, we are also able to leverage these dollars with Travel Alberta marketing dollars and expand our marketing efforts even further.

<u>Governance</u>
The Red Deer Destination Marketing Fund Committee is an independent not for profit association currently being registered under The Alberta Societies Act.

The Destination Marketing Fund Committee is governed by an Advisory Committee made up of 1 representative from each of participating hotels. The Advisory Committee is managed by 2 Co-Chairs selected by the whole committee and is responsible for signing authority on expenditures.

The Advisory Committee will approve an annual marketing plan that describes the programs and expenditures they will undertake for the next year including appropriate performance measures.

The Destination Marketing Fund Committee will prepare an annual report describing the impact of the programs based on performance measures in the Marketing Plan and on the financial statements of the Fund.

Marketing

On or before September 15th of each year Tourism Red Deer will prepare a destination marketing plan for the next calendar year. The plan will describe the programs and expenditures they will undertake for the next year including appropriate performance measures.

The plan will also provide recommendations to the Red Deer Destination Marketing Fund Committee on activities that complement or enhance the core destination marketing programs delivered by Tourism Red Deer. The destination marketing plan to be developed by Tourism Red Deer will be utilized by both parties, versus the Destination Marketing Committee hiring an outside consultant to prepare a separate plan; and can be used to attract potential new members into the DMF who are waiting to see the plan before committing. Recommended activities will also include activities that the Committee will undertake to benefit their members exclusively as well as activities beyond Tourism Red Deer's financial capabilities. It is expected that where appropriate Red Deer Tourism will play an active role in development and execution of the Destination Marketing Fund Committee activities.

All marketing activities will be leveraged wherever possible with Travel Alberta dollars through Tourism Destination Regional funds (Central Alberta TDR) by partnering with Tourism Red Deer.

In addition to the development of the destination marketing plan by Tourism Red Deer, the following activities will be of most benefit to the Destination Marketing Fund Committee:

Website Development

The Destination Marketing hotel group will become part of the Tourism Red Deer web site, with web pages incorporated into the site, versus having two individual sites. Rebuilding of the current Tourism Red Deer web site, will include creating a unified brand, look and feel, information and stories to engage consumers and meeting / event planners in the experience, products, facilities and services that Red Deer offers, making it easier for them to connect to these products and experiences and help prepare us to sell the products through packages and special promotions.

The site redevelopment will include an E-Marketing Strategy to draw consumers to the site that allows them to connect to the individual products and services – making the sale. During this process we will use our on line strategy to test and measure the impact of several different communication messages that will guide the future development of marketing materials and campaigns.

Events Strategy

Development of an Events Strategy for Red Deer that positions Red Deer as a meeting and event destination (including meetings, conferences, sports, arts and culture, culinary, agriculture and major city wide events development strategy).

Planning Documents

Provide for the development of Destination Marketing Fund Committee Business Plan, Operating Model, and Terms of Reference. These documents will guide the Destination Marketing fund group for the next 2-5 years.

We trust this information will provide City Council with the confidence that the Destination Marketing Fund Committee is working diligently to for the betterment of the whole community to build the awareness of Red Deer as a tourism destination.

There is much work to do, but we are confident that our combined efforts, speaking with one voice, will have tremendous impact on the growth of the hospitality and tourism industry and enhance our economic impact to Red Deer.

Yours truly

John Mytz
General Manager, Red Deer Lodge Hotel & Conference Centre
Red Deer Destination Marketing Fund Committee Co Chair

Gil Vallee
General Manager, Capri Centre
Red Deer Destination Marketing Fund Committee Co Chair

Liz Taylor
Executive Director, Tourism Red Deer

THE CITY OF Red Deer

**Report Submitted to the June 13, 2011 Council Meeting**

**Land and Economic Development**

**DATE:** **May 30, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Howard Thompson, Land & Economic Development Manager**

**SUBJECT:** **Tourism Red Deer – Enhanced Destination Marketing**

***History***

During the 2011 Operating Budget, Land & Economic Development submitted a Service Plan Funding Request to expand the scope of the fee for service contract with Tourism Red Deer to proactively promote and grow tourism in Red Deer and area through enhanced destination marketing; resulting in the following conditional approval.

> "***Resolved*** that Council of The City of Red Deer, having considered the Red Deer 2011 Service Plan Funding Requirements, hereby approves the following Critical Priority Items as part of the 2011 Operating Budget:

| Item # | Department | Initiative Title | 2011 Salary Requirement | 2011 Ongoing Requirement | 2011 One Time Requirement |
|---|---|---|---|---|---|
| 48.0 | LED | Tourism Destination Marketing | | | 75,000 |

> subject to the governance of this fund being confirmed to The City's satisfaction prior to June 30, 2011."

***Discussion***

During the presentation and debate on this item, there was discussion regarding the newly formed Destination Marketing Fund Committee that I believe requires further clarification about the relationship and respective governance of this Committee and Tourism Red Deer; and the rationale for our recommendation. Therefore this memo will address:

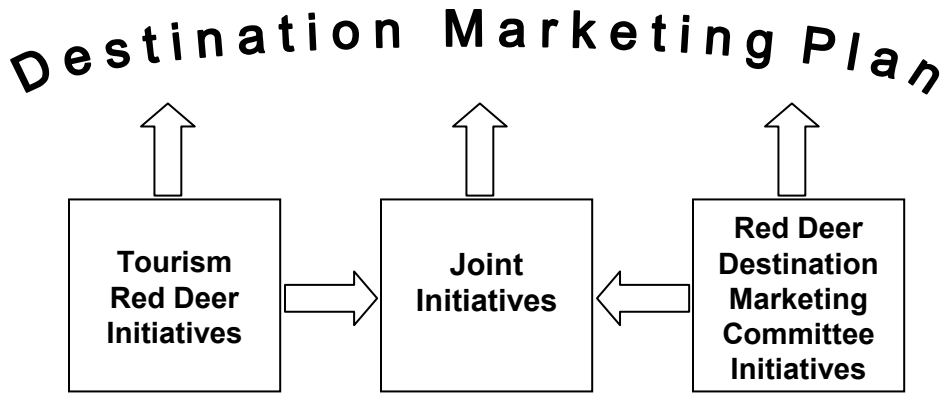
…/2

1. The relationship between each organization and the overall framework for a collaborative and coordinated approach to enhance destination marketing.
2. Tourism Red Deer's governance of the $75,000 in one-time funding.
3. An update on the Red Deer Destination Marketing Fund Committee governance.

1. The desired outcome we are trying to achieve is to proactively promote and grow tourism in Red Deer and area. This opportunity originated from the *2007 Renewing Tourism Red Deer* report that identified the need for additional investment in destination marketing; and a potential source of funding to accomplish this was for the hotel/hospitality industry to create a Destination Marketing Fund.

   The recognition we have is that Tourism Red Deer and the industry led Destination Marketing Fund Committee are two separate and distinct entities for various and valid industry and governance purposes; and the best means to maximize our desired outcome is to ensure a coordinated and collaborative approach toward destination marketing. Both parties are very open to this concept and plan to utilize the services and expertise of Tourism Red Deer to prepare annual destination marketing plans, and to help nurture the growth and development of the Destination Marketing Fund Committee.

   The following model depicts the independent yet inter-related collaborative and coordinated approach to destination marketing, where initiatives under the overarching destination marketing plan can be done independently by either party, or done as joint initiatives; and leveraged with other funds where possible.




   A Memorandum of Understanding is currently being prepared to demonstrate the understanding and relationships between all key stakeholders committed to improving destination marketing of Red Deer and area.

…/3

2. The attached memorandum from Liz Taylor, Executive Director of Tourism Red Deer confirms the $75,000 will be managed by Tourism Red Deer under the leadership and approval of Tourism Red Deer's Board of Directors. It also outlines the proposed activities to enhance destination marketing initiatives; and supports the collaborative relationship and development of the Red Deer Destination Marketing Fund Committee. Land & Economic Development supports this approach.

3. With regard to the governance and accountability of the Red Deer Destination Marketing Fund Committee, based on a recent report from the Alberta Hotel & Lodging Association on *Recommendations for the Governance & Administration of Destination Marketing Fees*, Tourism Red Deer assisted the Committee to prepare by-laws and register as an independent not for profit association under the Alberta Societies Act. Further work is contemplated, with the assistance of Tourism Red Deer to ensure compliance with industry standards and practices.

***Recommendation***
That City Council agrees to remove the condition and proceed with one-time funding in the amount of $75,000 to Tourism Red Deer for enhanced destination marketing as presented.

Howard Thompson
Land and Economic Development Manager
/attach

c. Paul Meyette, Director of Planning Services
Dean Krejci, Financial Services Manager

TOURISM
Red Deer

May 15, 2011

**Special Plan Fund Request – Enhanced Tourism Red Deer Fee For Service**

**Issue:**

$75,000 in additional marketing funding was approved by Council as a one-time initiative in support of enhanced destination marketing and was subject to the governance of these funds being confirmed to the City's satisfaction prior to June 30, 2011.

Both Tourism Red Deer and the Destination Marketing Fund Committee are working closely together to establish the Fund, develop a governance model and establish marketing priorities and activities for 2012.

This memorandum will confirm that the $75,000 will be managed by Tourism Red Deer under the leadership and approval of their Board of Directors. The funds will be directed to marketing activities that support Tourism Red Deer and the development and growth of the Destination Marketing Fund Committee, as well as Red Deer and area as a tourism destination.

Activities proposed to be undertaken will include:

- Rebuilding of the current Tourism Red Deer web site to better engage consumers as well as meeting / event planners in the experience, products, facilities and services that Red Deer offers, making it easier to connect to these products and experiences and prepare to sell the products through packages and special promotions. The site redevelopment will include an E-Marketing Strategy to draw consumers to the site that allows them to connect to the individual products and services – making the sale. During this process we will use our on line strategy to test and measure the impact of several different communication messages that will guide the future development of marketing materials and campaigns.

- Development of an Events Strategy for Red Deer that positions Red Deer as a meeting and event destination (including meetings, conferences, sports, arts and culture, culinary, agriculture and major city wide events development strategy). Initial steps will be taken this Fall to start working with Alberta Associations, the Canadian Society of Association Executives, and Travel Alberta to develop and initiate this strategy.

30A Riverview Park, Red Deer, Alberta T4N 1E3
Phone 403.346.0180 Fax 403 346.5081 Toll Free 1.800.215.8946
info@tourismreddeer.net www.tourismreddeer.net

- Development of a Media Strategy that reinforces and positions Red Deer as a major meeting and event destination. Work will begin this Summer to develop story banks, images and content that will be used in the execution of our media strategy as well as fresh content used during the web site redevelopment.

- Provide for the development of Destination Marketing Fund Committee Marketing Plan and Governance Model. The 2012 plan will be created and provide recommendations to the Red Deer Destination Marketing Fund Committee on activities that complement and enhance the core destination marketing programs delivered by Tourism Red Deer. In most cases and where appropriate it is anticipated that Tourism Red Deer will also implement the approved activities and marketing activities on behalf of the Committee.

Tourism Red Deer continues to play a critical role in the facilitation of the Red Deer Destination Marketing Fund Committee, acting as the Committee Trustee.

**Action Required:**

**That $75,000 in enhanced marketing funds be released to Tourism Red Deer.**

Liz Taylor

Liz Taylor
Executive Director
Tourism Red Deer

***Comments:***

I support the recommendation of Administration. By putting funds with Tourism Red Deer it will allow leverage of additional funding from the Province. The Governance model proposed will ensure accountability for City funds. Joint marketing will ensure coordination with the Destination Marketing Fund.

"Craig Curtis"
City Manager

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

ORIGINAL

**DATE:** July 12, 2011

**TO:** Howard Thompson, Land & Economic Development Manager

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Tourism Red Deer – Enhanced Destination Marketing

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**Reference Report:**
Legislative & Governance Services Manager, dated July 5, 2011 and Land & Economic Development Manager dated June 28, 2011

**Resolution:**

The following resolution was passed during the regular Council meeting held on Monday, June 27, 2011:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Land & Economic Development Manager dated May 30, 2011 re: Tourism Red Deer – Enhanced Destination Marketing hereby agrees to remove the condition from the Critical Priority Item as part of the 2011 Operating Budget and proceed with the one-time funding in the amount of $75,000 to Tourism Red Deer for sustainable enhanced destination marketing with the understanding that the Destination Marketing Fund will be established with a clear set of objectives, rationale and operating systems.
>
> Further, Council requests that by December 31, 2011 a report is shared with Council that advises on progress against these expectations."

**Report back to Council:** Yes

**Comments/Further Action:**
A progress report is to be brought back for Council's review by December 31, 2011.

E Vincent

Elaine Vincent
Legislative & Governance Services Manager

c Director of Planning Services
Director of Corporate Services
Financial Services Manager

DM 1130064

THE CITY OF Red Deer

**Legislative & Governance Services**

**DATE:** **July 5, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Elaine Vincent, Legislative & Governance Services Manager**

**SUBJECT:** **Tourism Red Deer – Enhanced Destination Marketing**

***History:***
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***Discussion:***
A report from Administration is attached.

***Recommendation:***

1) That Council lifts from the table consideration of the Tourism Red Deer – Enhanced Destination Marketing report.

EVincent

Elaine Vincent
Manager

DM 1106793

ORIGINAL

THE CITY OF Red Deer

**Land and Economic Development**

**DATE:** **June 28, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Howard Thompson, Land & Economic Development Manager**

**SUBJECT:** **Tourism Red Deer – Enhanced Destination Marketing**

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***History***

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***Discussion***

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Howard Thompson
Land and Economic Development Manager

c. Paul Meyette, Director of Planning Services
Dean Krejci, Financial Services Manager
Attach.

June 29, 2011

Red Deer City Council
4914 - 48 Ave.
Red Deer AB
T4N 3T4

**Re: Destination Marketing Fund Committee Support**

The Red Deer Destination Marketing Fund Committee would like to thank City Council for their funding consideration and commitment last January, and hope that the following notes will address their questions on governance and the use of these funds.

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Events Strategy

Development of an Events Strategy for Red Deer that positions Red Deer as a meeting and event destination (including meetings, conferences, sports, arts and culture, culinary, agriculture and major city wide events development strategy).

Planning Documents

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There is much work to do, but we are confident that our combined efforts, speaking with one voice, will have tremendous impact on the growth of the hospitality and tourism industry and enhance our economic impact to Red Deer.

Yours truly

John Mytz
General Manager, Red Deer Lodge Hotel & Conference Centre
Red Deer Destination Marketing Fund Committee Co Chair

Gil Vallee
General Manager, Capri Centre
Red Deer Destination Marketing Fund Committee Co Chair

Liz Taylor
Executive Director, Tourism Red Deer

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

ORIGINAL

**DATE:** July 12, 2011

**TO:** Howard Thompson, Land & Economic Development Manager

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Tourism Red Deer – Enhanced Destination Marketing

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**Reference Report:**
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**Resolution:**

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> Further, Council requests that by December 31, 2011 a report is shared with Council that advises on progress against these expectations."

**Report back to Council:** Yes

**Comments/Further Action:**
A progress report is to be brought back for Council's review by December 31, 2011.

E Vincent

Elaine Vincent
Legislative & Governance Services Manager

c Director of Planning Services
Director of Corporate Services
Financial Services Manager

DM 1130064

THE CITY OF Red Deer
ENGINEERING SERVICES

**Date:** **June 30, 2011**

**To:** **City Manager**

**From:** **Transportation Engineer**
**Engineering Services Manager**

**Re:** **Alberta Transportation Functional Study – Highway 11**

At the June 27, 2011 Regular Council Meeting, McElhanney Consulting Services Ltd., on behalf of Alberta Transportation (AT), made a presentation for Council's information regarding the findings of the Functional Planning Study to upgrade Highway 11 from Highway 2 to Highway 20 (east side of Sylvan Lake) to a Freeway standard (i.e. no at-grade access).

Following the presentation, Council asked a number of questions of the consultant which touched on the following general themes:

- The study should consider active transportation / high speed rail / light rail connectivity to The City of Red Deer (The City).
- Consideration of twinning Highway 11A prior to upgrading Highway 11.
- Impacts on governance between The City and Red Deer County as a result of the ring road location shown on the plans.
- Future access to Burnt Lake Industrial Park and the modifications needed to the existing road network in that area.

The design option to upgrade Highway 11 as presented to Council was previously reviewed by the Development Review Committee (DRC). Similar themes to those expressed by Council were raised in the comments generated by the DRC. The DRC's comments have been supplied to AT and AT has provided a written response to those concerns (both of which are attached for your ease of reference).

**Recommendation**

At this time, Engineering Services has explored all avenues available to have the concerns expressed by the DRC addressed. It is recommended that if the response received is not to Council's satisfaction, they be further reviewed as an advocacy item and be pursued on that level.

Michael Williston, P.Eng., P.E.
Transportation Engineer

Frank Colosimo, P.Eng.
Engineering Services Manager

MW/ldr

Attachments

THE CITY OF Red Deer

ENGINEERING SERVICES

May 19, 2011

Mr. Stuart Richardson
Infrastructure Engineer
Alberta Tansportation, Central Region
4920 - 51 Street
Red Deer, AB T4N 6K8

Dear Mr. Richardson:

**Re: Highway 11 (Hwy 2 to Hwy 20) Functional Planning Study**

As discussed, below are the comments received from the Development Review Committee (DRC) on the Alberta Transportation (AT) Functional Plan for Highway 11:

- The Highway 2 Right-Of-Way (ROW) required for the Alberta Transportation (AT) plan appears to encroach on Maskepetoon Park (located just north of the Red Deer River Crossing east of Highway 2). Maskepetoon Park is a significant ecological and community resource. This park represents one of the most easterly stands of Tamarack trees and provides ecosystem benefits and habitat. The City is unable to support any plan that encroaches into this area. The City is willing to meet with AT to discuss this matter further.

- It is understood that the AT plan does not address alternative means of transportation. Providing accommodation for pedestrians, cyclists and other alternative transportation modes within the road ROW to link to and from Red Deer is an important consideration for The City. Please provide direction as to how this concern will be addressed.

- From reviewing the plan it is unclear if potential regional transit service has been considered by AT. Has regional transit service been considered as a vehicle reduction measure along Highway 11, and will provision be made for bus only or high-occupancy-vehicle lanes? Please provide details of any transit measures considered in the plan.

Engineering Services 4914-48 Avenue, T4N 3T3 Phone: 403.342.8158 Fax: 403.342.8211 E-mail: engineering@reddeer.ca
The City of Red Deer Box 5008 Red Deer, AB T4N 3T4 www.reddeer.ca

- It is understood that the high speed rail corridor has not been defined as part of the AT plan. Ensuring that the high speed rail corridor is incorporated into the AT plan is an important element to The City. Please provide direction as to how this concern will be addressed.

- It is understood that the AT plan reflects a significant amount of construction on and around Highway 11 and Highway 2. Collaboration between The City and AT regarding the timing and duration of the upgrades will be required to minimize the impact on the travelling public. Please acknowledge that this collaboration will occur at the time of detailed design.

- It is understood that the AT plan will close the existing Burnt Lake Drive access to Highway 11. The City has the following comments regarding the closure:
    - Closure of this access will add extra travel distance and increase response times for emergency responders to the area. Should this access change cause response times to fall below acceptable service levels, a station may be required west of Highway 2, which would cause The City to incur additional capital and operating costs.
    - Maintaining an access to the Burnt Lake area either directly from Highway 11 or from Highway 2 should be considered.
    - The environmental impacts of motorists having to travel out of their way to access the Burnt Lake area is of concern to The City.

  Please provide direction as to how the above concerns have been taken into account or will be addressed by the plan.

- It is understood that one of the two future interchanges west of Highway 2 will be funded by AT. Please confirm this is the case.

- It is understood that the new interchanges west of Highway 2 will require realignment of existing roadways in the Burnt Lake area. Please confirm that the realignment of these existing roadways will be the responsibility of AT.

- The City Planning Department has noted that AT has previously mentioned the possibility of relocating Highway 2 to the east side of Red Deer in the future. Is relocation of Highway 2 still being considered by AT and has there been any consideration of relocating Highway 2 westward to the future City ring road alignment?

Thank you for providing The City the opportunity to review the Functional Planning Study. The City would appreciate a written response addressing each of the concerns noted above.

If you would like to meet to discuss these concerns further before providing The City with a response, please do not hesitate to contact me directly.

Yours truly,

M. Williston

Michael Williston, P.Eng., P.E.
Transportation Engineer

MW/ldr

Government of Alberta
Transportation

Office of the Infrastructure Manager
Central Region

401,4920-51 Street
Red Deer, Alberta
Canada T4N 6K8

Telephone 403/340-5166
Fax 403/340-4810

File: 2600-11:12-FP
(CE308/08)

May 20, 2011

Michael Williston
Transportation Engineer
The City of Red Deer
Engineering Services
4914 – 48 Ave
Red Deer, T4N 3T3

Dear Mr. Williston:

**RE: Highway 11 (Hwy 2 to Hwy 20) Functional Planning Study**

I have reviewed your letter of May 19, 2011 regarding comments on the Highway 11 Functional Planning Study from the City of Red Deer's (the City) Development Review Committee. In the order listed in your letter I offer the following response:

- The proposed Highway 2 and Highway 11 systems interchange configuration will tie into the existing Highway 2 alignment to the south and will not require any additional right-of-way from Maskepetoon Park. The dashed red line shown on the plans is actually the limits of the cut and fill of the existing alignment which is within the Highway 2 right-of-way.

- Highway 2 and Highway 11 have been designated as future freeways. The Highway 2 and Highway 11 interchange will be a high speed free-flowing systems interchange for the most part except for the northbound/eastbound and southbound/eastbound movements into the City which will have traffic signals. Slow moving traffic including bicycles and pedestrians are discouraged from using freeways and as such have not been considered in the interchange plans.

- Regional Transit is a municipal responsibility and Alberta Transportation would support its use for traffic reduction. However, the provision of dedicated bus/high occupancy lanes is not considered on provincial highways, especially freeways and would be something we would recommend the City pursue on the local highway network.

- The high speed rail corridor has not been considered in the Highway 11 planning study. The high speed rail is a concept yet to be implemented and will require a separate corridor study.

- The Highway 2 and Highway 11 interchange upgrade will be a major construction project with considerable impact to the traffic on Highway 2, Highway 11, 67th Street and the surrounding highway network. All impacted stakeholders will be consulted with regards to the staging and scheduling of the works.

- The existing Burnt Lake Drive access has always been considered temporary until Highway 11 achieves freeway status. Access to freeways is by grade separated interchanges only, with all at-grade accesses removed. No direct access to the Burnt Lake area from Highway 2 or Highway 11 would be permitted. The proposed interchange located on the quarter line between Range Rd 282 and Range Rd 281 has been positioned as close as possible to the Highway 2 and Highway 11 interchange. The preferred minimum distance between interchanges adjacent to urban areas is 3km and we have managed to reduce this to 2.5km.

  Once the Highway 11 planning study is signed off and accepted by Alberta Transportation, the Area Structure Plans for the Burnt Lake/Queens Business Park areas should be updated to incorporate the future highway access locations and determine the requirements for the provision of emergency services.

  It is difficult to measure the environmental impacts of the additional travel distance to access the Burnt Lake area, but it is hoped that the environmental impact of the existing traffic controlled interchange configuration and existing Burnt Lake Drive access will be greatly improved by the implementation of a systems interchange which will allow free flowing traffic movements in three directions and the closure of the Burnt Lake Drive access which has poor levels of service due to long delays.

- The first interchange west of Highway 2 (i.e the access to Burnt Lake) will be the responsibility of Alberta Transportation. The second interchange to the west, has been identified on the plans as a possible location of the future City of Red Deer ring road, and as such would be the responsibility of the City.

- As mentioned above, once the planning study is signed off and accepted by Alberta Transportation, the Area Structure Plans for the Burnt Lake/Queens Business Park areas should be updated to incorporate the proposed interchange locations and plan the internal road network accordingly. It is anticipated that the Burnt Lake area will develop significantly before the interchange is implemented and so the road network required to access the new interchange should be developed on an ongoing basis. When the interchange is constructed, and the Burnt Lake Drive access closed, Alberta Transportation will negotiate with the City and Red Deer County to construct the necessary roadway to provide access to the nearest internal roadway.

- Alberta Transportation is currently undertaking a Long Term Transportation Network Study in the Red Deer Area, to review the highway network and determine the long term network function. The study is currently delayed and will hopefully resume later this year. No decisions have been made regarding the Highway 2 alignment.

Thank you for reviewing the Highway 11 Functional Planning Study plans and providing your comments. Hopefully your queries have been addressed, however if you would like any further information please do not hesitate to contact me at (403) 340-5209.

Sincerely,

Stuart Richardson
Infrastructure Engineer

***Comments:***

It has recently come to my attention that the Functional Planning Study to upgrade Highway 11 from Highway 2 to Highway 20 (east side of Sylvan Lake) to a Freeway standard was submitted to the Province for approval on April 29, 2011 and signed off on May 9, 2011. Although Administration has identified similar concerns as City Council, I would recommend Council send a letter to the Minister of Transportation expressing key concerns with Alberta Transportation's approach to planning including the following points:

1. The need for integrated transportation movement planning including vehicular, mass transit, and high speed rail.

2. The importance of continuing to work with both municipal governments (the City of Red Deer and Red Deer County) as the Intermunicipal Development Plan identifies for joint planning that will be impacted by Alberta Transportation's decisions.

3. The importance of timing with the proposed Highway 11A interchange.

"Craig Curtis"
City Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 12, 2011

**TO:** Frank Colosimo, Engineering Services Manager
Michael Williston, Transportation Engineer

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Alberta Transportation Functional Study – Highway 11

---

**Reference Report:**
Transportation Engineer and Engineering Services Manager dated June 30, 2011

**Resolution:**
The following resolution was passed during the regular Council meeting held on Monday, June 27, 2011:

"**Resolved** that Council of The City of Red Deer having considered the report from the Transportation Engineer and Engineering Services Manager, dated June 30, 2011, re: Alberta Transportation Functional Study – Highway 11, hereby directs that this item be referred to the Advocacy Committee for further review and that a letter be sent to the Minister of Transportation by the Mayor outlining Council's concerns, as follows:

1. The need for integrated transportation movement planning including vehicular, mass transit, and high speed rail;

2. The importance of continuing to work with both municipal governments (the City of Red Deer and Red Deer County) as the Intermunicipal Development Plan identifies for joint planning that will be impacted by Alberta Transportation's decision;

3. The importance of timing with the proposed Highway 11A interchange;

4. The sustainability of such large infrastructure;

5. Concerns with the level of dialogue with those impacted;

6. Connectivity to city trails and accommodation of wild life corridors;

7. The potential for roundabouts;

8. Consideration of twinning Highway 11A prior to upgrading Highway 11;

...2/

9. Future access to Burnt Lake Industrial Park and the modifications needed to the existing road network in that area;

10. The assumption that the transition from 67 Street will be a stop and start connection;

11. Rural / urban interface and the assignment of cost; and

12. Any other issues being brought to the attention of the Advocacy committee."

**Report back to Council:** No

**Comments/Further Action:**
This item is to be referred to the Advocacy Committee for review, as well a letter signed by the Mayor is to be sent to the Minister of Transportation outlining Council's concerns. Please draft the letter for review by Legislative & Governance Services by Friday, July 15, 2011, prior to presenting the letter for the Mayor's signature.

Elaine Vincent
Legislative & Governance Services Manager

c: Director of Development Services
Committees Coordinator
Corporate Strategist
Corporate Meeting Coordinator

FILE COPY

THE CITY OF Red Deer
ENGINEERING SERVICES

**Date:** June 30, 2011

**To:** City Manager

**From:** Transportation Engineer
Engineering Services Manager

**Re:** Alberta Transportation Functional Study – Highway 11

At the June 27, 2011 Regular Council Meeting, McElhanney Consulting Services Ltd., on behalf of Alberta Transportation (AT), made a presentation for Council's information regarding the findings of the Functional Planning Study to upgrade Highway 11 from Highway 2 to Highway 20 (east side of Sylvan Lake) to a Freeway standard (i.e. no at-grade access).

Following the presentation, Council asked a number of questions of the consultant which touched on the following general themes:

- The study should consider active transportation / high speed rail / light rail connectivity to The City of Red Deer (The City).
- Consideration of twinning Highway 11A prior to upgrading Highway 11.
- Impacts on governance between The City and Red Deer County as a result of the ring road location shown on the plans.
- Future access to Burnt Lake Industrial Park and the modifications needed to the existing road network in that area.

The design option to upgrade Highway 11 as presented to Council was previously reviewed by the Development Review Committee (DRC). Similar themes to those expressed by Council were raised in the comments generated by the DRC. The DRC's comments have been supplied to AT and AT has provided a written response to those concerns (both of which are attached for your ease of reference).

**Recommendation**

At this time, Engineering Services has explored all avenues available to have the concerns expressed by the DRC addressed. It is recommended that if the response received is not to Council's satisfaction, they be further reviewed as an advocacy item and be pursued on that level.

Michael Williston, P.Eng., P.E.
Transportation Engineer

Frank Colosimo, P.Eng.
Engineering Services Manager

MW/ldr

Attachments

THE CITY OF Red Deer

FILE COPY

ENGINEERING SERVICES

May 19, 2011

Mr. Stuart Richardson
Infrastructure Engineer
Alberta Tansportation, Central Region
4920 - 51 Street
Red Deer, AB T4N 6K8

Dear Mr. Richardson:

**Re: Highway 11 (Hwy 2 to Hwy 20) Functional Planning Study**

As discussed, below are the comments received from the Development Review Committee (DRC) on the Alberta Transportation (AT) Functional Plan for Highway 11:

- The Highway 2 Right-Of-Way (ROW) required for the Alberta Transportation (AT) plan appears to encroach on Maskepetoon Park (located just north of the Red Deer River Crossing east of Highway 2). Maskepetoon Park is a significant ecological and community resource. This park represents one of the most easterly stands of Tamarack trees and provides ecosystem benefits and habitat. The City is unable to support any plan that encroaches into this area. The City is willing to meet with AT to discuss this matter further.

- It is understood that the AT plan does not address alternative means of transportation. Providing accommodation for pedestrians, cyclists and other alternative transportation modes within the road ROW to link to and from Red Deer is an important consideration for The City. Please provide direction as to how this concern will be addressed.

- From reviewing the plan it is unclear if potential regional transit service has been considered by AT. Has regional transit service been considered as a vehicle reduction measure along Highway 11, and will provision be made for bus only or high-occupancy-vehicle lanes? Please provide details of any transit measures considered in the plan.

Engineering Services 4914-48 Avenue, T4N 3T3 Phone: 403.342.8158 Fax: 403.342.8211 E-mail: engineering@reddeer.ca
The City of Red Deer Box 5008 Red Deer, AB T4N 3T4 www.reddeer.ca

If you would like to meet to discuss these concerns further before providing The City with a response, please do not hesitate to contact me directly.

Yours truly,

M. Williston

Michael Williston, P.Eng., P.E.
Transportation Engineer

MW/ldr

FILE COPY

Government of Alberta
Transportation

Office of the Infrastructure Manager
Central Region

401,4920-51 Street
Red Deer, Alberta
Canada T4N 6K8

Telephone 403/340-5166
Fax 403/340-4810

File: 2600-11:12-FP
(CE308/08)

May 20, 2011

Michael Williston
Transportation Engineer
The City of Red Deer
Engineering Services
4914 – 48 Ave
Red Deer, T4N 3T3

Dear Mr. Williston:

**RE: Highway 11 (Hwy 2 to Hwy 20) Functional Planning Study**

I have reviewed your letter of May 19, 2011 regarding comments on the Highway 11 Functional Planning Study from the City of Red Deer's (the City) Development Review Committee. In the order listed in your letter I offer the following response:

- The proposed Highway 2 and Highway 11 systems interchange configuration will tie into the existing Highway 2 alignment to the south and will not require any additional right-of-way from Maskepetoon Park. The dashed red line shown on the plans is actually the limits of the cut and fill of the existing alignment which is within the Highway 2 right-of-way.

- Highway 2 and Highway 11 have been designated as future freeways. The Highway 2 and Highway 11 interchange will be a high speed free-flowing systems interchange for the most part except for the northbound/eastbound and southbound/eastbound movements into the City which will have traffic signals. Slow moving traffic including bicycles and pedestrians are discouraged from using freeways and as such have not been considered in the interchange plans.

- Regional Transit is a municipal responsibility and Alberta Transportation would support its use for traffic reduction. However, the provision of dedicated bus/high occupancy lanes is not considered on provincial highways, especially freeways and would be something we would recommend the City pursue on the local highway network.

- The high speed rail corridor has not been considered in the Highway 11 planning study. The high speed rail is a concept yet to be implemented and will require a separate corridor study.

- The Highway 2 and Highway 11 interchange upgrade will be a major construction project with considerable impact to the traffic on Highway 2, Highway 11, 67th Street and the surrounding highway network. All impacted stakeholders will be consulted with regards to the staging and scheduling of the works.

- The existing Burnt Lake Drive access has always been considered temporary until Highway 11 achieves freeway status. Access to freeways is by grade separated interchanges only, with all at-grade accesses removed. No direct access to the Burnt Lake area from Highway 2 or Highway 11 would be permitted. The proposed interchange located on the quarter line between Range Rd 282 and Range Rd 281 has been positioned as close as possible to the Highway 2 and Highway 11 interchange. The preferred minimum distance between interchanges adjacent to urban areas is 3km and we have managed to reduce this to 2.5km.

  Once the Highway 11 planning study is signed off and accepted by Alberta Transportation, the Area Structure Plans for the Burnt Lake/Queens Business Park areas should be updated to incorporate the future highway access locations and determine the requirements for the provision of emergency services.

  It is difficult to measure the environmental impacts of the additional travel distance to access the Burnt Lake area, but it is hoped that the environmental impact of the existing traffic controlled interchange configuration and existing Burnt Lake Drive access will be greatly improved by the implementation of a systems interchange which will allow free flowing traffic movements in three directions and the closure of the Burnt Lake Drive access which has poor levels of service due to long delays.

- The first interchange west of Highway 2 (i.e the access to Burnt Lake) will be the responsibility of Alberta Transportation. The second interchange to the west, has been identified on the plans as a possible location of the future City of Red Deer ring road, and as such would be the responsibility of the City.

- As mentioned above, once the planning study is signed off and accepted by Alberta Transportation, the Area Structure Plans for the Burnt Lake/Queens Business Park areas should be updated to incorporate the proposed interchange locations and plan the internal road network accordingly. It is anticipated that the Burnt Lake area will develop significantly before the interchange is implemented and so the road network required to access the new interchange should be developed on an ongoing basis. When the interchange is constructed, and the Burnt Lake Drive access closed, Alberta Transportation will negotiate with the City and Red Deer County to construct the necessary roadway to provide access to the nearest internal roadway.

- Alberta Transportation is currently undertaking a Long Term Transportation Network Study in the Red Deer Area, to review the highway network and determine the long term network function. The study is currently delayed and will hopefully resume later this year. No decisions have been made regarding the Highway 2 alignment.

Thank you for reviewing the Highway 11 Functional Planning Study plans and providing your comments. Hopefully your queries have been addressed, however if you would like any further information please do not hesitate to contact me at (403) 340-5209.

Sincerely,

Stuart Richardson
Infrastructure Engineer

THE CITY OF
Red Deer

FILE COPY

OFFICE OF THE MAYOR

July 15, 2011

Honourable Luke Ouellette
Minister of Transportation
#320 Legislature Building
10800 - 97 Avenue
Edmonton, AB T5K 2B6

Dear Mr. Ouellette: Luke

**Re: Alberta Transportation – Highway 11 Functional Planning Study**

On June 27, 2011 McElhanney Consulting Services Ltd., on behalf of Alberta Transportation (AT), made a presentation to City of Red Deer Council regarding the findings of its Functional Study to upgrade Highway 11 to a Freeway standard from Highway 2 to Highway 20.

This presentation provided Council its first opportunity to see the functional design option chosen by AT and to hear about the rationale and key factors considered as part of the study. Council found the presentation informative and appreciated AT's willingness to share the details of the study.

Our Administration has been reviewing the proposed plan and provided feedback to the consultant and Alberta Transportation. Additionally, City Council reviewed the information provided by Alberta Transportation at the Council meeting on July 11, 2011 passed a resolution identifying the remaining concerns for The City of Red Deer. They are:

On a global level, Council identified the following concerns regarding Alberta Transportations approach to transportation planning:

1) The need for integrated transportation movement planning, including vehicular, mass transit, and high speed rail. Our transportation network needs to be integrated in approach to ensure sustainability and current approaches appear to reinforce a lack of integrated planning; and further the need for sustainability of such large infrastructure projects to be considered as part of the overall funding envelope for all provincial infrastructure;

Office of the Mayor 4914 - 48 Avenue Phone; 403.342-8155 Fax: 403.342-8365 E-mail: mayor@reddeer.ca
The City of Red Deer Box 5008 Red Deer, AB T4N 3T4 www.reddeer.ca

2) The rural/urban interface and the assignment of costs. There is a current practice that assigns costs to urban taxpayers to a higher proportion than rural taxpayers which creates an inequity in tax rates and impacting municipal sustainability. All citizens benefit equally from improved highway systems and it should be funded equally by all.

Specifically related to the Highway 11 functional planning study, Councils concerns were:

1. The importance of continuing to work with both municipal governments (The City of Red Deer and Red Deer County) as the area impacted by these changes is an area of joint planning defined in the current Intermunicipal Development Plan;

2. The importance of timing with the proposed Highway 11A interchange; consideration of twinning Highway 11A prior to upgrading Highway 11 as we see this as being a more pressing need for our region;

3. The importance of ensuring a connectivity to city trails and accommodation of wild life corridors;

4. The importance of identifying the most current design specifications including the potential for roundabouts in the planning and design;

5. The importance of ensuring future access to Burnt Lake Industrial Park and the modifications needed to the existing road network in that area; and

6. The importance of ensuring that the current infrastructure on 67th street is not impacted by the design of the new connection with the addition of start/stop connections.

The above items are of keen interest to The City; not only to better understand the effects on our citizens and community, but also to identify synergies between the AT plan and The City of Red Deer's strategic direction.

The City of Red Deer appreciates the consideration of our comments in your planning process and it is our desire to discuss with you how this study will move forward into its next phases.

Thank you again for your consideration of these comments and we look forward to your reply.

Sincerely,

Morris Flewwelling
Mayor

BACKUP

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**Christine Kenzie**

**From:** Christine Kenzie
**Sent:** July 18, 2011 8:12 AM
**To:** Elaine Vincent; Frieda McDougall; Lisa Perkins
**Cc:** Michael Williston
**Subject:** FW: Drafting of Letter for Mayor's Signature Re Alberta Transportation Functional Study - Highway 11

**Attachments:** (AT Hwy 11 Study) Letter To Minister - DRAFT (15-Jul-2011).doc

Attached is the letter, drafted by Engineering Services, to be submitted to the Minister of Transportation, regarding the Alberta Transportation - Highway 11 Functional Planning Study.

Please review, provide any changes and forward to the Mayor's office for signature.

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Michael Williston
**Sent:** July 14, 2011 11:42 PM
**To:** Christine Kenzie
**Cc:** Rachel Diehl; Linda Rehn; Melanie Brawn; Frank Colosimo
**Subject:** RE: Drafting of Letter for Mayor's Signature Re Alberta Transportation Functional Study - Highway 11

Christine,

Please see attached a Draft letter to the Minister of Transportation for referral to the Advocacy Committee per Council's resolution.

(AT Hwy 11 Study)
Letter To Mi...

Regards,

**Michael Williston, P.Eng., P.E.**
Transportation Engineer
City of Red Deer

Phone: (403) 342-8158
Fax: (403) 342-8211

Email: Michael.Williston@reddeer.ca

**From:** Frank Colosimo
**Sent:** July 12, 2011 6:09 PM
**To:** Michael Williston
**Cc:** Rachel Diehl; Linda Rehn; Melanie Brawn
**Subject:** FW: Drafting of Letter for Mayor's Signature Re Alberta Transportation Functional Study - Highway 11
**Importance:** High

Mike, Please act upon

Frank Colosimo, P.Eng.
Engineering Services Manager
City of Red Deer
Ph (403) 342-8158
Fx (403) 342-8211

**From:** Christine Kenzie
**Sent:** July 12, 2011 10:23 AM
**To:** Frank Colosimo
**Subject:** FW: Drafting of Letter for Mayor's Signature Re Alberta Transportation Functional Study - Highway 11
**Importance:** High

Frank, the email sent below should have been forwarded to you.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

**From:** Christine Kenzie
**Sent:** July 12, 2011 10:22 AM
**To:** Frank Wong
**Cc:** Linda Rehn; Michael Williston; Elaine Vincent; Frieda McDougall
**Subject:** Drafting of Letter for Mayor's Signature Re Alberta Transportation Functional Study - Highway 11
**Importance:** High

Following the Monday, July 11, 2011 Council Meeting, Council directed that a letter be sent to the Minister of Transportation, signed by the Mayor, outlining Council's concerns which are outlined in the resolution passed by Council on July 11th, shown below:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Transportation Engineer and Engineering Services Manager, dated June 30, 2011, re: Alberta Transportation Functional Study – Highway 11, hereby directs that this item be referred to the Advocacy Committee for further review and that a letter be sent to the Minister of Transportation by the Mayor outlining Council's concerns, as follows:
>
> 1. The need for integrated transportation movement planning including vehicular, mass transit, and high speed rail;
> 2. The importance of continuing to work with both municipal governments (the City of Red Deer and Red Deer County) as the Intermunicipal Development Plan identifies for joint planning that

will be impacted by Alberta Transportation's decision;
3. The importance of timing with the proposed Highway 11A interchange;
4. The sustainability of such large infrastructure;
5. Concerns with the level of dialogue with those impacted;
6. Connectivity to city trails and accommodation of wild life corridors;
7. The potential for roundabouts;
8. Consideration of twinning Highway 11A prior to upgrading Highway 11;
9. Future access to Burnt Lake Industrial Park and the modifications needed to the existing road network in that area;
10. The assumption that the transition from 67 Street will be a stop and start connection;
11. Rural / urban interface and the assignment of cost; and
12. Any other issues being brought to the attention of the Advocacy committee."

**Elaine Vincent has requested that this letter be completed by this Friday (July 15th) for review by LGS prior to having the Mayor sign.**

Let me know if you have any questions.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

July 15, 2011

Honourable Luke Ouellette
Minister of Transportation
Legislature Office
#320 Legislature Building
10800 - 97 Avenue
Edmonton, AB T5K 2B6

Dear Mr. Ouellette:

**Re: Alberta Transportation – Highway 11 Functional Planning Study**

On June 27, 2011 McElhanney Consulting Services Ltd., on behalf of Alberta Transportation (AT), made a presentation to City of Red Deer Council regarding the findings of its Functional Study to upgrade Highway 11 to a Freeway standard from Highway 2 to Highway 20.

This presentation provided Council its first opportunity to see the functional design option chosen by AT and to hear about the rationale and key factors considered as part of the study. Council found the presentation informative and appreciated AT's willingness to share the details of the study.

Council agreed to accept the report as information although concerns were raised regarding the study's consideration of alternate transportation modes as well as accessibility to the Burnt Lake Industrial Park.

Prior to this presentation, The City's Development Review Committee (DRC) reviewed the Functional Plans for Highway 11 and submitted comments to AT. These comments had similar themes to those raised by Council during the presentation.

As AT had supplied a written response to the DRC comments, Council considered this information during the July 11 Regular Council Meeting. While the AT response did provide clarity on certain items, Council's most significant concerns remain. The areas of most concern to Council are in the areas noted below:

DRAFT

1. The need for integrated transportation movement planning, including vehicular, mass transit, and high speed rail;
2. The importance of continuing to work with both municipal governments (The City of Red Deer and Red Deer County) as the Intermunicipal Development Plan identifies for joint planning that will be impacted by Alberta Transportation's decision;
3. The importance of timing with the proposed Highway 11A interchange;
4. The sustainability of such large infrastructure;
5. Concerns with the level of dialogue with those impacted;
6. Connectivity to city trails and accommodation of wild life corridors;
7. The potential for roundabouts;
8. Consideration of twinning Highway 11A prior to upgrading Highway 11;
9. Future access to Burnt Lake Industrial Park and the modifications needed to the existing road network in that area;
10. The assumption that the transition from 67 Street will be a stop and start connection; and
11. The rural / urban interface and the assignment of cost.

The above items are of keen interest to The City; not only to better understand the affects to our citizens and community, but also to identify synergies between the AT plan and The City of Red Deer's strategic direction.

The City of Red Deer appreciates the consideration of our comments in your planning process and it is our desire to discuss with you how this study will move forward into its next phases.

Thank you again for your consideration of these comments and we look forward to your reply.

Sincerely,

Mayor Morris Flewwelling

c:

DRAFT

BACKUP

## Christine Kenzie

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**From:** Michael Williston
**Sent:** July 11, 2011 12:11 PM
**To:** Elaine Vincent; Christine Kenzie
**Cc:** Frank Colosimo; Nikki McAuley
**Subject:** RE: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
**Attachments:** Dev Review Committee Minutes Dec 8.doc

Elaine,

Engineering was part of the Technical Review Committee for the Highway 11A project and provided feedback and City data through that process. Also, AT held three Open Houses related to this project. Other than the Open House opportunities, Council has not had an opportunity to comment on this study and no presentation by AT has been given.

In November 2010 the consultant working on the Highway 11A study attempted to arrange a presentation with Council, however this was pushed to sometime in early 2011 due to full Council agendas. Engineering then had the discussion with AT as to which project was their higher priority for a presentation to Council and AT chose Highway 11.

As an FYI, Engineering presented the Functional Study plans for Highway 11A to the DRC on December 8, 2010 and the DRC seemed generally satisfied with the plan. Attached are the minutes from that meeting.

Regards,

**Michael Williston, P.Eng., P.E.**
Transportation Engineer

City of Red Deer
Third Floor, City Hall
4914 48th Avenue
Red Deer, AB T4N 3T4

Phone: (403) 342-8158 Fax: (403) 342-8211
Direct: (403) 342-8379

http://www.reddeer.ca

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---

**From:** Elaine Vincent
**Sent:** July 11, 2011 10:57 AM
**To:** Michael Williston; Christine Kenzie
**Cc:** Frank Colosimo
**Subject:** RE: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting

So is it normal practice to sign off on a report without consultation.... If I understand correctly then 11A

has been approved without input or a presentation?

*Elaine Vincent*
Manager, Legislative and Governance Services
The City of Red Deer
Phone: 403-342-8134
Fax: 403-346-6195
elaine.vincent@reddeer.ca

---

**From:** Michael Williston
**Sent:** Monday, July 11, 2011 10:39 AM
**To:** Christine Kenzie
**Cc:** Elaine Vincent; Frank Colosimo
**Subject:** RE: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting

Christine,

Attached is the rough timeline that I pieced together regarding Alberta Transportation's (AT) request to present to Council for the **Highway 11** Functional Planning Study. AT presented this study to Council on June 27.

I note in your email below that you indicate the report related to the **Highway 11A** Functional Planning Study has been accepted by AT. To my knowledge, there has not been a presentation to Council related to this study.

Some time ago, Engineering (Frank Colosimo) had a discussion with AT (Brian Reid) as to which of these studies was more important and should be presented to Council first. AT indicated that the Highway 11 study was the priority and that a presentation related to Highway 11A could follow afterwards.

I hope the attached helps.

Regards,

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Transportation Engineer

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BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**From:** Frank Colosimo
**Sent:** July 06, 2011 8:16 PM
**To:** Christine Kenzie; Michael Williston
**Cc:** Elaine Vincent
**Subject:** RE: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting

Sorry,
I missed this. Mike is away sick today but I will ask him to follow up on this.

Frank Colosimo, P.Eng.
Engineering Services Manager
City of Red Deer
Ph (403) 342-8158
Fx (403) 342-8211

---

**From:** Christine Kenzie
**Sent:** July 06, 2011 9:50 AM
**To:** Frank Colosimo; Michael Williston
**Cc:** Elaine Vincent
**Subject:** FW: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
**Importance:** High

Need some information from you regarding the Alberta Transportation item. Craig Curtis received a copy of the Highway 11A Planning Study - Highway 20 - Highway 2 Final Functional Planning Report yesterday. It appears as though this report was submitted to Alberta Transportation on April 29, 2011 and accepted by Alberta Transportation on May 9, 2011. City Council heard the presentation from the A.T. consultants on June 27th. It looks like the report was finalized without The City being able to submit their comments. Question is when did Engineering first receive a request from A.T. to submit comments on the report?

If you could provide the information early this afternoon -----

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Frank Colosimo
**Sent:** July 05, 2011 5:32 PM
**To:** Christine Kenzie; Michael Williston
**Cc:** Nikki McAuley
**Subject:** RE: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting

What is the status of this?

Frank Colosimo, P.Eng.
Engineering Services Manager
City of Red Deer
Ph (403) 342-8158
Fx (403) 342-8211

---

**From:** Christine Kenzie
**Sent:** July 04, 2011 11:09 AM
**To:** Frank Colosimo
**Cc:** Melanie Brawn
**Subject:** FW: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
**Importance:** High

I see Michael is away until July 6th. Elaine reviewed the attached report and said it is OK. Will review it with Craig & Morris tomorrow and let you know if any changes required.

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Christine Kenzie
**Sent:** June 30, 2011 4:41 PM
**To:** Michael Williston
**Subject:** FW: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
**Importance:** High

I reviewed your report with Elaine and she was fine with it. Just have to run it by Craig and Morris next Tuesday.

**Christine Kenzie | Corporate Meeting Coordinator**
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D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Michael Williston
**Sent:** June 30, 2011 9:48 AM
**To:** Elaine Johnson; Christine Kenzie
**Cc:** Frank Colosimo; Linda Rehn
**Subject:** Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
**Importance:** High

Elaine,

Based on our brief discussion yesterday, attached is what I think Council is expecting regarding a report back on the AT presentation. I haven't had a chance to review this with Frank yet but would appreciate if you would be able to give me some feedback if I'm on the right track or not.

Thanks,

**Michael Williston, P.Eng., P.E.**
Transportation Engineer

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**DEVELOPMENT REVIEW COMMITTEE (DRC)**
**MINUTES**
**December 8, 2010**

| PRESENT | DEPARTMENT | ABSENT |
|---|---|---|
| | Development Services | Paul Goranson |
| | City Manager | Craig Curtis |
| Colleen Jensen (Chair) | Community Services | |
| | Community Services | Angus Schaffenburg |
| | EL&P | Ligong Gan |
| Dale Kelly | Emergency Services | |
| Lee Birn, Michael Williston | Engineering Services | |
| | Environmental Services | Tom Warder |
| | Inspections & Licensing | Joyce Boon |
| Joe D'Onofrio | Land & Economic | Howard Thompson |
| Orlando Toews, Paul Meyette | Planning Services | |
| | Public Works | Greg Sikora |
| Greg Scott, Dave Matthews | Recr Parks & Culture | |
| | Social Planning | Scott Cameron |
| Gerry Gummo | Transit | |
| Lee Birn (minutes) | Engineering Services | Linda Rehn |

| | | Action |
|---|---|---|
| **1.0** | **Confirmation of Meeting Minutes from October 13, 2010.** | |
| | • Approval deferred to next meeting. | |
| | | |
| **2.0** | **Highway 11A Functional Study**<br>• Information which provided the scope of this project was circulated.<br>• City information supplied to Consultant (MMM Group) was discussed.<br>• Question: Has High Speed Rail been considered?<br>Answer: Not yet determined, but limited information available to date was considered.<br>• Question: will east of Highway 2 be upgraded as well – (i.e. Hazlett Lake area)?<br>Answer: Not part of scope of this project. Functional Design for Northand Drive considered this area.<br>• Future ring road on west side of City has been considered as part of the Highway 11A study.<br>• Projected long term traffic volumes from City, including Queen's Business Park, were provided to Consultant.<br>• Question: What is expectation of the presentation to Council?<br>Answer: AB Transportation (AT) likely presenting to Council for information only.<br>• Question: What is timeline for study?<br>Answer: Study completion expected early in New Year, but not planned for construction within AT's 3-year plan.<br>• Question: Bike Access / Regional Trails; is there potential for pedestrian crossing within the AT plans on Highway 11A | |

| | | |
|---|---|---|
| | (i.e. interchange locations)? | |
| **3.0** | **Highway 2 Widening between McKenzie Trail and 32 Street**<br>• Information which provided the scope of this project was circulated.<br>• Pavement structure of new collector – distributor roads (CD roads) was discussed; specifically if they will be able to handle loading from full transit vehicles.<br>  o C-D roads will be designed to an urban standard and traffic volumes and loadings will be considered in the design.<br>• Question: Will McKenzie Road remain open?<br>Answer: Yes.<br>• Discussion of how traffic will access Gasoline Alley. On east side is configuration of C-D roads in front or behind existing businesses. Concerns with frontage likely with owners.<br>• Re 19 St / Taylor Drive – does City own that land or does the Province? Access to developments had previously been restricted – does new configuration allow additional access?<br>• Project currently in detailed design, but construction timeline undetermined.<br>• Question: is AT considering realignment by Maskapatoon Park (Highway 2 south of Highway 11).<br>Answer: This is currently undetermined. | |
| **4.0** | **Adjourn**<br><br>**Next Meeting: January 12, 2011 – 1:30 pm**<br>**Wapiti Meeting Room** | |

BACKUP.

## Christine Kenzie

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**From:** Michael Williston
**Sent:** July 11, 2011 10:39 AM
**To:** Christine Kenzie
**Cc:** Elaine Vincent; Frank Colosimo
**Subject:** RE: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
**Attachments:** (Hwy 11) AT Timeline.doc

Christine,

Attached is the rough timeline that I pieced together regarding Alberta Transportation's (AT) request to present to Council for the **Highway 11** Functional Planning Study. AT presented this study to Council on June 27.

I note in your email below that you indicate the report related to the **Highway 11A** Functional Planning Study has been accepted by AT. To my knowledge, there has not been a presentation to Council related to this study.

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I hope the attached helps.

Regards,

**Michael Williston, P.Eng., P.E.**
Transportation Engineer

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**Cc:** Elaine Vincent
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Engineering Services Manager
City of Red Deer
Ph (403) 342-8158
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**Cc:** Elaine Vincent
**Subject:** FW: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
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If you could provide the information early this afternoon -----

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

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**Cc:** Nikki McAuley
**Subject:** RE: Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting

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**To:** Frank Colosimo
**Cc:** Melanie Brawn
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**To:** Elaine Johnson; Christine Kenzie
**Cc:** Frank Colosimo; Linda Rehn
**Subject:** Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
**Importance:** High

Elaine,

Based on our brief discussion yesterday, attached is what I think Council is expecting regarding a report back on the AT presentation. I haven't had a chance to review this with Frank yet but would appreciate if you would be able to give me some feedback if I'm on the right track or not.

Thanks,

There are two Functional Studies being completed simultaneously by Alberta Transportation (AT):

- Highway 11 Functional Planning Study (presented to Council on June 27);
- Highway 11A Functional Planning Study

Engineering asked AT which study is the higher priority to be presented to Council. AT indicated that the Highway 11 study was the priority to present first and that a presentation related to the Highway 11A study would follow some time after.

- March 16: AT requested a presentation to Council for the Highway 11 Functional Study. They requested a presentation to be scheduled in April or early May.

  City responded to AT's request laying out the following process:

  - Submit the plans to the City for administration comments from the Development Review Committee (DRC).
  - City provides comments back to AT.
  - Set up a time as part of the City's formal Council meeting for a presentation.
  - Present at City Council and receive feedback from our Council.
  - Likely our Council will be looking for some confirmation of inclusion or not of City's points.
  - A joint meeting there after if required.

- April 1: AT provided updated plans to The City.

- April 5: Functional Study materials circulated to DRC for comment.

- April 13: Engineering Services presented AT's material to the DRC during a regularly scheduled DRC meeting.

- April 21: DRC contact person forwarded comments to Engineering via meeting minutes.

- May 19: DRC comments passed on to AT by Engineering.

- May 20: Received AT's response to DRC comments. Forwarded comments to DRC contact person.

- May 31: Offered AT a presentation time at the June 13 Council meeting.

  AT declined the June 13 due to scheduling conflicts and accepted a June 27 presentation date instead.

- June 27: AT presented the Highway 11 Functional Study to Council.

THE CITY OF Red Deer

Legislative & Governance Services

FILE COPY

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**DATE:** **July 7, 2011**

**TO:** **Frank Colosimo, Engineering Services Manager**

**FROM:** **Elaine Vincent, Legislative & Governance Services Manager**

**SUBJECT:** **Completion of Functional Planning Study**
**Highway 11A from Highway 20 to Highway 2**

---

Attached is a copy of the Functional Planning Study regarding Highway 11A from Highway 20 to Highway 2 received by the City Manager on June 30, 2011.

The City Manager has asked that this report be provided to you for your comment as to why the report was accepted prior to The City of Red Deer having an opportunity to comment.

EVincent

Elaine Vincent
Manager

/attach.

DM 1129311

**Government of Alberta**
Transportation

Office of the Regional Director
Central Region

401, 4920-51 Street
Red Deer, Alberta
Canada T4N 6K8

Telephone 403/340-5166
Fax 403/340-4810

File: 2600-11A:04-FP

June 14, 2011

His Worship Morris Flewwelling
Mayor
City of Red Deer
P.O. Box 5008
Red Deer AB T4N 3T4

RECEIVED JUN 30 2011

Dear Mayor. Flewwelling:

**Re: Completion of Functional Planning Study**
**Highway 11A from Highway 20 to Highway 2**

I am pleased to advise you that Alberta Transportation has reviewed and formally accepted the functional planning study involving the upgrade of Highway 11A between Highway 20 and Highway 2 to a divided expressway standard, completed by MMM Group.

The recommended alignment utilizes the existing Highway 11A alignment as both the eastbound and westbound highway at different locations by twinning to both the north and south optimizing the use of the existing highway and minimizing the impact to existing residences. The study identified the access management requirements to meet expressway standard, which restricts the access to Highway 11A to be from local roads only. The study also identified a potential location for the proposed City of Red Deer ring road interchange and possible interchange configuration.

The recommended plans were identified following consultation with the technical review committee which included a municipal representative from the City of Red Deer. The study included a public consultation program which included three public open houses. Additional right-of-way is required for the improvements and has been identified in the Right-Of-Way plans.

Attached are both a hard copy and electronic copy of the final planning study for your review and use in future development planning. If you have any questions regarding the study you may contact Stuart Richardson, Infrastructure Engineer in Red Deer at 403-340-5209.

Sincerely,

S. Becker

Stu Becker, P. Eng.
Regional Director

Alberta

Enclosure

BACKUP

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**Christine Kenzie**

**From:** Christine Kenzie
**Sent:** July 12, 2011 10:23 AM
**To:** Frank Colosimo
**Subject:** FW: Drafting of Letter for Mayor's Signature Re Alberta Transportation Functional Study - Highway 11

**Importance:** High

Frank, the email sent below should have been forwarded to you.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Christine Kenzie
**Sent:** July 12, 2011 10:22 AM
**To:** Frank Wong
**Cc:** Linda Rehn; Michael Williston; Elaine Vincent; Frieda McDougall
**Subject:** Drafting of Letter for Mayor's Signature Re Alberta Transportation Functional Study - Highway 11
**Importance:** High

Following the Monday, July 11, 2011 Council Meeting, Council directed that a letter be sent to the Minister of Transportation, signed by the Mayor, outlining Council's concerns which are outlined in the resolution passed by Council on July 11th, shown below:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Transportation Engineer and Engineering Services Manager, dated June 30, 2011, re: Alberta Transportation Functional Study – Highway 11, hereby directs that this item be referred to the Advocacy Committee for further review and that a letter be sent to the Minister of Transportation by the Mayor outlining Council's concerns, as follows:
>
> 1. The need for integrated transportation movement planning including vehicular, mass transit, and high speed rail;
> 2. The importance of continuing to work with both municipal governments (the City of Red Deer and Red Deer County) as the Intermunicipal Development Plan identifies for joint planning that will be impacted by Alberta Transportation's decision;
> 3. The importance of timing with the proposed Highway 11A interchange;
> 4. The sustainability of such large infrastructure;
> 5. Concerns with the level of dialogue with those impacted;
> 6. Connectivity to city trails and accommodation of wild life corridors;
> 7. The potential for roundabouts;
> 8. Consideration of twinning Highway 11A prior to upgrading Highway 11;
> 9. Future access to Burnt Lake Industrial Park and the modifications needed to the existing road

network in that area;

10. The assumption that the transition from 67 Street will be a stop and start connection;
11. Rural / urban interface and the assignment of cost; and
12. Any other issues being brought to the attention of the Advocacy committee."

**Elaine Vincent has requested that this letter be completed by this Friday (July 15th) for review by LGS prior to having the Mayor sign.**

Let me know if you have any questions.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

**Christine Kenzie**

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**From:** Michael Williston
**Sent:** June 30, 2011 9:48 AM
**To:** Elaine Johnson; Christine Kenzie
**Cc:** Frank Colosimo; Linda Rehn
**Subject:** Report To Council Re: Comments On AT Presentation - for July 11 Council Meeting
**Importance:** High
**Attachments:** (Hwy 11) DRC Comments To AT (19-May-2011).pdf; (Hwy 11) AT Letter to City of Red Deer (20-May-2011).pdf; AT Study (Hwy 11) DRAFT Recommendation To Council (30-Jun-2011).doc

Elaine,

Based on our brief discussion yesterday, attached is what I think Council is expecting regarding a report back on the AT presentation. I haven't had a chance to review this with Frank yet but would appreciate if you would be able to give me some feedback if I'm on the right track or not.

Thanks,

**Michael Williston, P.Eng., P.E.**
Transportation Engineer

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THE CITY OF Red Deer

RECREATION, PARKS & CULTURE

**DATE:** June 23, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Greg Scott, Recreation, Parks and Culture Manager
Dean Krejci, Financial Services Manager

**SUBJECT:** 2013 Memorial Cup

The attached letter forwarded to the Mayor requesting a $300,000 financial commitment to assist with hosting the 2013 Memorial Cup was received from Darcy Mykytyshn, Bid Committee Chair.

**Background:**

Red Deer is bidding to host the 2013 Memorial Cup at Westerner Park. The event will include National T.V. coverage on Rogers Sportsnet, a cumulated attendance of over 71,000 people, 700 local volunteers and an economic impact estimated at almost $18M.

**Corporate Policy:**

The City of Red Deer currently reviews these type of requests through Council Policy 5313-C Grants to Community Service Organizations. Policy guidelines indicate the event must be provincial, national or international and the applicant must be a non profit organization.

**Analysis:**

Organizers indicate the tournament will provide citizens of all ages with many opportunities to be involved. Schools will be approached to participate in a Canadian Hockey League school exhibit. This will assist in getting youth involved in the event.

The bid will include a plan to incorporate our country's veterans and Canadian Armed Forces personal in Memorial Cup festivities. With 2013 being Red Deer's centennial, this event will be one of the key community celebrations.

The intent is to also approach Red Deer County to become a partner in support of the bid application.

**Financial Implications:**

There are 3 options available to deal with this request.

1. Defer the Request

The provision of a financial commitment could be delayed until the 2012 operating budget discussion in January 2012. As the bid application needs to be submitted by October 2011this is not a viable option for the organizing committee.

2. Provide a Sponsorship Grant

Operating expenses approved outside of the budget process are normally funded from the Tax Stabilization Reserve (TSR). Current forecasts of the TSR show an ending balance of $3.1m for 2011 with a steady decline in balances to $0.9m in 2020. The forecast is dependent on achieving an operating surplus of at least $2.55m in each year of the 10 year forecast period. Funding this request would result in an estimated ending balance of $2.8m for 2011 with a steady decline in the balance to $0.6m in 2020. This forecast is independent of other funding requests that may come before Council in 2011. This could limit the ability of Council to consider future requests for funding or alternate sources of funding would have to be considered which would impact future plans for those funding sources.

3. Deny the Request

The financial commitment could be denied based on no available funding.

**Recommendation:**

That Council

1. Approves a financial commitment to the Memorial Cup Bid Committee of $300,000 towards the 2013 Memorial Cup.

Greg Scott
Recreation, Parks and Culture Manager

Dean Krejci,
Financial Services Manager

Cc: Colleen Jensen, Director of Community Services
Darcy Mykytyshn, Bid Committee Chair

June 22, 2011

Darcy Mykytyshyn
2013 Memorial Cup Bid Committee
263 Lampard Cres.
Red Deer, AB T4R 2W5

Mayor and City Council
City of Red Deer
Box 5008
Red Deer, AB T4N 3T4

Re: 2013 Memorial Cup

Red Deer is known, not only within the Province, but beyond our borders, as a community with commitment, capacity and confidence. It is these values that have brought together a team of like-minded individuals to form a bid to the Western Hockey League (WHL) for the 2013 Memorial Cup. Today we are seeking your support to make that a reality.

Our bid approach is simple:

- Sellout the Enmax Centrium every day. Given the level of season ticket support enjoyed by the Red Deer Rebel's, there is no doubt this goal will be achieved.
- Engage Community Builders. We are currently reaching out to Community Builders and business leaders to introduce the 2013 Memorial Cup and ask for their support – Central Alberta has a long history of "being there" to support activities our community can rally around while building profile and bringing economic activity to the region. Hockey is "Canada's Game" and we are confident that businesses will be there to champion this event.
- Seek the support of the provincial government. The Memorial Cup has not been played in Alberta since 1971 – we believe it is time for that to change and believe that the Province of Alberta can help make that happen. We are in negotiations with the Province and the signals we are receiving show that they are willing to step forward in a very positive way.
- Partner with the City of Red Deer and County of Red Deer. An event like this is a team effort and the City and County are key partners ensuring the success of our bid and the maximum positive benefit for our Central Alberta community if a successful bid can be secured.

We are asking for financial support from the City because we are confident of the economic benefits, profile to Red Deer, and enhancement to the social fabric of Central Alberta that a national event like the Memorial Cup brings. This will be particularly true during the City's centennial year when events which engage the whole community and build its public profile will be especially opportune. I would like to highlight what we see as some of the most important benefits to our community, and the Central Alberta region:

- This event will occur in Red Deer's centennial year and can be staged as one of the key community celebrations of the year, with a special emphasis on the memorial aspect of the games and Red Deer's sports legacy. The games will provide a perfect opportunity to engage the whole community in the birthday celebration as volunteers, sponsors and participants.
- Projected economic impact of the Memorial Cup is $17,814,919.
- Projected accumulated attendance for the tournament to exceed 65,000

- 5,000+ visitors to Red Deer over the 10 day period of the tournament.
- Close to 5,000 season ticket holders of the Red Deer Rebels will be able to cheer for their team as the Rebels compete for the National Championship on home ice – the atmosphere and excitement will be electric.
- 2013 Is an important year for more than just the City's centennial, it is also the:
    - 95th Edition of the Memorial Cup
    - 20th Anniversary of the Red Deer Rebels

  Our hockey team, our community and the Memorial Cup have a deep and rich history – hosting this event allows us to celebrate our past and "show off" our progressive nature to the country.
- The Memorial Cup was presented in honor of the men and women whom made the ultimate sacrifice during World War I. Our bid submission will include a plan for incorporating our country's veterans and Canadian Armed Forces personnel in the Memorial Cup festivities. Central Alberta has a rich military history and the Memorial Cup celebrates this most treasured institution in a prominent and respectful way.
- We will be approaching the schools of Central Alberta to participate in the *CHL School Exhibit* which profiles every team in the Canadian Hockey League. This will get our region's youth involved in the event and give them an opportunity to learn about other places in our country.
- The 2011 Memorial Cup had over 250 accredited media and photographers covering the event representing more than 80 different outlets.
- Games broadcast nationally by Roger's Sportsnet and RDS (French Sports Coverage)
    - 28 hours of live TV coverage from coast to coast on Sportsnet
    - Viewership of Round Robin Games during 2011 Memorial Cup:
        - 217,400
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        - 544,000 on Sportsnet
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    - Leading up to the 2013 MasterCard Memorial Cup, Red Deer will be showcased within numerous RSN telecasts, by way of 15 & 30-second commercial messages.

Our request is simple and straightforward; we are seeking a *financial commitment of $300,000 to be used in the event the revenues from the 2013 Memorial Cup fall short of meeting the commitment to the WHL required to secure the bid.* It is our best estimate, at this time, that we can both present a competitive and compelling bid to the WHL and generate sufficient revenues to ensure that the City's contribution will not be called upon. Our budgeting is conservative and responsible, and we are confident that the final version will be competitive and compelling to the WHL having what it takes to secure the event. We know that Central Alberta can deliver.

Our business plan will be strong, our volunteers committed and time is on our side to ensure everyone comes to the table. Our goal is to finance this project on its merits - a financial guarantee from the City gives us the confidence to stand before the WHL and say to them that Central Alberta will host a FIRST CLASS, powerful event our region and the WHL can be proud of.

Thank you for allowing us to present this opportunity to you. This will be a tremendous event for Central Alberta and another shining example of what our community is capable of doing on the national stage. We look forward to having you join us in brining the Memorial Cup to Red Deer, and the Central Alberta region and in sharing our community pride with all of Canada.

Best Regards,

Darcy Mykytyshyn
2013 Memorial Cup Bid Committee Chair
darcymyk@telusplanet.net
403.896.6922

Cc: Craig Curtis, City Manager
Greg Scott, Manager Recreation, Parks and Culture

***Comments:***

I support the recommendation of Administration that Council approve the financial commitment to the Memorial Cup Bid Committee in the amount of $300,000. The funding for this would come from the Tax Stabilization Reserve.

"Craig Curtis"
City Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 12, 2011

**TO:** Greg Scott, Recreation, Parks & Culture Manager
Dean Krejci, Financial Services Manager

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** 2013 Memorial Cup – Request for Funding

---

**Reference Report:**
Recreation, Parks and Culture Manager and Financial Services Manager, dated June 23, 2011

**Resolutions:**
The following resolution was passed during the regular Council meeting held on Monday, July 11, 2011:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Recreation, Parks and Culture Manager and Financial Services Manager, dated June 23, 2011 re: 2013 Memorial Cup Request for Funding, hereby approves a financial commitment to the Memorial Cup Bid Committee of $300,000 towards the 2013 Memorial Cup. Budget for this cost to come from the Tax Stabilization Reserve."

**Report back to Council:** No

**Comments/Further Action:**

Elaine Vincent
Legislative & Governance Services Manager

c: Director of Community Services
Director of Corporate Services
Financial Services Manager

DM 1130064

THE CITY OF
Red Deer

FILE COPY

LEGISLATIVE & GOVERNANCE SERVICES

July 12, 2011

Mr. D. Mykytshyn
2013 Memorial Cup Bid Committee
c/o 263 Lampard Crescent
Red Deer, AB T4R 2W5

Dear Mr. Mykytshyn:

***Re: 2013 Memorial Cup – Request for Funding***

Thank you for your presentation at the Monday, July 11, 2011 Red Deer City Council Meeting regarding your request for funding to bring the 2013 Memorial Cup to The City of Red Deer.

Council considered your request and passed the following resolution:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Recreation, Parks and Culture Manager and Financial Services Manager, dated June 23, 2011 re: 2013 Memorial Cup Request for Funding, hereby approves a financial commitment to the Memorial Cup Bid Committee of $300,000 towards the 2013 Memorial Cup. Budget for this cost to come from the Tax Stabilization Reserve."

Best wishes in your endeavour to bring the 2013 Memorial Cup to the City of Red Deer.

Sincerely,

Elaine Vincent
Manager

c Recreation, Parks & Culture Manager

THE CITY OF
Red Deer

RECREATION, PARKS & CULTURE

**DATE:** June 23, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Greg Scott, Recreation, Parks and Culture Manager
Dean Krejci, Financial Services Manager

**SUBJECT:** 2013 Memorial Cup

The attached letter forwarded to the Mayor requesting a $300,000 financial commitment to assist with hosting the 2013 Memorial Cup was received from Darcy Mykytyshn, Bid Committee Chair.

**Background:**

Red Deer is bidding to host the 2013 Memorial Cup at Westerner Park. The event will include National T.V. coverage on Rogers Sportsnet, a cumulated attendance of over 71,000 people, 700 local volunteers and an economic impact estimated at almost $18M.

**Corporate Policy:**

The City of Red Deer currently reviews these type of requests through Council Policy 5313-C Grants to Community Service Organizations. Policy guidelines indicate the event must be provincial, national or international and the applicant must be a non profit organization.

**Analysis:**

Organizers indicate the tournament will provide citizens of all ages with many opportunities to be involved. Schools will be approached to participate in a Canadian Hockey League school exhibit. This will assist in getting youth involved in the event.

The bid will include a plan to incorporate our country's veterans and Canadian Armed Forces personal in Memorial Cup festivities. With 2013 being Red Deer's centennial, this event will be one of the key community celebrations.

The intent is to also approach Red Deer County to become a partner in support of the bid application.

**Financial Implications:**

There are 3 options available to deal with this request.

1. Defer the Request

The provision of a financial commitment could be delayed until the 2012 operating budget discussion in January 2012. As the bid application needs to be submitted by October 2011this is not a viable option for the organizing committee.

2. Provide a Sponsorship Grant

Operating expenses approved outside of the budget process are normally funded from the Tax Stabilization Reserve (TSR). Current forecasts of the TSR show an ending balance of $3.1m for 2011 with a steady decline in balances to $0.9m in 2020. The forecast is dependent on achieving an operating surplus of at least $2.55m in each year of the 10 year forecast period. Funding this request would result in an estimated ending balance of $2.8m for 2011 with a steady decline in the balance to $0.6m in 2020. This forecast is independent of other funding requests that may come before Council in 2011. This could limit the ability of Council to consider future requests for funding or alternate sources of funding would have to be considered which would impact future plans for those funding sources.

3. Deny the Request

The financial commitment could be denied based on no available funding.

**Recommendation:**

That Council

1. Approves a financial commitment to the Memorial Cup Bid Committee of $300,000 towards the 2013 Memorial Cup.

Greg Scott
Recreation, Parks and Culture Manager

Dean Krejci,
Financial Services Manager

Cc: Colleen Jensen, Director of Community Services
Darcy Mykytyshn, Bid Committee Chair

THE CITY OF Red Deer

COUNCIL POLICY
5313 - C

# Grants to Community Service Organizations

## Purpose:

The purpose of this policy is to provide a procedure for the submission of grant requests to City Council.

## Policy Statement(s):

### A. Grant Requests

1. Grant requests to City Council shall be considered for the hosting of provincial, national or international events.

2. Non-profit groups may submit applications for assistance in hosting provincial, national, or international events in the city. Such applications shall include the following additional information:

    a. Estimated number of participants;

    b. Estimated number of spectators; and

    c. Estimated economic benefit to the community.

### B. Deadline and Application Requirements

1. Grant applications in both categories shall be submitted to the City Clerk by November 15 of the year prior to the grant being requested.

2. Grant applications shall be evaluated and recommendations made by the following:

    a. Recreation, Parks & Culture Board;

    b. Red Deer Visitor & Convention Bureau.

3. Grant applications shall be considered by City Council during the annual budget deliberations.

4. Grant applications submitted by organizations shall include:

    a. The specific purpose of the application;

    b. The amount of funding requested;

    c. Proposed budget for the event;

    d. In the case of an annual event, the previous year's financial statement, certified correct by two directors, shall be submitted, showing all surpluses and invested funds.

5. Grants must be used within the City, unless otherwise authorized by City Council.

## Authority/Responsibility to Implement:

City Manager

## Document History:

| |
|---|
| Approved: September 9, 1996 |
| Administrative Revision (new template): March 12, 2010 |

ORIGINAL

June 22, 2011

Darcy Mykytyshyn
2013 Memorial Cup Bid Committee
263 Lampard Cres.
Red Deer, AB T4R 2W5

Mayor and City Council
City of Red Deer
Box 5008
Red Deer, AB T4N 3T4

Re: 2013 Memorial Cup

Red Deer is known, not only within the Province, but beyond our borders, as a community with commitment, capacity and confidence. It is these values that have brought together a team of like-minded individuals to form a bid to the Western Hockey League (WHL) for the 2013 Memorial Cup. Today we are seeking your support to make that a reality.

Our bid approach is simple:

- Sellout the Enmax Centrium every day. Given the level of season ticket support enjoyed by the Red Deer Rebel's, there is no doubt this goal will be achieved.
- Engage Community Builders. We are currently reaching out to Community Builders and business leaders to introduce the 2013 Memorial Cup and ask for their support – Central Alberta has a long history of "being there" to support activities our community can rally around while building profile and bringing economic activity to the region. Hockey is "Canada's Game" and we are confident that businesses will be there to champion this event.
- Seek the support of the provincial government. The Memorial Cup has not been played in Alberta since 1971 – we believe it is time for that to change and believe that the Province of Alberta can help make that happen. We are in negotiations with the Province and the signals we are receiving show that they are willing to step forward in a very positive way.
- Partner with the City of Red Deer and County of Red Deer. An event like this is a team effort and the City and County are key partners ensuring the success of our bid and the maximum positive benefit for our Central Alberta community if a successful bid can be secured.

We are asking for financial support from the City because we are confident of the economic benefits, profile to Red Deer, and enhancement to the social fabric of Central Alberta that a national event like the Memorial Cup brings. This will be particularly true during the City's centennial year when events which engage the whole community and build its public profile will be especially opportune. I would like to highlight what we see as some of the most important benefits to our community, and the Central Alberta region:

- This event will occur in Red Deer's centennial year and can be staged as one of the key community celebrations of the year, with a special emphasis on the memorial aspect of the games and Red Deer's sports legacy. The games will provide a perfect opportunity to engage the whole community in the birthday celebration as volunteers, sponsors and participants.
- Projected economic impact of the Memorial Cup is $17,814,919.
- Projected accumulated attendance for the tournament to exceed 65,000

- 5,000+ visitors to Red Deer over the 10 day period of the tournament.
- Close to 5,000 season ticket holders of the Red Deer Rebels will be able to cheer for their team as the Rebels compete for the National Championship on home ice – the atmosphere and excitement will be electric.
- 2013 Is an important year for more than just the City's centennial, it is also the:
    - 95th Edition of the Memorial Cup
    - 20th Anniversary of the Red Deer Rebels

  Our hockey team, our community and the Memorial Cup have a deep and rich history – hosting this event allows us to celebrate our past and "show off" our progressive nature to the country.
- The Memorial Cup was presented in honor of the men and women whom made the ultimate sacrifice during World War I. Our bid submission will include a plan for incorporating our country's veterans and Canadian Armed Forces personnel in the Memorial Cup festivities. Central Alberta has a rich military history and the Memorial Cup celebrates this most treasured institution in a prominent and respectful way.
- We will be approaching the schools of Central Alberta to participate in the *CHL School Exhibit* which profiles every team in the Canadian Hockey League. This will get our region's youth involved in the event and give them an opportunity to learn about other places in our country.
- The 2011 Memorial Cup had over 250 accredited media and photographers covering the event representing more than 80 different outlets.
- Games broadcast nationally by Roger's Sportsnet and RDS (French Sports Coverage)
    - 28 hours of live TV coverage from coast to coast on Sportsnet
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        - 217,400
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Our request is simple and straightforward; we are seeking a *financial commitment of $300,000 to be used in the event the revenues from the 2013 Memorial Cup fall short of meeting the commitment to the WHL required to secure the bid.* It is our best estimate, at this time, that we can both present a competitive and compelling bid to the WHL and generate sufficient revenues to ensure that the City's contribution will not be called upon. Our budgeting is conservative and responsible, and we are confident that the final version will be competitive and compelling to the WHL having what it takes to secure the event. We know that Central Alberta can deliver.

Our business plan will be strong, our volunteers committed and time is on our side to ensure everyone comes to the table. Our goal is to finance this project on its merits - a financial guarantee from the City gives us the confidence to stand before the WHL and say to them that Central Alberta will host a FIRST CLASS, powerful event our region and the WHL can be proud of.

Thank you for allowing us to present this opportunity to you. This will be a tremendous event for Central Alberta and another shining example of what our community is capable of doing on the national stage. We look forward to having you join us in brining the Memorial Cup to Red Deer, and the Central Alberta region and in sharing our community pride with all of Canada.

Best Regards,

Darcy Mykytyshyn

Darcy Mykytyshyn
2013 Memorial Cup Bid Committee Chair
darcymyk@telusplanet.net
403.896.6922

Cc: Craig Curtis, City Manager
Greg Scott, Manager Recreation, Parks and Culture

BACKUP

**Christine Kenzie**

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**From:** Greg Scott

**Sent:** June 30, 2011 8:18 AM

**To:** Elaine Vincent; Christine Kenzie

**Cc:** Colleen Jensen; Dean Krejci; Kay Kenny; Heather McLaren

**Subject:** June 23, 2011 2013 Memorial Cup

**Attachments:** Request - City of Red Deer vF.pdf; 1112089 - June 23, 2011 2013 Memorial Cup - 1.DOC

Hi Christine,
Attached is the request from the Memorial Cup Bid Committee plus a administrative report from Dean and myself. As I indicated earlier the committee would like to meet with Council in camera on the 11th to discuss the entire plan ... bid guarantee request for $300K plus a second request that would come back to council if the guarantee was not needed, to support the $300k being put towards a community legacy. Only the $300k guarantee request will be going to public council on July 11th..

There is a Bid Committee meeting next Monday so I would like to be able to let them know this process is okay prior to that. If you have any questions please give me a ring... I am in today but gone then until July 6th.

Greg S

BACKUP

## Christine Kenzie

**From:** Frieda McDougall
**Sent:** June 30, 2011 9:58 AM
**To:** Elaine Vincent
**Cc:** Christine Kenzie
**Subject:** Memorial Cup - In Camera Question

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

Hi Elaine. Based on what I understand of the request, the Memorial Cup group is asking for $300,000 as surety on their commitment to the WHL – easy. A simple request by administration. However, question #2 is that if they meet their fundraising commitment that they then be permitted to use the $300,000 as a legacy. Why don't they just defer this part of the request until later at which time if the funding is not needed for the commitment, Council could chose to contribute to a Memorial Cup legacy (if they wish). That would simplify our July process.

The MGA (s. 197) says all meetings must be held in public excepted as permitted under the FOIP Act, Division 2. The FOIP Act allows exceptions to disclosure for the following reasons:

- Harmful to business interests of a third party
- Harmful to personal privacy
- Harmful to individual or public safety
- Confidential evaluation
- Harmful to law enforcement
- Harmful to intergovernmental relations
- Local public body confidences (substance of deliberations)
- Advice from officials
- Harmful to economic and other interests of the public body
- Privileged information

I don't believe anything in the preceding would constitute the Memorial Cups attendance at In Camera and in fact, I think this whole item should be discussed in open. Maybe a bit of a lead during In Camera by Greg to explain the part 2 of the 'ask' but really, the request as outlined in the letter should be presented in open.

Frieda McDougall
Deputy City Clerk
Legislative & Governance Services
Phone: 403-342-8136 Fax: 403-346-6195
Email: frieda.mcdougall@reddeer.ca

---

**From:** Elaine Vincent
**Sent:** June 30, 2011 8:58 AM
**To:** Frieda McDougall
**Subject:** FW: Memorial Cup

*Elaine Vincent*
Manager, Legislative and Governance Services
The City of Red Deer

Phone: 403-342-8134
Fax: 403-346-6195
elaine.vincent@reddeer.ca

---

**From:** Greg Scott
**Sent:** Monday, June 27, 2011 9:10 AM
**To:** Dean Krejci; Elaine Vincent
**Cc:** Colleen Jensen; Heather McLaren; Christine Kenzie
**Subject:** FW: Memorial Cup

Dean- please find the Memorial Cup Bid committee request letter plus a draft of the administrative report I have put together. I would appreciate your review of the report especially the financial analysis area and make any changes necessary. If you have any questions at all please give me a call. Once completed forward back to myself and I will consolidate and send to Leg. Services.

Elaine - what the committee would like to do is speak in camera with council on July 11th about their budget and request of the city. They are actually looking at two requests the first to guarantee $300K towards the event in case they do not meet budget (this is very unlikely to happen) and the second request is … if the $300K is not required then it can go towards a community legacy program from the event. They do not want to include this at this time in the public council discussion as it has implications to the bid and perhaps even Western Hockey League financial expectations, their intent is to keep the bid application as clean as possible. They do though want council to be aware of this second request and the fact that it would be coming back to council in 2013.

<< File: Request - City of Red Deer vF.pdf >>

Greg Scott, Manager
Recreation, Parks and Culture
City of Red Deer
Box 5008, 4814-48 Ave.
Red Deer, AB T4N 3T4
403.342.8165
greg.scott@reddeer.ca
www.reddeer.ca

---

**From:** Heather McLaren
**Sent:** June 23, 2011 2:34 PM
**To:** Greg Scott
**Subject:** Memorial Cup

<< File: 2013 Memorial Cup.DOC >>

Heather McLaren
The City of Red Deer
Community Services Senior Admin Assistant
Recreation Parks & Culture Department

Phone: 1-403-342-8159
Fax: 1-403-342-8222
Email: heather.mclaren@reddeer.ca

BACK UP

**Christine Kenzie**

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**From:** Greg Scott
**Sent:** June 27, 2011 9:10 AM
**To:** Dean Krejci; Elaine Vincent
**Cc:** Colleen Jensen; Heather McLaren; Christine Kenzie
**Subject:** FW: Memorial Cup

**Attachments:** Request - City of Red Deer vF.pdf; 2013 Memorial Cup.DOC

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Request - City of Red Deer vF....

Greg Scott, Manager
Recreation, Parks and Culture
City of Red Deer
Box 5008, 4814-48 Ave.
Red Deer, AB T4N 3T4
403.342.8165
greg.scott@reddeer.ca
www.reddeer.ca

---

**From:** Heather McLaren
**Sent:** June 23, 2011 2:34 PM
**To:** Greg Scott
**Subject:** Memorial Cup

2013 Memorial Cup.DOC (797 KB)...

Heather McLaren
The City of Red Deer
Community Services Senior Admin Assistant
Recreation Parks & Culture Department

Phone: 1-403-342-8159
Fax: 1-403-342-8222
Email: heather.mclaren@reddeer.ca

THE CITY OF Red Deer

PLANNING SERVICES DIVISION

Date: July 6, 2011

To: City Council

From: Charity Dyke, Greater Downtown Coordinator

Subject: Funding Support for Fiestaval

---

Attached is a letter received from the Downtown Business Association requesting partnership funding for Fiestaval, a Latino Festival in its second year of operation in downtown Red Deer.

As noted in the letter from the Downtown Business Association, this event was held in the downtown for the first year last summer, was very well attended and celebrates a demographic that is very well represented in Red Deer. This event supports the Greater Downtown Action Plan which articulates a vision of, "neighbourhoods, especially Historic Downtown and Riverlands, which are alive with artistic and cultural activities."

With the addition of built spaces such as Veterans' Park and the future revitalization of Gaetz Avenue and new anchors such as Red Deer College and Central Alberta Theatre, maintaining strong, well attended festivals and events in the downtown will further enhance Historic Downtown as an attractive destination for community connection and cultural activities.

Fiestaval did apply for Fee for Service funding but due to the huge demand on this funding source, they were not successful in securing funding. With the viability of the event uncertain, additional sponsorship was not secured.

The total funding request is $23,500. The Downtown Business Association has agreed to contribute $7,500 and $1,000 of support-in-kind. They are requesting funding support of $15,000 from The City of Red Deer.

In discussions with Recreation, Parks and Culture, funding in the amount of $5,000 is recommended to be allocated from interest accumulated through the Culture Managed Fund (Old Court House) which has a mandate to support cultural initiatives. This money has been transferred into the Tax Stabilization Reserve.

**Recommendation:**
Respectfully request that City Council partner with the Downtown Business Association to support Fiestaval 2011 in downtown Red Deer by providing a grant of $15,000.

That City Council approves $10,000 to come from the Downtown Revitalization Fund (Minor Capital Downtown) in the form of a one-time grant.

That City Council approves $5,000 to come from the Tax Stabilization Reserve in the form of a one-time grant.

Charity Dyke, Downtown Coordinator

downtown Red Deer Business Association

June 28, 2011

Honourable Mayor Morris Flewelling and Council Members
The City of Red Deer
Box 5008
Red Deer, AB T4N 3T4

Dear Mayor Flewelling and Councillors,

**RE: Funding for Fiestaval 2011**

In August 2010, the Red Deer Downtown Business Association partnered with the organizers of Fiestaval to offer the first Latino festival of its kind in Central Alberta, attracting 8000 participants and engaging a small army of enthusiastic, local volunteers, vendors, media members and citizens. By all accounts, Fiestaval surpassed expectations, creating a vibrant and dynamic spectacle of Latino culture.

With the overwhelming support of downtown businesses for Fiestaval and the large number of citizen inquiries about the event, the Downtown Business Association respectfully requests the support of the City of Red Deer to run Fiestaval for the second time on Saturday, August 20, 2011. Fiestaval's Organizing Committee, through the newly formed Red Deer Multicultural Arts Society, is prepared to make it an annual event, and a business plan has been established to support this intention.

The vision for Fiestaval is a close match to the Greater Downtown Action Plan intent that "its neighbourhoods, especially Historic Downtown Riverlands, are alive with artistic and cultural activities." Fiestaval's show of Latino art, music, food, costumes and customs fulfills this intent in compelling fashion. 2006 Census figures suggest that Spanish is the mother tongue for 19.7% of the Red Deer allophone population, and this number has clearly grown since 2006. Likewise, Latin Americans formed 24.2% of the visible minority population of Red Deer in 2006, a demographic that is also on the rise. Members of these local groups were involved in all dimensions of Fiestaval 2010; as vendors, volunteers, artists, performers and visitors, suggesting a high level of local integration.

We suggest that Fiestaval could serve as a wonderful welcome to new neighbours in Red Deer's downtown including the Donald School of Business and Central Alberta Theatre. Its presence in the heart of downtown effectively supports the capital investments which the City of Red Deer has made in "placemaking" through the development of Veterans' Park, City Hall Park and eventual completion of Gaetz Avenue Revitalization.
The organizers of Fiestaval have committed to developing Fiestaval as a 1-2 day event, with profits being retained in the community. We are exploring alternative

**Red Deer Downtown Business Association**
111A, 4818 50 (Gaetz) Avenue Red Deer, AB T4N 4A3
Phone 403.340.8696 Fax 403.340.8699
Email info@downtownreddeer.com Web www.downtownreddeer.com

sources of revenue such as a dinner and evening street party, moving Fiestaval closer to being self-sustaining. Assistance from the City of Red Deer in the amount of $15,000.00 would help to stabilize funding, promotion and growth of this festival, one of many we hope to grow in the City of Red Deer. The Downtown Business Association will contribute $7500.00 to Fiestaval and approximately $1000.00 support-in-kind. By comparison, our financial contribution to CentreFest is $5000.00 with similar in-kind support.

Thank you sincerely for reviewing this funding request. We are available to meet with you to further discuss or formally present the Fiestaval 2011 concept.

Evelyn Storm
Executive Director

cc: Craig Curtis, City Manager, The City of Red Deer
cc: Charity Dyke, Greater Downtown Coordinator, The City of Red Deer

**Red Deer Downtown Business Association**
111A, 4818 50 (Gaetz) Avenue Red Deer, AB T4N 4A3
Phone 403.340.8696 Fax 403.340.8699
Email info@downtownreddeer.com Web www.downtownreddeer.com

***Comments:***

I support the recommendation of Administration that the City support the Fiestaval 2011as this will be a good use of the City's downtown amenities. The Fiestaval also relates to the second largest cultural group in The City of Red Deer and is an emerging festival having had a large attendance last year.

"Craig Curtis"
City Manager

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

ORIGINAL

**DATE:** July 12, 2011

**TO:** Charity Dyke, Greater Downtown Coordinator

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Funding Support for Fiestaval

---

**Reference Report:**
Greater Downtown Coordinator, dated July 6, 2011

**Resolution:**
The following resolution was passed during the regular Council meeting held on Monday, July 11, 2011:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Greater Downtown Coordinator, dated July 5, 2011, re: Support for Fiestaval, hereby agrees to partner with the Downtown Business Association to support Fiestaval 2011 in downtown Red Deer by providing a one-time grant in the amount of $15,000 as follows:
>
> 1. $10,000 to come from the Downtown Revitalization Fund (Minor Capital Downtown)
> 2. $5,000 to come from the Tax Stabilization Reserve."

**Report Back to Council:** No

**Comments/Further Action:**

Elaine Vincent
Legislative & Governance Services Manager

c Director of Community Services
Director of Corporate Services
Recreation, Parks & Culture Manager
Financial Services Manager

DM 1130064

THE CITY OF
Red Deer

FILE COPY

LEGISLATIVE & GOVERNANCE SERVICES

July 12, 2011

Evelyn Storm
Executive Director
Red Deer Downtown Business Association
111A, 4818 – 50 Avenue
Red Deer, AB T4N 4A3

Dear Ms Storm:

***Re: Request for Funding for Fiestaval 2011***

Thank you for your presentation at the Monday, July 11, 2011 Red Deer City Council Meeting regarding funding for Fiestaval 2011.

Council considered your request and passed the following resolution:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Greater Downtown Coordinator, dated July 5, 2011, re: Support for Fiestaval, hereby agrees to partner with the Downtown Business Association to support Fiestaval 2011 in downtown Red Deer by providing a one-time grant in the amount of $15,000 as follows:
>
> 1. $10,000 to come from the Downtown Revitalization Fund (Minor Capital Downtown)
> 2. $5,000 to come from the Tax Stabilization Reserve."

All the best with the planning of Fiestaval 2011.

Sincerely,

Elaine Vincent
Manager

c Greater Downtown Coordinator

BACKUP

## Christine Kenzie

**From:** Greg Scott
**Sent:** July 07, 2011 8:12 AM
**To:** Christine Kenzie; Dean Krejci; Kristina Oberg; Kim Champigny; John Fluney; Colleen Jensen; Elaine Vincent
**Subject:** RE: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Okay.

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

Greg Scott, Manager
Recreation, Parks and Culture
City of Red Deer
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403.342.8165
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---

**From:** Christine Kenzie
**Sent:** July 07, 2011 8:07 AM
**To:** Greg Scott; Dean Krejci; Kristina Oberg; Kim Champigny; John Fluney; Colleen Jensen; Elaine Vincent
**Subject:** FW: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM
**Importance:** High

The report attached to this email is the version that will be going on the July 11th Council Agenda. (with the funds coming from the Tax Stabilization Reserve) - as per a conversation with Dean Krejci this morning.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Charity Dyke
**Sent:** July 06, 2011 3:51 PM
**To:** Greg Scott; John Fluney; Christine Kenzie
**Cc:** Lorianne Marshall; Dean Krejci; Kristina Oberg; Colleen Jensen; Kim Champigny; Christine Kenzie; Elaine Vincent; Kim Champigny
**Subject:** RE: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM
**Importance:** High

Oh dear, I am just getting copied on this email now and I submitted a final report to Christine earlier today based on comments, edits and a discussion with Lorianne. I need clarification on what is correct at this point as I am getting differing messages from Finance.

Do I need to be doing anything at this point or was my report as submitted correct. Please see attached.

<< File: 1128197 - July 11, 2011 - Report to Council requesting funding support for Fiestival - 3.DOC >>

---

**From:** Greg Scott
**Sent:** July 06, 2011 3:46 PM
**To:** John Fluney; Christine Kenzie
**Cc:** Lorianne Marshall; Dean Krejci; Kristina Oberg; Colleen Jensen; Kim Champigny; Charity Dyke; Christine Kenzie; Elaine Vincent; Kim Champigny
**Subject:** RE: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Thanks John… my biggest concern is ensuring we take to Council the appropriate request regarding the Culture Managed Fund piece. I think how you have modified the report makes sense and having council approve the expenditure of the $5000.00 Culture Managed Funds is appropriate (although it sounds like the jury is still out as to whether they actually need to).
Based on the string of emails it does not look like the interest from this fund is automatically allocated to the TSR. I understand Kim is going to organize a meeting to discuss the accounting and tracking of this fund with all the necessary folks..

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---

**From:** John Fluney
**Sent:** July 06, 2011 3:27 PM
**To:** Christine Kenzie
**Cc:** Greg Scott; Lorianne Marshall; Dean Krejci; Kristina Oberg; Colleen Jensen; Kim Champigny
**Subject:** RE: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

My apologies, please disregard my email message requesting a change to the report as I misinterpreted what Kim was saying earlier. Thanks.

John Fluney, CA
Financial Analyst
Financial Services Department
The City of Red Deer
Phone: (403) 309-8433

---

**From:** John Fluney
**Sent:** July 06, 2011 2:51 PM
**To:** Christine Kenzie
**Cc:** Greg Scott; Lorianne Marshall; Dean Krejci; Kristina Oberg; Colleen Jensen; Kim Champigny
**Subject:** RE: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Hi Christine,

Based on further discussions with Kim this morning it was discovered that the Culture Managed Funds (donations are made from the community to the Foundation to support these programs) held by the Red Deer & District Community Foundation are separate from the "Old Court House" funds invested with the Foundation. Therefore the comments regarding the "Old Court House" and funds being transferred to the TSR aren't applicable. Also the recommendation to fund the $5,000 from the TSR isn't applicable as the funds will come from the Foundation as a "grant" to the City. As such I've updated the report to reflect the correct information. Thanks.

<< File: 1128197 - July 11 2011 - Report to Council requesting funding support for Fiestival - 3.DOC >>

John Fluney, CA
Financial Analyst

Financial Services Department
The City of Red Deer
Phone: (403) 309-8433

---

**From:** Christine Kenzie
**Sent:** July 06, 2011 2:11 PM
**To:** John Fluney
**Subject:** FW: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Here is the latest version of the report from Charity.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Charity Dyke
**Sent:** July 06, 2011 11:22 AM
**To:** Christine Kenzie
**Cc:** Lorianne Marshall; Dean Krejci; Greg Scott; Kristina Oberg; Colleen Jensen; 'Evelyn'
**Subject:** Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Good morning,

Please find attached the final report with all necessary changes for the Fiestaval report going forward for Monday's Council meeting.

Thanks,
Charity

<< File: 1128197 - July 11, 2011 - Report to Council requesting funding support for Fiestival - 3.DOC >>

**Charity Dyke**
Downtown Coordinator & Divisional Strategist
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THE CITY OF
Red Deer
PLANNING SERVICES DIVISION

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

Date: July 11, 2011

To: City Council

From: Charity Dyke, Greater Downtown Coordinator

Subject: Funding Support for Fiestaval

---

Attached is a letter received from the Downtown Business Association requesting partnership funding for Fiestaval, a Latino Festival in its second year of operation in downtown Red Deer.

As noted in the letter from the Downtown Business Association, this event was held in the downtown for the first year last summer, was very well attended and celebrates a demographic that is very well represented in Red Deer. This event supports the Greater Downtown Action Plan which articulates a vision of, "neighbourhoods, especially Historic Downtown and Riverlands, which are alive with artistic and cultural activities."

With the addition of built spaces such as Veterans' Park and the future revitalization of Gaetz Avenue and new anchors such as Red Deer College and Central Alberta Theatre, maintaining strong, well attended festivals and events in the downtown will further enhance Historic Downtown as an attractive destination for community connection and cultural activities.

Fiestaval did apply for Fee for Service funding but due to the huge demand on this funding source, they were not successful in securing funding. With the viability of the event uncertain, additional sponsorship was not secured.

The total funding request is $23,500. The Downtown Business Association has agreed to contribute $7,500 and $1,000 of support-in-kind. They are requesting funding support of $15,000 from The City of Red Deer.

In discussions with Recreation, Parks and Culture, funding in the amount of $5,000 is recommended to be allocated from interest accumulated through the Culture Managed Fund (Old Court House) which has a mandate to support cultural initiatives. This money has been transferred into the Tax Stabilization Reserve.

**Recommendation:**
Respectfully request that City Council partner with the Downtown Business Association to support Fiestaval 2011 in downtown Red Deer by providing a grant of $15,000.

That City Council approves $10,000 to come from the Downtown Revitalization Fund (Minor Capital Downtown) in the form of a one-time grant.

That City Council approves $5,000 to come from the Tax Stabilization Reserve in the form of a one-time grant.

_____

Charity Dyke, Downtown Coordinator

BACKUP

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

## Christine Kenzie

**From:** Greg Scott

**Sent:** July 07, 2011 8:12 AM

**To:** Colleen Jensen; Kim Champigny; Kristina Oberg; John Fluney; Dean Krejci; Elaine Vincent; Charity Dyke; Christine Kenzie

**Subject:** RE: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Thanks Colleen. I think what you reference makes the meeting that Kim is pulling together even more important. We all need to get on the same page regarding these pots of money and ensure we understand how they are accounted for, tracked and the proper approval process for spending. .

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---

**From:** Colleen Jensen
**Sent:** July 06, 2011 8:43 PM
**To:** Greg Scott; Kim Champigny; Kristina Oberg; John Fluney; Dean Krejci; Elaine Vincent
**Subject:** RE: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM
**Importance:** High

I hate to tell you all this but the Culture Managed Fund and the Old Court House funds are the same thing. It is in the amount of about $483,000 if I recall. this is the fund that we receive the interest funding from. I did not download the report to read it at this point but thought I should clarify this. there is a small fund in the Community foundation where people can donate funding but this is very small and not something that the interest comes back to The city on. I am very sure on this information, so likely you need clarification. The money coming to The City is not a grant from the Foundation....if we word it in this manner I believe this will cause all kinds of issues. This money is interest money due to The City, according to our agreement, and comes from that investment from the Old Court House money.

Not sure if you will need to do some furhter checking on this.
cj

---

**From:** Greg Scott
**Sent:** July 06, 2011 4:25 PM
**To:** Charity Dyke
**Cc:** John Fluney; Dean Krejci; Colleen Jensen; Kristina Oberg; Lorianne Marshall; Christine Kenzie; Elaine Vincent
**Subject:** FW: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Charity/Christine - below is the report with john's changes.

Greg Scott, Manager
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---

**From:** John Fluney
**Sent:** July 06, 2011 2:51 PM
**To:** Christine Kenzie
**Cc:** Greg Scott; Lorianne Marshall; Dean Krejci; Kristina Oberg; Colleen Jensen; Kim Champigny
**Subject:** RE: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Hi Christine,

Based on further discussions with Kim this morning it was discovered that the Culture Managed Funds (donations are made from the community to the Foundation to support these programs) held by the Red Deer & District Community Foundation are separate from the "Old Court House" funds invested with the Foundation. Therefore the comments regarding the "Old Court House" and funds being transferred to the TSR aren't applicable. Also the recommendation to fund the $5,000 from the TSR isn't applicable as the funds will come from the Foundation as a "grant" to the City. As such I've updated the report to reflect the correct information. Thanks.

John Fluney, CA
Financial Analyst
Financial Services Department
The City of Red Deer
Phone: (403) 309-8433

---

**From:** Christine Kenzie
**Sent:** July 06, 2011 2:11 PM
**To:** John Fluney
**Subject:** FW: Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Here is the latest version of the report from Charity.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
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christine.kenzie@reddeer.ca

---

**From:** Charity Dyke
**Sent:** July 06, 2011 11:22 AM
**To:** Christine Kenzie
**Cc:** Lorianne Marshall; Dean Krejci; Greg Scott; Kristina Oberg; Colleen Jensen; 'Evelyn'
**Subject:** Final Report - Fiestaval Funding FINAL AS AT JULY 6TH AT 11:25 AM

Good morning,

Please find attached the final report with all necessary changes for the Fiestaval report going forward for Monday's Council meeting.

Thanks,
Charity

<< File: 1128197 - July 11, 2011 - Report to Council requesting funding support for Fiestival - 3.DOC >>

**Charity Dyke**
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Backup

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

## Christine Kenzie

**From:** Charity Dyke
**Sent:** July 04, 2011 4:28 PM
**To:** Christine Kenzie
**Cc:** 'Evelyn'
**Subject:** FW: Fiestaval Red Deer - Revised Letter from DBA
**Attachments:** Fiestaval (2).doc

Christine,

Please accept the revised letter attached from the DBA. We do not have an additional document to attach and such have revised the letter.

Charity

---

**From:** Evelyn [mailto:evelyn@downtownreddeer.com]
**Sent:** July 04, 2011 4:25 PM
**To:** Charity Dyke
**Subject:** RE: Fiestaval Red Deer

That's an OOPS on my part. The background document needed work which I did not think we had the time to do given pressure to get the letter to you. I should have omitted the reference to it in the letter. Ev

Evelyn Storm
Executive Director
Downtown Red Deer
111A 4818 50 (Gaetz) Avenue
Red Deer, AB T4N 4A3
D - 403.340.8692
O - 403.340.8696
F - 403.340.8699
C - 403.352.5760
www.downtownreddeer.com

---

**From:** Charity Dyke [mailto:Charity.Dyke@reddeer.ca]
**Sent:** July-04-11 4:19 PM
**To:** 'Evelyn'
**Subject:** RE: Fiestaval Red Deer

Thanks Evelyn,

Your letter about Fiestival indicated some attached documents of background but those weren't attached. Do you have them and could you forward them?

Thanks,
charity

---

**From:** Evelyn [mailto:evelyn@downtownreddeer.com]
**Sent:** July 04, 2011 4:11 PM
**To:** Charity Dyke; Kristina Oberg
**Subject:** FW: Fiestaval Red Deer

Charity and Kristina,

Incorporation papers for the Red Deer Multicultural Arts Society attached for your records.

Thanks for your support of Fiestaval. Ev

---

**From:** Evelyn [mailto:evelyn@downtownreddeer.com]
**Sent:** July-04-11 3:38 PM
**To:** jennifer@4streetcalgary.com
**Cc:** 'Janice Shimek'
**Subject:** Fiestaval Red Deer

Hi Jennifer,

The City of Red Deer has requested copies of your incorporation papers under The Societies Act for the Red Deer Multicultural Arts Society. Could you please send a scanned copy at your earliest convenience?

Thanks, Evelyn

Evelyn Storm
Executive Director
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downtown
Red Deer
Business Association

June 28, 2011

Honourable Mayor Morris Flewelling and Council Members
The City of Red Deer
Box 5008
Red Deer, AB T4N 3T4

Dear Mayor Flewelling and Councillors,

**RE: Funding for Fiestaval 2011**

In August 2010, the Red Deer Downtown Business Association partnered with the organizers of Fiestaval to offer the first Latino festival of its kind in Central Alberta, attracting 8000 participants and engaging a small army of enthusiastic, local volunteers, vendors, media members and citizens. By all accounts, Fiestaval surpassed expectations, creating a vibrant and dynamic spectacle of Latino culture.

With the overwhelming support of downtown businesses for Fiestaval and the large number of citizen inquiries about the event, the Downtown Business Association respectfully requests the support of the City of Red Deer to run Fiestaval for the second time on Saturday, August 20, 2011. Fiestaval's Organizing Committee, through the newly formed Red Deer Multicultural Arts Society, is prepared to make it an annual event, and a business plan has been established to support this intention.

The vision for Fiestaval is a close match to the Greater Downtown Action Plan intent that "its neighbourhoods, especially Historic Downtown Riverlands, are alive with artistic and cultural activities." Fiestaval's show of Latino art, music, food, costumes and customs fulfills this intent in compelling fashion. 2006 Census figures suggest that Spanish is the mother tongue for 19.7% of the Red Deer allophone population, and this number has clearly grown since 2006. Likewise, Latin Americans formed 24.2% of the visible minority population of Red Deer in 2006, a demographic that is also on the rise. Members of these local groups were involved in all dimensions of Fiestaval 2010; as vendors, volunteers, artists, performers and visitors, suggesting a high level of local integration.

We suggest that Fiestaval could serve as a wonderful welcome to new neighbours in Red Deer's downtown including the Donald School of Business and Central Alberta Theatre. Its presence in the heart of downtown effectively supports the capital investments which the City of Red Deer has made in "placemaking" through the development of Veterans' Park, City Hall Park and eventual completion of Gaetz Avenue Revitalization.
The organizers of Fiestaval have committed to developing Fiestaval as a 1-2 day event, with profits being retained in the community. We are exploring alternative

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Phone 403.340.8696 Fax 403.340.8699
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sources of revenue such as a dinner and evening street party, moving Fiestaval closer to being self-sustaining. Assistance from the City of Red Deer in the amount of $15,000.00 would help to stabilize funding, promotion and growth of this festival, one of many we hope to grow in the City of Red Deer. The Downtown Business Association will contribute $7500.00 to Fiestaval and approximately $1000.00 support-in-kind. By comparison, our financial contribution to CentreFest is $5000.00 with similar in-kind support.

Thank you sincerely for reviewing this funding request. We are available to meet with you to further discuss or formally present the Fiestaval 2011 concept.

Evelyn Storm
Executive Director

cc: Craig Curtis, City Manager, The City of Red Deer
cc: Charity Dyke, Greater Downtown Coordinator, The City of Red Deer

Red Deer Downtown Business Association
111A, 4818 50 (Gaetz) Avenue Red Deer, AB T4N 4A3
Phone 403.340.8696 Fax 403.340.8699
Email info@downtownreddeer.com Web www.downtownreddeer.com

BACKUP

## Elaine Vincent

**From:** Colleen Jensen
**Sent:** Thursday, June 30, 2011 3:48 PM
**To:** Craig Curtis; Elaine Vincent
**Cc:** Greg Scott; Charity Dyke
**Subject:** FW: Festivals and Bower Ponds Stage Use Support Plan

**Importance:** High

Craig
As I indicated to you yesterday, our staff met to discuss the situation concerning the Bower Ponds Stage and the Festival situation. The plan we came up with is outlined in the email below. I am sending this to you for your consideration. If you agree, we will proceed with the next steps as noted.

Please respond to Greg, as I am away for the next week (I know you are too).
cj

---

**From:** Greg Scott
**Sent:** June 30, 2011 3:46 PM
**To:** Colleen Jensen
**Cc:** Kay Kenny; Deb Comfort; Kristina Oberg
**Subject:** RE: Festivals and Bower Ponds Stage Use Support Plan

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

Our proposed plan for Festival support and use of the Bower Ponds stage.

Greg Scott, Manager
Recreation, Parks and Culture
City of Red Deer
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### 2011 PLAN TO ADDRESS FESTIVAL AND BOWER PONDS STAGE ISSUES

At our meeting today we established the following plan for the support of Festivals, Bower Ponds Stage usage plus stage and downtown programming. This plan would be dependant on utilizing the interest from the Culture Managed Fund from the Red Deer and District Community Foundation that has accumulated for the years 2008-2010 inclusive, for a total amount of $57 865.00. The strategies we have determined for this support are:

#### Festivals Support

- **Fiestival**: $10 000.00 from the Downtown Initiatives fund. $5 000.00 from the Culture Managed Fund Interest.
- **Carnival de Red Deer**: $2000.00 from the Culture Managed Fund Interest to refund the cost for their facility rental at Bower Ponds Recreation Area (including the stage). This is for their 2011 event that occurred this past March.

#### Bower Ponds Stage

- **Neighbourhoods Facilities and Community Development Section (RPC):** up to $15 000.00 from the Culture Managed Fund Interest to providing staff support and other maintenance required. This will result in free facility usage for the Bower Ponds stage for 2011.
- We will be exploring allowing unstaffed use of the stage, when appropriate, by giving orientations to user groups to

allow them to do their own opening/closing. Clear direction will be developed as to when additional staff support may be necessary. All groups will still be required to book the facility for its use (regardless of the no-cost opportunity). This will be dependent on type of use and number of anticipated attendees and whether or not a Special Event Permit that outlines requirements such as liquor, security, gate admissions, etc. is required.

- Refund stage rental fees to groups that have rented the stage prior to June 30, 2011. This will require $1200.00 from the Culture Managed Fund Interest (in addition to the $2000.00 refunded to Carnival de Red Deer noted above).

**Stage and Downtown Programming**

- Explore programming for the stage this summer through two initiatives:

  --developing 3-4 Saturday or Sunday afternoon concerts at the venue. This would be done to help generate interest and promote the Bower Ponds Stage as a potential site for groups to utilize on their own. We would need a contractor to organize the concerts as our staff are already committed to other events this summer.

  --establish a small fund to support community groups to do programming on the stage and in the downtown.

  Up to $20 000.00 from the Culture Managed Fund Interest would be required for these two initiatives.

**NEXT STEPS**

- Prepare a report for Council for approval to allocate the required funds from the Culture Managed Fund Interest
- Culture Section will stay in contact with Prime Stock to offer assistance in ensuring they can apply for Fee for Service funding for 2012 (they had lost their Society status for 2011 and thus could not apply).
- Culture Section will stay in contact with ACFA regarding Carnival de Red Deer to offer assistance in their application for Fee for Service funding for 2012.
- Prepare a FAR for additional operating funding for the Bower Ponds Stage to ensure no rental fees on an ongoing basis.
- Prepare a FAR for additional festival/special events funding under the Fee for Service program

Pending approval from you this is how we would like to proceed … what do think? If you agree, we will work through the next steps as noted above.

THE CITY OF Red Deer
COMMUNITY SERVICES DIVISION

**DATE:** June 29, 2011 Document #116033

**TO:** Craig Curtis
City Manager

**FROM:** Colleen Jensen
Community Services Director

**SUBJECT:** **Crime Prevention and Policing Study/Strategy and Policing Model Review – Final Report**

---

## PURPOSE

The Crime Prevention and Policing Study/Strategy and Policing Model Review has been prepared as a planning tool for further development of crime prevention and policing initiatives subsequent to the Crime Prevention and Policing report in 2005. The report also provides an analysis of the various policing service models. Recommendations are made for future direction and action regarding crime prevention and policing in Red Deer.

## INTRODUCTION

During the 2010 budget discussions Council approved funding to undertake the update of the Crime Prevention and Policing Strategy as well as a review of various policing models. In March 2010 the project Terms of the Reference were approved and appointments made to the Steering Committee by Council.

The Crime Prevention and Policing Study/Strategy Update and Policing Model Review is divided into three Parts:
Part 1: Research and Statistical Analysis
Part 2: Community Perception and Strategy Development
Part 3: Policing Service Model Review

## DISCUSSION

The purpose of the *Review* is:

Part 1: Research and Statistical Analysis

1. To undertake detailed research that will provide an accurate picture and clearly articulate the reality of issues related to crime in Red Deer, with a comparison to what is happening in other communities of similar size and a comparison with the benchmark data identified in the first strategy document from 2003 - 2004. The report will further identify and articulate how crime is being responded to in the community by stakeholders including the police, Alberta and Federal Justice, crime prevention agencies and other community agencies.

2. To provide a literature review of leading crime prevention and policing practices from other communities.
3. The 2005 Crime Prevention and Policing in Red Deer report will be used as benchmark data for comparison purposes.

Part 2: Community Perception and Strategy Development

1. To identify clearly, how the community and other stakeholders view the issues as identified in the research from Part 1 and seek ideas on solutions to addressing those issues and crimes, including consideration of how citizens, the community agencies, The City, provincial and federal justice and police should respond.

2. To draw conclusions from Part 1 and the stakeholder feedback in Part 2 and subsequently recommend how the issues should be addressed and by whom, based on the research and leading practices.

Part 3: Policing Service Model Review

1. To provide a comparative costing of policing services currently by the RCMP with other policing models.

2. To identify the pros and cons and effectiveness of various policing models in municipal environments (e.g. RCMP, or other models)

3. Recommend service levels and performance measures.

A Steering Committee was established in March 2010 to guide the process and assist the consultants in the development of the reports and recommendations. In August 2010 *perivale + taylor Consulting Ltd.* was selected and contracted to began the process of gathering data for all three parts of the review. On August 19, 2010, March 3 and June 14, 2011 the consultants met with Council to review the findings to date and facilitated the development of a Strategic Framework as a foundational document for community crime prevention and policing in Red Deer.

The data upon which the *Review* is based comes from a multiple of sources including, a literature review, crime statistics and policing data analysis, and comparison data with comparator sites along with significant community input.

The community was engaged through a number of different methods including:

- interviews (community organizations, agencies, individuals)
- focus groups
- website survey
- print survey
- telephone survey
- public forum

At the March 7th Council meeting *perivale + taylor Consulting Ltd* presented the findings related to Part1: Research and Statistical Analysis.

The consultants, *perivale + taylor Consulting Ltd* will be in attendance at the July 11th Council meeting to present the final draft of the report which expands on the findings in Part 1 and

provides the findings in Part 2 and 3, the Crime Prevention and Policing Strategic Framework as well as the recommendations flowing from the three parts of the *Review*. The Executive Summary/Recommendations and full report are included in the agenda package.

Administration is suggesting that Crime Prevention Advisory Committee (CPAC) have an opportunity for comment once the report has been present to Council.

**RECOMMENDATION**

That Council

1) Receive the Final Draft of the Crime Prevention and Policing Study/Strategy and Policing Model and table it to the September 19th Council meeting; and
2) Refer the Crime Prevention and Policing Study/Strategy and Policing Model to the Crime Prevention Advisory Committee for comment to be brought back to the September 19th Council meeting.

Respectfully submitted

Colleen Jensen
Community Services Director

THE CITY OF Red Deer

**Q&A BACKGROUNDER**

June 29, 2011

# Review sets out strategies for a community based approach to crime prevention and policing

1. **Why is Red Deer conducting a Crime Prevention and Policing Review?**
   Crime is one of those subjects people are naturally concerned about. Everyone wants a safe community and crime prevention is everyone's business. As Red Deer continues to grow, social issues such as crime and the perception of crime are important for our community. The review is a follow up to the Crime Prevention and Policing Strategy completed in 2005 and will help Red Deer determine existing issues and trends as they exist in 2011 and then define what can and should be done to continue to best prevent and address crime in our community.

2. **What were the major findings of the crime prevention review?**
   Each section of the review produced a detailed report that analyzed our current situation related to crime and crime prevention in Red Deer. Some of the highlights include:

   - Red Deer's overall crime rate has decreased almost 20 per cent from 2004.
   - Property crime rates decreased 18.7 per cent between 2004 and 2009.
   - The violent crime rate decreased 4.71 per cent, although the actual number of violent crimes reported has been trending upwards and is almost 19 per cent higher than in 2004. Red Deer's population has increased 18 per cent in the same time period.
   - The five most frequent types of calls from January 2009 to June 2010 were traffic collisions, disturbing the peace, false alarms, theft under $5,000 and violations of municipal bylaws.
   - Red Deerians ranked using and selling illegal drugs, alcohol abuse and poverty as the top 'root causes' of crime.
   - Red Deerian's feel the city is safe and neighbourhoods are safe; however, there is some anxiety about the downtown area at night.
   - Red Deerians are engaged in, and supportive of, crime prevention initiatives in Red Deer.
   - A comprehensive community-based model approach to crime prevention is necessary with intervention strategies aimed at each level: primary (reducing opportunities for crime or social disorder), secondary (focus on at-risk individuals, groups, or communities), and tertiary (prevent offenders from re-offending). Red Deer has already undertaken a number of initiatives to work toward an integrated model.
   - Crime concerns and the 'root cause of crime' focus primarily on factors such as homelessness, mental health, residential structure and schools, family structure, employment, education, marital status, age proportions and median age contributing to crime which is manifested in crime and social disorder issues such as illegal drug use and alcohol abuse.
   - Similar issues and challenges with respect to community safety and security are faced by other similar sized municipalities across the country.
   - The need for protocols and Memoranda of Understanding (MOUs) between community organizations and the public police were one of the most common issues brought forward during the review's focus group meetings. The use of such protocols will define roles, responsibilities and expectations and consider resources available.
   - We need to continue to ensure an ongoing and functional relationship between community/social agencies and The City division responsible for policing services.

-more-

THE CITY OF Red Deer

## Q&A BACKGROUNDER

- The average response time for police in Red Deer compared very favourably to other communities.
- The City has eight primary zones for policing. Incidents of crime are distributed across the whole community and the type of crime varies by zone. The downtown has a much higher number of calls; however, most are administrative due to the fact the police station is located in the downtown.
- Criminal code cases per officer are 23% above the Alberta average. This is just one factor in determining the resources required for policing in the community.

**3. Why did The City undertake a policing model review?**

While The City has a good relationship with the RCMP and community survey feedback has been positive, it was felt an assessment of how we conduct business and how we compare to best practices would be helpful in identifying potential improvements for policing in the community. The policing model review looked at the benefits and challenges of different policing models. This was to ensure the needs of the organization and the community are being met.

**4. What are the major findings for the policing model review?**

The review analyzed five different policing models of which only two were deemed feasible in our community – the RCMP contracted services and a municipal police department.

Based on a business case, along with the evidence that no one model stands alone as better than the other in addressing crime, the consultants recommend the continuation of the RCMP contract with some enhancements.

**5. What are the enhancements?**

Some of the enhancements recommended in the report include:

- Explore options for the public to report non-emergency crime and other events.
- Explore enhanced in-vehicle reporting processes and technology.
- Increase the use of community peace officers for designated functions.
- Improved governance reporting structure within The City structure

**6. What factors were considered when recommending a policing model for Red Deer?**

The consultants looked at a number of factors when comparing a municipal police force and RCMP contracted services. Some of the areas compared were:

- Dispatch
- Equipment and uniforms
- Vehicles
- Specialized services
- Human resources
- Recruitment and training
- Union relations
- Support staff
- Insurance
- Legal
- Governance
- Start-up and on-going costs
- Transition time
- Financial administration
- Contractual obligations
- Service response
- Best practices

THE CITY OF Red Deer

## Q&A BACKGROUNDER

**7. What are the next steps?**
Council will consider the recommendation for the Crime Prevention and Policing Review at the City Council meeting on July 11.

- end -

For more information, please contact:

Colleen Jensen
Director of Community Services
The City of Red Deer
403-342-8115

DM# 1117026

***Comments:***

I support the recommendation of Administration that the final draft of the Crime Prevention and Policing Study/Strategy and Policing Model be tabled for review by the Crime Prevention Advisory Committee. The report is to be brought back for Council's final review and approval on September 19, 2011.

"Craig Curtis"
City Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 12, 2011

**TO:** Colleen Jensen, Director of Community Services

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Crime Prevention and Policing Study/Strategy and Policing Model Review – Final Report

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**Reference Report:**
Director of Community Services, dated June 29, 2011.

**Resolution:**
The following resolution was passed during the regular Council meeting held on Monday, July 11, 2011:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Community Services Director, dated June 29, 2011, re: Crime Prevention and Policing Study/Strategy and Policing Model Review – Final Report, hereby agrees to:
>
> 1. Receive the Final Draft of the Crime Prevention and Policing Study/Strategy and Policing Model and table it to the September 19, 2011 Council Meeting.
>
> 2. Refer the Crime Prevention and Policing Study/Strategy and Policing Model to the Crime Prevention Advisory Committee for comment to be brought back to the September 19, 2011 Council Meeting."

**Report Back to Council:** Yes

**Comments/Further Action**:
This report is to be referred to the Crime Prevention Advisory Committee for review and brought back to the September 19, 2011 Council meeting for final review and approval by Council.

E Vincent

Elaine Vincent
Legislative & Governance Services Manager

c: Community Services Divisional Strategist
Crime Prevention Advisory Committee Chair
Committees Coordinator
Corporate Meeting Coordinator

DM 1130064

THE CITY OF Red Deer

# Submission Request For Inclusion on a Council Agenda

**Requests to include a report on a Council Agenda must be received by 4:30pm on Monday (5 business days) prior to the scheduled meeting.**

**PLEASE NOTE: If reports are not received by Monday (5 business days) prior to the scheduled meeting/hearing the report may be moved to the next Agenda.**

| CONTACT INFORMATION | |
|---|---|
| Name of Report Writer: | Christina Lust on behalf of Colleen Jensen |
| Department &Telephone Number: | Community Services Division 309-8500 |
| **REPORT INFORMATION** | |
| Preferred Date of Agenda: | July 11, 2011 |
| Subject of the Report<br>(provide a brief description) | Crime Prevention and Policing Study/Strategy and Policing Service Model Review – Presentation of Final Report |
| Is this Time Sensitive? Why? | Yes. Dates for CPAC review, Council workshop in September have been set. |
| What is the Decision/Action required from Council? | - receive the report and table it to the September 19th Council meeting<br>- refer the report to Crime Prevention Advisory Committee for comment |
| Please describe Internal/ External Consultation, if any. | Consultation both internal and external has been undertaken by the consultants through a number of different methods including:<br>• interviews (community organizations, agencies, individuals)<br>• focus groups<br>• website survey<br>• print survey<br>• telephone survey<br>• public forum |
| Is this an In-Camera item? | No |

How does the Report link to the Strategic Plan and other existing Plans & Policies?
DC 2.2 Ensure The City is prepared for our role and obligation with respect to crime prevention, policing and emergency management.

Has Legal Counsel been consulted? Are there any outstanding issues? Please describe. N/A

Are there any financial/budget implications? Please describe. Are there other organizational implications? Please describe.
Not at this time. Development of the implementation plan and implementation of the *Review* strategies and recommendations will impact the 2012 budget and beyond.

| | | | |
|---|---|---|---|
| Presentation:<br>(10 Min Max.) | X YES | □ NO | Presenter Name and Contact Information: Peter Copple and/.or Keith Taylor with perivale + taylor Consulting Ltd. |

| COMMUNITY IMPACT | | |
|---|---|---|
| Should External Stakeholder(s) be advised of the Agenda item?<br>(e.i. Community Groups, Businesses, Community Associations)<br>If Yes, please provide the Contact Information for the External Stakeholder(s) | □ YES | x NO |
| External Stakeholder(s) Contact Information:<br>(please provide, name, mailing address, telephone number and e-mail address) | | |

| FOR LEGISLATIVE & GOVERNANCE SERVICES USE ONLY | | | |
|---|---|---|---|
| Has this been to CLT / City Manager Briefings/ Committees: MPC, EAC, CPAC (Please circle those that apply) | | | |
| **CLT**<br>When/describe: | **City Manager Briefings**<br>When/Describe: | **Board(s) / Committee(s)**<br>When/Describe: | |
| | | | |
| Do we need Communications Support? | | □ YES | □ NO |

Please return completed form, along with report and any additional information to Legislative & Governance Services.

THE CITY OF
Red Deer
COMMUNITY SERVICES DIVISION

**DATE:** June 29, 2011 Document #116033

**TO:** Craig Curtis
City Manager

**FROM:** Colleen Jensen
Community Services Director

**SUBJECT:** **Crime Prevention and Policing Study/Strategy and Policing Model Review – Final Report**

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## PURPOSE

The Crime Prevention and Policing Study/Strategy and Policing Model Review has been prepared as a planning tool for further development of crime prevention and policing initiatives subsequent to the Crime Prevention and Policing report in 2005. The report also provides an analysis of the various policing service models. Recommendations are made for future direction and action regarding crime prevention and policing in Red Deer.

## INTRODUCTION

During the 2010 budget discussions Council approved funding to undertake the update of the Crime Prevention and Policing Strategy as well as a review of various policing models. In March 2010 the project Terms of the Reference were approved and appointments made to the Steering Committee by Council.

The Crime Prevention and Policing Study/Strategy Update and Policing Model Review is divided into three Parts:
Part 1: Research and Statistical Analysis
Part 2: Community Perception and Strategy Development
Part 3: Policing Service Model Review

## DISCUSSION

The purpose of the *Review* is:

Part 1: Research and Statistical Analysis

1. To undertake detailed research that will provide an accurate picture and clearly articulate the reality of issues related to crime in Red Deer, with a comparison to what is happening in other communities of similar size and a comparison with the benchmark data identified in the first strategy document from 2003 - 2004. The report will further identify and articulate how crime is being responded to in the community by stakeholders including the police, Alberta and Federal Justice, crime prevention agencies and other community agencies.

Box 5008, Red Deer, AB Canada T4N 3T4
Alexander Way: 4817 – 48 Street,
Tel: 403-342-8115 Fax: 403-342-8222

2. To provide a literature review of leading crime prevention and policing practices from other communities.
3. The 2005 Crime Prevention and Policing in Red Deer report will be used as benchmark data for comparison purposes.

Part 2: Community Perception and Strategy Development

1. To identify clearly, how the community and other stakeholders view the issues as identified in the research from Part 1 and seek ideas on solutions to addressing those issues and crimes, including consideration of how citizens, the community agencies, The City, provincial and federal justice and police should respond.

2. To draw conclusions from Part 1 and the stakeholder feedback in Part 2 and subsequently recommend how the issues should be addressed and by whom, based on the research and leading practices.

Part 3: Policing Service Model Review

1. To provide a comparative costing of policing services currently by the RCMP with other policing models.

2. To identify the pros and cons and effectiveness of various policing models in municipal environments (e.g. RCMP, or other models)

3. Recommend service levels and performance measures.

A Steering Committee was established in March 2010 to guide the process and assist the consultants in the development of the reports and recommendations. In August 2010 *perivale + taylor Consulting Ltd.* was selected and contracted to began the process of gathering data for all three parts of the review. On August 19, 2010, March 3 and June 14, 2011 the consultants met with Council to review the findings to date and facilitated the development of a Strategic Framework as a foundational document for community crime prevention and policing in Red Deer.

The data upon which the *Review* is based comes from a multiple of sources including, a literature review, crime statistics and policing data analysis, and comparison data with comparator sites along with significant community input.

The community was engaged through a number of different methods including:

- interviews (community organizations, agencies, individuals)
- focus groups
- website survey
- print survey
- telephone survey
- public forum

At the March 7th Council meeting *perivale + taylor Consulting Ltd* presented the findings related to Part1: Research and Statistical Analysis.

The consultants, *perivale + taylor Consulting Ltd* will be in attendance at the July 11th Council meeting to present the final draft of the report which expands on the findings in Part 1 and

provides the findings in Part 2 and 3, the Crime Prevention and Policing Strategic Framework as well as the recommendations flowing from the three parts of the *Review*. The Executive Summary/Recommendations and full report are included in the agenda package.

Administration is suggesting that Crime Prevention Advisory Committee (CPAC) have an opportunity for comment once the report has been present to Council.

## RECOMMENDATION

That Council

1) Receive the Final Draft of the Crime Prevention and Policing Study/Strategy and Policing Model and table it to the September 19th Council meeting; and
2) Refer the Crime Prevention and Policing Study/Strategy and Policing Model to the Crime Prevention Advisory Committee for comment to be brought back to the September 19th Council meeting.

Respectfully submitted

Colleen Jensen
Community Services Director

Box 5008, Red Deer, AB Canada T4N 3T4
Alexander Way : 4914 – 48 Avenue,
Tel: (403) 342-8115 Fax: (403) 342-8222

THE CITY OF Red Deer

**Q&A BACKGROUNDER**

June 29, 2011

# Review sets out strategies for a community based approach to crime prevention and policing

1. **Why is Red Deer conducting a Crime Prevention and Policing Review?**
   Crime is one of those subjects people are naturally concerned about. Everyone wants a safe community and crime prevention is everyone's business. As Red Deer continues to grow, social issues such as crime and the perception of crime are important for our community. The review is a follow up to the Crime Prevention and Policing Strategy completed in 2005 and will help Red Deer determine existing issues and trends as they exist in 2011 and then define what can and should be done to continue to best prevent and address crime in our community.

2. **What were the major findings of the crime prevention review?**
   Each section of the review produced a detailed report that analyzed our current situation related to crime and crime prevention in Red Deer. Some of the highlights include:

   - Red Deer's overall crime rate has decreased almost 20 per cent from 2004.
   - Property crime rates decreased 18.7 per cent between 2004 and 2009.
   - The violent crime rate decreased 4.71 per cent, although the actual number of violent crimes reported has been trending upwards and is almost 19 per cent higher than in 2004. Red Deer's population has increased 18 per cent in the same time period.
   - The five most frequent types of calls from January 2009 to June 2010 were traffic collisions, disturbing the peace, false alarms, theft under $5,000 and violations of municipal bylaws.
   - Red Deerians ranked using and selling illegal drugs, alcohol abuse and poverty as the top 'root causes' of crime.
   - Red Deerian's feel the city is safe and neighbourhoods are safe; however, there is some anxiety about the downtown area at night.
   - Red Deerians are engaged in, and supportive of, crime prevention initiatives in Red Deer.
   - A comprehensive community-based model approach to crime prevention is necessary with intervention strategies aimed at each level: primary (reducing opportunities for crime or social disorder), secondary (focus on at-risk individuals, groups, or communities), and tertiary (prevent offenders from re-offending). Red Deer has already undertaken a number of initiatives to work toward an integrated model.
   - Crime concerns and the 'root cause of crime' focus primarily on factors such as homelessness, mental health, residential structure and schools, family structure, employment, education, marital status, age proportions and median age contributing to crime which is manifested in crime and social disorder issues such as illegal drug use and alcohol abuse.
   - Similar issues and challenges with respect to community safety and security are faced by other similar sized municipalities across the country.
   - The need for protocols and Memoranda of Understanding (MOUs) between community organizations and the public police were one of the most common issues brought forward during the review's focus group meetings. The use of such protocols will define roles, responsibilities and expectations and consider resources available.
   - We need to continue to ensure an ongoing and functional relationship between community/social agencies and The City division responsible for policing services.

-more-

- The average response time for police in Red Deer compared very favourably to other communities.
- The City has eight primary zones for policing. Incidents of crime are distributed across the whole community and the type of crime varies by zone. The downtown has a much higher number of calls; however, most are administrative due to the fact the police station is located in the downtown.
- Criminal code cases per officer are 23% above the Alberta average. This is just one factor in determining the resources required for policing in the community.

3. **Why did The City undertake a policing model review?**
While The City has a good relationship with the RCMP and community survey feedback has been positive, it was felt an assessment of how we conduct business and how we compare to best practices would be helpful in identifying potential improvements for policing in the community. The policing model review looked at the benefits and challenges of different policing models. This was to ensure the needs of the organization and the community are being met.

4. **What are the major findings for the policing model review?**
The review analyzed five different policing models of which only two were deemed feasible in our community – the RCMP contracted services and a municipal police department.

Based on a business case, along with the evidence that no one model stands alone as better than the other in addressing crime, the consultants recommend the continuation of the RCMP contract with some enhancements.

5. **What are the enhancements?**
Some of the enhancements recommended in the report include:
- Explore options for the public to report non-emergency crime and other events.
- Explore enhanced in-vehicle reporting processes and technology.
- Increase the use of community peace officers for designated functions.
- Improved governance reporting structure within The City structure

6. **What factors were considered when recommending a policing model for Red Deer?**
The consultants looked at a number of factors when comparing a municipal police force and RCMP contracted services. Some of the areas compared were:
    - Dispatch
    - Equipment and uniforms
    - Vehicles
    - Specialized services
    - Human resources
    - Recruitment and training
    - Union relations
    - Support staff
    - Insurance
    - Legal
    - Governance
    - Start-up and on-going costs
    - Transition time
    - Financial administration
    - Contractual obligations
    - Service response
    - Best practices

- more-

7. **What are the next steps?**
   Council will consider the recommendation for the Crime Prevention and Policing Review at the City Council meeting on July 11.

- end -

For more information, please contact:

Colleen Jensen
Director of Community Services
The City of Red Deer
403-342-8115

DM# 1117026

BACKup

## Christine Kenzie

**From:** Frieda McDougall
**Sent:** June 29, 2011 9:54 AM
**To:** 'TerryLee Ropchan'
**Cc:** Christine Kenzie
**Subject:** RE: July 11 Council Agenda - Make Copy of Crime Prevention Report for Terry Lee Ropchan

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

Hi TerryLee. The Study report will be coming to Council but it will only be presented for their information at that time and is then expected to be further discussed/debated in September. However, you can certainly attend. I'll have Christine make a copy of that section of the agenda for your info and will have it available for your mom to pick up on Friday, July 8.

Frieda McDougall
Deputy City Clerk
Legislative & Governance Services
Phone: 403-342-8136 Fax: 403-346-6195
Email: frieda.mcdougall@reddeer.ca

---

**From:** TerryLee Ropchan [mailto:ttropchan@telus.net]
**Sent:** June 29, 2011 9:09 AM
**To:** Frieda McDougall
**Subject:** July 11 Council Agenda

Hi Frieda,

I understand the Crime Prevention and Policing Study is coming to Council at the July 11 meeting. I plan to attend that meeting.

I would like an agenda package please. I am gone that week but can have my mom pick it up for me, if that is okay.

Thanks,
TerryLee

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[This message has been scanned for security content threats and viruses.]

[The City of Red Deer I.T. Services asks that you please consider the environment before printing this e-mail.]

BACKUP

## Christine Kenzie

**From:** Christina Lust
**Sent:** June 29, 2011 3:54 PM
**To:** Christine Kenzie
**Subject:** Documents for July 11 Council Meeting
**Attachments:** July 11 2011 Council Memo - Crime Prevention and Policing.pdf; 1106083 - July 11 2011 Final Report Crime Prevention and Policing Review Council Agenda Request - 1.DOC; 1117026 - June 28 2011 Q & A Council Meeting July 11 - 1.DOC

Hi Christine
Attached are the agenda request form and documents with regard to the Crime Prevention and Policing Review to be included in the July 11th Council agenda package – they include::

1) Agenda request form
2) Memo to Council – with Colleen's signature
3) Q & A

As we discussed I will forward the electronic version of the full report once I receive it tomorrow. Cross your fingers it comes in before I leave for the day. If there is anything else you need from me…let me know.
Chris

THE CITY OF Red Deer

COMMUNICATIONS & STRATEGIC PLANNING

**Date:** July 4, 2011

**To:** Craig Curtis, City Manager

**From:** Julia Harvie-Shemko, Communications & Strategic Planning Manager
Lisa Perkins, Corporate Strategist, Office of the Mayor and City Manager

**Subject: 2012-2014 Strategic Direction**

**Background:**

Every three years following the municipal election, a new strategic plan is developed. The last municipal election took place in October 2010 and work began on the 2012-2014 Strategic Direction in March 2011.

The Strategic Plan informs our major plans and processes, frames our decisions, and provides direction for both Council and Administration. To ensure the direction provides this guidance and is part of everything we do we use a framework of vision driven planning and action driven results. The Strategic Plan is divided into two sections to support this framework: the Strategic Direction, developed by Council, and Strategic Implementation, developed by Administration once the Strategic Direction is approved.

This planning framework has been used by The City of Red Deer since 2008 and forms the basis upon which this plan has been developed.

**Discussion:**

The Strategic Direction is developed by the Mayor and Council. This allows Mayor and Councillors to discuss their vision for the community based on their understanding of its needs, the emerging issues, and the current situation. Administration then responds with the Strategic Implementation to show how the organization plans to deliver upon Council's direction. While each part is distinct they are developed to compliment each other and come together to form the entire strategic plan.

This Strategic Planning process aligns with the discussions taking place on a new governance model for the organization. In particular, the roles of Council and administration. Council develops the goals based on their knowledge and understanding of community needs and wants; administration then develops the path to get there.

This focus of this document is the Strategic Direction developed by the Mayor and Council.

The Strategic Direction is not developed in isolation of other plans or documents. The planning begins by reviewing the latest strategic plan and acknowledging successes and addressing the gaps. Based on this review, members of Council determined that the vision and mission of the organization were still relevant and important. The focus moved to creating goals and objectives that supported the vision and mission statement.

**Next Steps:**
Following approval of the Strategic Direction, administration will develop the Strategic implementation plan. This will consist of elements such as charters for each theme area, projects, policy, workplans, and budgets. All these elements roll up and should form a reasonable interpretation of the strategic direction set by Council. To ensure alignment, Council and Administration will continue to have discussions on the charters and plans. Council will consider the financial impacts of the Strategic Direction as part of the regular budget process.

**Recommendation:**
That Council:

1) approve in principle the 2012 – 2014 Strategic Direction, as developed by Mayor and Council, as the overarching planning document for the organization with a final report from Council coming back on August 8, 2011.
2) directs administration to develop the Strategic Implementation plan with any reasonable interpretation of the Strategic Direction.

## Vision

**Innovative Thinking**
**Inspired Results**
**Vibrant Community**

## Mission

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

## Our Strategic Direction

**The purpose of the strategic direction it to clearly express Council's understanding of the community's vision in a series of compelling goals, that unleash innovation, foster creativity, and invite participation, and that can guide administration in creating organizational change, operational strategy, and work plans to enable that vision to unfold.**

## Our Healthy Community

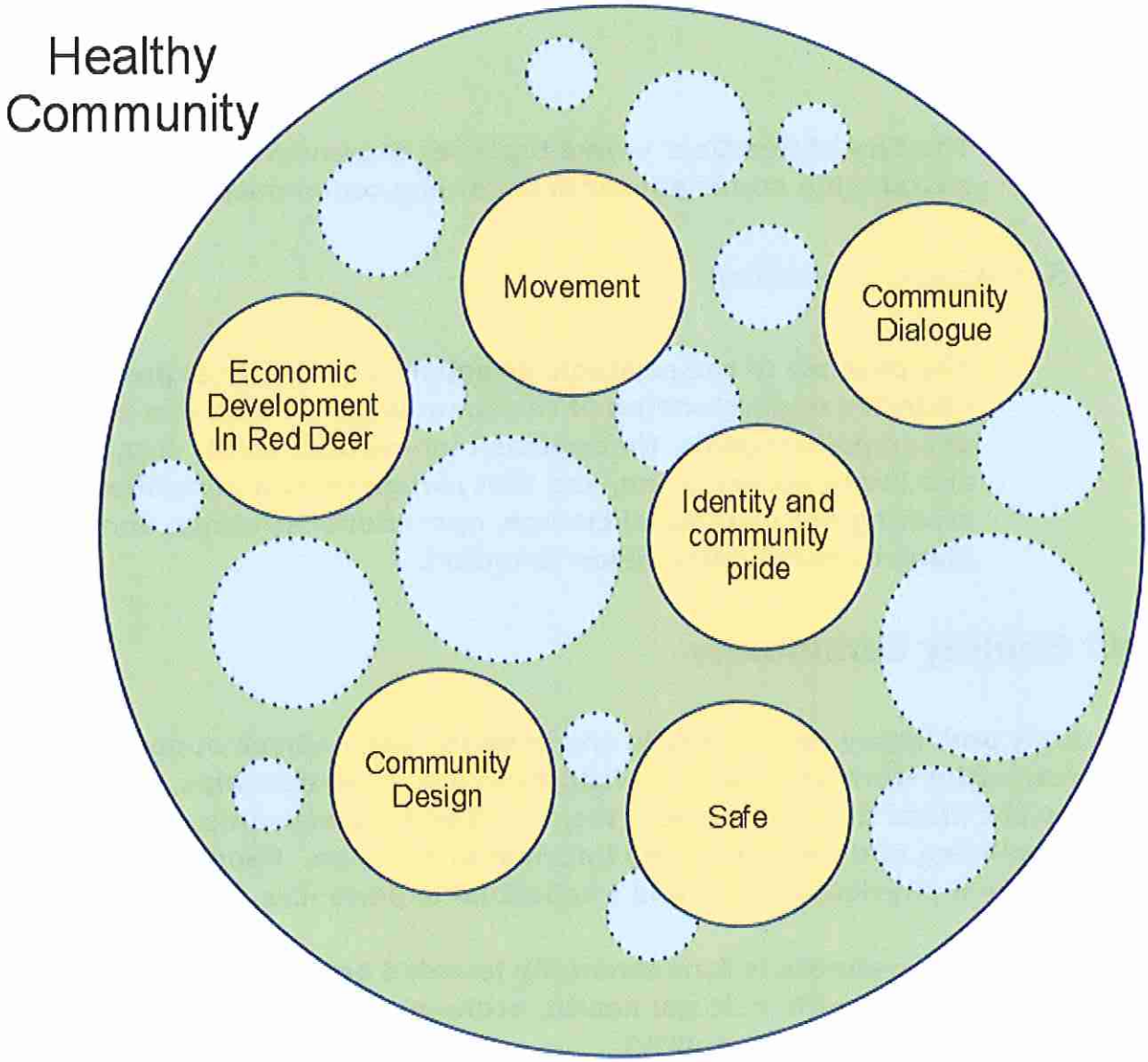
**A healthy and happy community is one in which people have opportunities for meaningful work and volunteerism, have great relationships, and take pride in the place they call home. Well-used and popular amenities exist for active living and for formal and informal interaction. People regularly participate in physical activity and intellectual experiences.**

**Our community wellness is fundamentally founded on a balanced approach to environmental health, cultural health, economic health, and social well-being (our pillars of sustainability).**

**The six themes of the strategic direction support a healthy, vibrant, and sustainable community.**

1. **Shift primary economic development focus and activity to within Red Deer.**
2. **Design and plan our community to reflect our character and values.**
3. **Design for and facilitate integrated movement.**

4. **Identify and promote our Red Deer identity.**
5. **Enhance and promote a safe community.**
6. **Engage our community and enhance our relationships.**




This diagram illustrates the themes of our strategic direction. Many activities and projects will continue, others may need to be adapted as our strategic direction evolves.

**Shift primary economic development focus and activity to within Red Deer.**

Our economic development activity within Red Deer diversifies and stabilizes our economy, increases local business and job opportunities, utilizes properties to their potential, and has resulted in appropriate use of land that reflects our identity and community values for the benefit of our taxpayers, community groups, and business owners.

**Design and plan our community to reflect our character and values.**

Our City's planning and urban design has resulted in a welcoming, more walkable and environmentally sustainable community which accurately reflects our character and values. It provides housing options, allows for better transportation and deliberate connections to our parks, trails, and well designed public spaces where people can meet and interact and feel a sense of belonging.

**Design for and facilitate integrated movement.**

Our deliberate decision to create competitive alternatives to single occupant vehicle travel in transportation network encourages healthy active lifestyles, environmental stewardship, supports safety for people of all ages, increases use of our public and green spaces, and integrates our sidewalks, trails, bike lanes, transit service, rail, and roads with our built environment.

**Identify and promote our Red Deer identity.**

Our work to describe our identity has given the community a clear sense of belonging and ownership, an understanding of who lives here in the parkland, and how we are connected to this place and to one another. It is evident in the way we design and build everything, the way we talk about ourselves and work together... it's in our nature.

**Enhance and promote a safe community.**

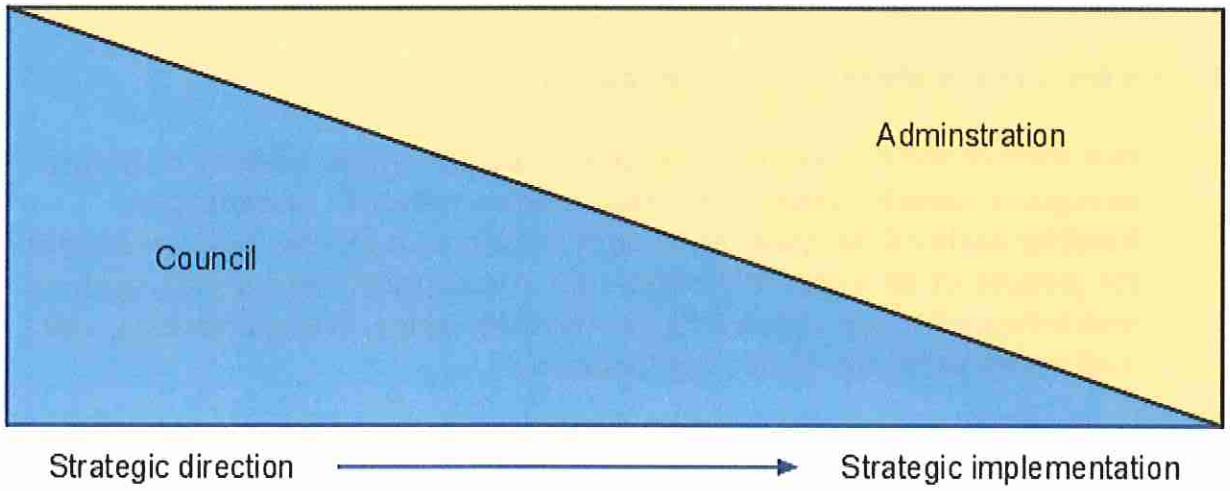
Promoting a safe community through active citizen participation in crime prevention has changed the perception of crime and the downtown, decreased drug trafficking, drug use and related criminal activity, reduced violence, and strengthened relationships and belonging resulting in the ability to reallocate resources to

preventative activities.

**Engage our community and enhance our relationships.**

The City and Council's willingness to listen and have ongoing community dialogue has given us a clear understanding of our community diversity, priorities and values, has created collaborative relationships, has enabled advocacy success with other orders of government, other municipalities, and educational and health organizations, and has allowed us to understand the expectations of the community and work toward its vision.

## Developing implementation charters and service plans.




This diagram illustrates the roles of Council and Administration as they work together to develop the strategic direction and then collaborate to pass that direction to the organization through the development of charters, implementation strategy, programs, and action. The strategic direction is owned by Council; implementation is owned by Administration. Both are involved throughout the process to a greater a lesser extent.

### Implementation Principles

**The administration will develop the Strategic Implementation through project charters and service plans which will be reviewed and approved by Council.**

**The budget will be realigned to accomplish the changing**

**direction.**

**The implementation of the strategic direction and writing of the charters will be considered in the context of the pillars of sustainability.**

**The structure of the organization may need to evolve to embrace change, allow for innovation and accept calculated risk.**

**The focus on these six themes of strategic direction may result in other activities taking on a lower priority.**

**Service delivery must be sustainable and meet the changing needs of our community.**

THE CITY OF Red Deer

**Q&A BACKGROUNDER**

**July 11, 2011**

# 2012 – 2014 Strategic Direction

**1. What is a strategic plan?**
The City's strategic plan guides us along a path and provides focus and purpose to all that we do. It is our most important plan as it shapes our organization, the municipal programs and the services we provide to the citizens of Red Deer. The activity of strategic planning is ongoing and does not end when a strategic plan is developed.

**2. Why do we have a strategic plan?**
The strategic plan informs our major plans and processes, frames our decisions and provides direction for both Council and administration. To ensure the direction provides the guidance and is part of everything we do, a framework of vision driven planning and action driven results is used.

**3. What are the sections of the strategic plan?**
The strategic direction was developed by Mayor and City Council with support and input from City administration. It allows for Mayor and City Council to discuss their vision for the community based on their understanding of its needs, emerging issues and the current situation. The strategic implementation is developed by administration once the strategic direction is approved to show how the organization plans to deliver upon Council's direction.

While each part is distinct, they are developed to complement each other and come together to form the entire strategic plan.

**4. What is the strategic direction?**
The purpose of the strategic direction, as defined by City Council is "to clearly express Council's understanding of the community's vision in a series of compelling goals, that unleash innovation, foster creativity, and invite participation and that can guide administration in creating organizational change, operational strategy and work plans to enable that vision to unfold."

**5. What is the strategic implementation?**
Once the strategic direction is approved, administration will respond by showing how the organization plans to deliver upon Council's direction – this is the strategic implementation. It will consist of elements such as charters for each theme area, projects, policy, work plans and budgets. These will form a reasonable interpretation of the strategic direction set by Council.

**6. Why has The City changed the strategic plan from the last version?**
Every three years, following the municipal election, a new strategic plan is developed. When Council set out to update the strategic plan, an extensive review took place to examine the latest strategic plan, to acknowledge successes and address the gaps. Based on this review, and from what Council heard from the public since the election, members of Council determined that the vision and mission of the organization were still relevant and important. The focus was placed on creating goals and objectives that support the vision and mission and the community.

**7. What are the themes of the strategic direction?**
The six themes of the strategic direction support a healthy, vibrant and sustainable community.

1. Shift primary economic development focus and activity to within Red Deer.
2. Design and plan our community to reflect our character and values.

THE CITY OF Red Deer

## Q&A BACKGROUNDER

3. Design for and facilitate integrated movement.
4. Identify and promote our Red Deer identity.
5. Enhance and promote a safe community.
6. Engage our community and enhance our relationships.

**8. When will we implement the new plan and direction?**
The strategic direction will be presented to City Council on July 11 during a regular Council meeting for approval in principle. On August 8, the full report will come to Council for final approval. If approved, administration will begin working on the strategic implementation. To ensure alignment, Council and administration will continue to have discussions on the charters and the plans. Council will consider the financial impacts of the strategic direction and the strategic implementation as a part of the regular budget process.

-end-

**For more information contact:**

Morris Flewwelling
Mayor
The City of Red Deer
403-342-8154

***Comments:***

I support the recommendation that Council adopts the 2012 – 2014 Strategic Direction in principle now, to be finalized at the August 8th Council meeting. This will enable Administration to commence work on project charters and provide direction in the planning for the 2012 Budget and Service Plans.

"Craig Curtis"
City Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 12, 2011

**TO:** Julia Harvie-Shemko, Communications & Strategic Planning Manager
Lisa Perkins, Corporate Strategist, Office of the Mayor and City Manager

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** 2012 – 2014 Strategic Direction

---

**Reference:**
Communications & Strategic Planning Manager and Office of the Mayor and City Manager, dated July 4, 2011.

**Resolution:**
The following resolution was passed during the regular Council meeting held on Monday, July 11, 2011:

> "**Resolved** that Council of The City of Red Deer having considered the report from the Communications & Strategic Planning Manager and Corporate Strategist, dated July 4, 2011, re: 2012 – 2014 Strategic Direction, hereby:
>
> 1. Approves in principle the Strategic Direction, as developed by the Mayor and Council, as the overarching planning document for The City.
> 2. Directs that a final report from Council be brought back to the August 8, 2011 Council Meeting for final approval.
> 3. Directs Administration to develop the Strategic Implementation Plan with any reasonable interpretation of the Strategic Direction."

**Report Back to Council:** Yes

**Comments/Further Action:**
A final report from Council is to be brought back to the Monday, August 8, 2011 Council Meeting for final approval.

Elaine Vincent
Legislative & Governance Services Manager

c: Corporate Meeting Coordinator

DM 1130064

THE CITY OF Red Deer

COMMUNICATIONS & STRATEGIC PLANNING

**Date:** July 4, 2011

**To:** Craig Curtis, City Manager

**From:** Julia Harvie-Shemko, Communications & Strategic Planning Manager
Lisa Perkins, Corporate Strategist, Office of the Mayor and City Manager

**Subject:** **2012-2014 Strategic Direction**

## Background:

Every three years following the municipal election, a new strategic plan is developed. The last municipal election took place in October 2010 and work began on the 2012-2014 Strategic Direction in March 2011.

The Strategic Plan informs our major plans and processes, frames our decisions, and provides direction for both Council and Administration. To ensure the direction provides this guidance and is part of everything we do we use a framework of vision driven planning and action driven results. The Strategic Plan is divided into two sections to support this framework: the Strategic Direction, developed by Council, and Strategic Implementation, developed by Administration once the Strategic Direction is approved.

This planning framework has been used by The City of Red Deer since 2008 and forms the basis upon which this plan has been developed.

## Discussion:

The Strategic Direction is developed by the Mayor and Council. This allows Mayor and Councillors to discuss their vision for the community based on their understanding of its needs, the emerging issues, and the current situation. Administration then responds with the Strategic Implementation to show how the organization plans to deliver upon Council's direction. While each part is distinct they are developed to compliment each other and come together to form the entire strategic plan.

This Strategic Planning process aligns with the discussions taking place on a new governance model for the organization. In particular, the roles of Council and administration. Council develops the goals based on their knowledge and understanding of community needs and wants; administration then develops the path to get there.

This focus of this document is the Strategic Direction developed by the Mayor and Council.

The Strategic Direction is not developed in isolation of other plans or documents. The planning begins by reviewing the latest strategic plan and acknowledging successes and addressing the gaps. Based on this review, members of Council determined that the vision and mission of the organization were still relevant and important. The focus moved to creating goals and objectives that supported the vision and mission statement.

**Next Steps:**
Following approval of the Strategic Direction, administration will develop the Strategic implementation plan. This will consist of elements such as charters for each theme area, projects, policy, workplans, and budgets. All these elements roll up and should form a reasonable interpretation of the strategic direction set by Council. To ensure alignment, Council and Administration will continue to have discussions on the charters and plans. Council will consider the financial impacts of the Strategic Direction as part of the regular budget process.

**Recommendation:**
That Council:

1) approve in principle the 2012 – 2014 Strategic Direction, as developed by Mayor and Council, as the overarching planning document for the organization with a final report from Council coming back on August 8, 2011.
2) directs administration to develop the Strategic Implementation plan with any reasonable interpretation of the Strategic Direction.

## Vision

**Innovative Thinking**
**Inspired Results**
**Vibrant Community**

## Mission

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

## Our Strategic Direction

**The purpose of the strategic direction it to clearly express Council's understanding of the community's vision in a series of compelling goals, that unleash innovation, foster creativity, and invite participation, and that can guide administration in creating organizational change, operational strategy, and work plans to enable that vision to unfold.**

## Our Healthy Community

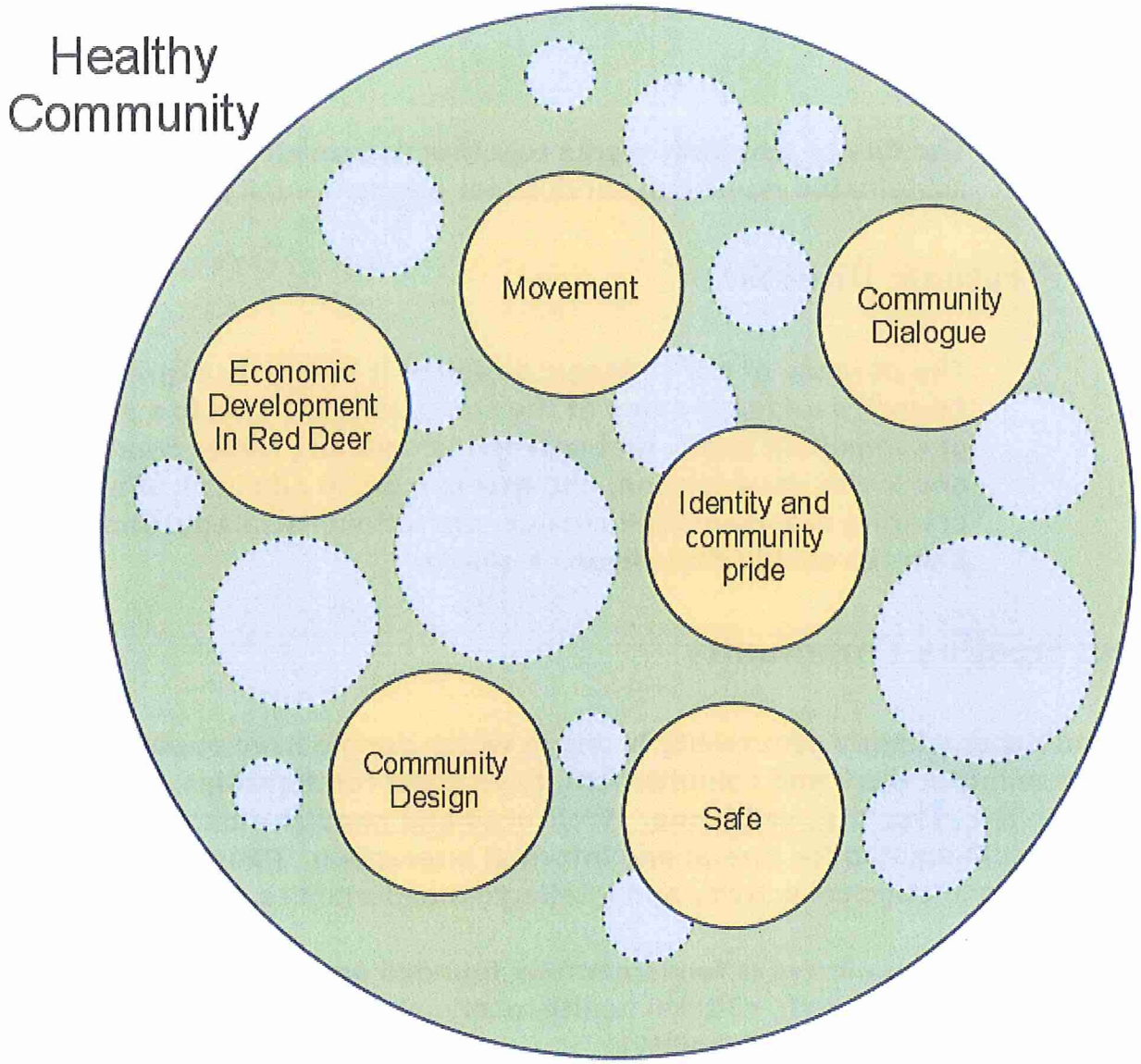
**A healthy and happy community is one in which people have opportunities for meaningful work and volunteerism, have great relationships, and take pride in the place they call home. Well-used and popular amenities exist for active living and for formal and informal interaction. People regularly participate in physical activity and intellectual experiences.**

**Our community wellness is fundamentally founded on a balanced approach to environmental health, cultural health, economic health, and social well-being (our pillars of sustainability).**

**The six themes of the strategic direction support a healthy, vibrant, and sustainable community.**

1. **Shift primary economic development focus and activity to within Red Deer.**
2. **Design and plan our community to reflect our character and values.**
3. **Design for and facilitate integrated movement.**

4. **Identify and promote our Red Deer identity.**
5. **Enhance and promote a safe community.**
6. **Engage our community and enhance our relationships.**




This diagram illustrates the themes of our strategic direction. Many activities and projects will continue, others may need to be adapted as our strategic direction evolves.

**Shift primary economic development focus and activity to within Red Deer.**

Our economic development activity within Red Deer diversifies and stabilizes our economy, increases local business and job opportunities, utilizes properties to their potential, and has resulted in appropriate use of land that reflects our identity and community values for the benefit of our taxpayers, community groups, and business owners.

**Design and plan our community to reflect our character and values.**

Our City's planning and urban design has resulted in a welcoming, more walkable and environmentally sustainable community which accurately reflects our character and values. It provides housing options, allows for better transportation and deliberate connections to our parks, trails, and well designed public spaces where people can meet and interact and feel a sense of belonging.

**Design for and facilitate integrated movement.**

Our deliberate decision to create competitive alternatives to single occupant vehicle travel in transportation network encourages healthy active lifestyles, environmental stewardship, supports safety for people of all ages, increases use of our public and green spaces, and integrates our sidewalks, trails, bike lanes, transit service, rail, and roads with our built environment.

**Identify and promote our Red Deer identity.**

Our work to describe our identity has given the community a clear sense of belonging and ownership, an understanding of who lives here in the parkland, and how we are connected to this place and to one another. It is evident in the way we design and build everything, the way we talk about ourselves and work together... it's in our nature.

**Enhance and promote a safe community.**

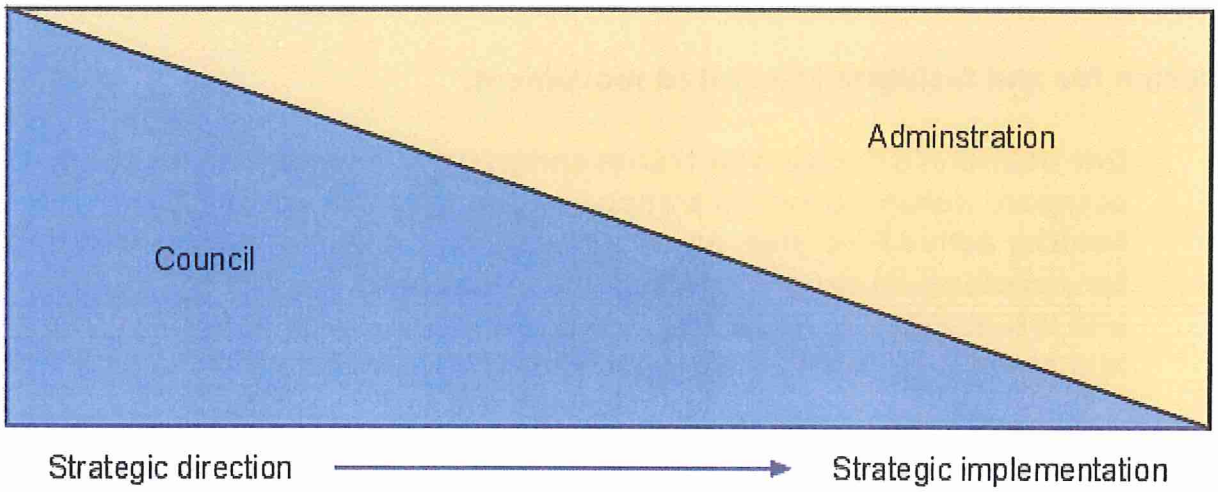
Promoting a safe community through active citizen participation in crime prevention has changed the perception of crime and the downtown, decreased drug trafficking, drug use and related criminal activity, reduced violence, and strengthened relationships and belonging resulting in the ability to reallocate resources to

preventative activities.

**Engage our community and enhance our relationships.**

**The City and Council's willingness to listen and have ongoing community dialogue has given us a clear understanding of our community diversity, priorities and values, has created collaborative relationships, has enabled advocacy success with other orders of government, other municipalities, and educational and health organizations, and has allowed us to understand the expectations of the community and work toward its vision.**

## Developing implementation charters and service plans.




This diagram illustrates the roles of Council and Administration as they work together to develop the strategic direction and then collaborate to pass that direction to the organization through the development of charters, implementation strategy, programs, and action. The strategic direction is owned by Council; implementation is owned by Administration. Both are involved throughout the process to a greater a lesser extent.

**Implementation Principles**

**The administration will develop the Strategic Implementation through project charters and service plans which will be reviewed and approved by Council.**

**The budget will be realigned to accomplish the changing**

direction.

The implementation of the strategic direction and writing of the charters will be considered in the context of the pillars of sustainability.

The structure of the organization may need to evolve to embrace change, allow for innovation and accept calculated risk.

The focus on these six themes of strategic direction may result in other activities taking on a lower priority.

Service delivery must be sustainable and meet the changing needs of our community.

THE CITY OF Red Deer

**Q&A BACKGROUNDER**

**July 11, 2011**

# 2012 – 2014 Strategic Direction

**1. What is a strategic plan?**
The City's strategic plan guides us along a path and provides focus and purpose to all that we do. It is our most important plan as it shapes our organization, the municipal programs and the services we provide to the citizens of Red Deer. The activity of strategic planning is ongoing and does not end when a strategic plan is developed.

**2. Why do we have a strategic plan?**
The strategic plan informs our major plans and processes, frames our decisions and provides direction for both Council and administration. To ensure the direction provides the guidance and is part of everything we do, a framework of vision driven planning and action driven results is used.

**3. What are the sections of the strategic plan?**
The strategic direction was developed by Mayor and City Council with support and input from City administration. It allows for Mayor and City Council to discuss their vision for the community based on their understanding of its needs, emerging issues and the current situation. The strategic implementation is developed by administration once the strategic direction is approved to show how the organization plans to deliver upon Council's direction.

While each part is distinct, they are developed to complement each other and come together to form the entire strategic plan.

**4. What is the strategic direction?**
The purpose of the strategic direction, as defined by City Council is "to clearly express Council's understanding of the community's vision in a series of compelling goals, that unleash innovation, foster creativity, and invite participation and that can guide administration in creating organizational change, operational strategy and work plans to enable that vision to unfold."

**5. What is the strategic implementation?**
Once the strategic direction is approved, administration will respond by showing how the organization plans to deliver upon Council's direction – this is the strategic implementation. It will consist of elements such as charters for each theme area, projects, policy, work plans and budgets. These will form a reasonable interpretation of the strategic direction set by Council.

**6. Why has The City changed the strategic plan from the last version?**
Every three years, following the municipal election, a new strategic plan is developed. When Council set out to update the strategic plan, an extensive review took place to examine the latest strategic plan, to acknowledge successes and address the gaps. Based on this review, and from what Council heard from the public since the election, members of Council determined that the vision and mission of the organization were still relevant and important. The focus was placed on creating goals and objectives that support the vision and mission and the community.

**7. What are the themes of the strategic direction?**
The six themes of the strategic direction support a healthy, vibrant and sustainable community.

1. Shift primary economic development focus and activity to within Red Deer.
2. Design and plan our community to reflect our character and values.

3. Design for and facilitate integrated movement.
4. Identify and promote our Red Deer identity.
5. Enhance and promote a safe community.
6. Engage our community and enhance our relationships.

**8. When will we implement the new plan and direction?**
The strategic direction will be presented to City Council on July 11 during a regular Council meeting for approval in principle. On August 8, the full report will come to Council for final approval. If approved, administration will begin working on the strategic implementation. To ensure alignment, Council and administration will continue to have discussions on the charters and the plans. Council will consider the financial impacts of the strategic direction and the strategic implementation as a part of the regular budget process.

-end-

**For more information contact:**

Morris Flewwelling
Mayor
The City of Red Deer
403-342-8154

THE CITY OF Red Deer

# Submission Request For Inclusion on a Council Agenda

BACK UP INFORMATION NOT SUBMITTED TO COUNCIL

**Requests to include a report on a Council Agenda must be received by 4:30pm two Wednesdays prior to the scheduled Council meeting.**

**PLEASE NOTE: If reports are not received by two Wednesdays prior to the scheduled meeting/hearing the report may be moved to the next Agenda.**

| CONTACT INFORMATION | |
|---|---|
| Name of Report Writer: | Julia Harvie-Shemko / Lisa Perkins / Craig Curtis / Council members |
| Department &Telephone Number: | 8320 |
| **REPORT INFORMATION** | |
| Preferred Date of Agenda: | July 11 |
| Subject of the Report (provide a brief description) | 2012 – 2014 Strategic Direction |
| Is this Time Sensitive? Why? | Yes, budget planning is partially dependent on the outcome of Council's Strategic Direction |
| What is the Decision/Action required from Council? | To approve their Strategic Direction so administration can move forward with developing the implementation plan |
| Please describe Internal/ External Consultation, if any. | none |
| Is this an In-Camera item? | No |
| Is Advertising Required? | No |
| How does the Report link to the Strategic Plan and other existing Plans & Policies?<br>It is the new Strategic Direction portion of the Strategic Plan | |
| Has Legal Counsel been consulted? Are there any outstanding issues? Please describe.<br>No | |
| Are there any financial/budget implications? Please describe. Are there other organizational implications? Please describe.<br>No budget implications at this stage. Yes, many organizational implications however that will not be known until we get into the implementation planning. | |

| Presentation: (10 Min Max.) | √YES | □ NO | Presenter Name and Contact Information:<br>Julia Harvie-Shemko / Lisa Perkins / Possibly Craig Curtis / Council representative (likely the Mayor) |
|---|---|---|---|

| COMMUNITY IMPACT | | |
|---|---|---|
| Should External Stakeholder(s) be advised of the Agenda item?<br>(e.i. Community Groups, Businesses, Community Associations)<br>If Yes, please provide the Contact Information for the External Stakeholder(s) | □ YES | √NO |
| External Stakeholder(s) Contact Information:<br>(please provide, name, mailing address, telephone number and e-mail address) | | |

**FOR LEGISLATIVE & GOVERNANCE SERVICES USE ONLY**

Has this been to CLT / City Manager Briefings/ Committees: MPC, EAC, CPAC (Please circle those that apply)

| CLT | City Manager Briefings | Board(s) / Committee(s) |
|---|---|---|
| When/describe: _____ | When/Describe: _____ | When/Describe: _____ |
| | | |

| | | |
|---|---|---|
| Do we need Communications Support? | □ YES | □ NO |

Please return completed form, along with report and any additional information to Legislative & Governance Services.

BACKUP

## Christine Kenzie

**From:** Julia Harvie-Shemko
**Sent:** July 06, 2011 12:11 PM
**To:** Christine Kenzie
**Subject:** RE: Updated report - JULY 5 2011 10:30 AM ---

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

sure

---

**From:** Christine Kenzie
**Sent:** July 06, 2011 12:08 PM
**To:** Julia Harvie-Shemko
**Subject:** RE: Updated report - JULY 5 2011 10:30 AM ---

Could you say: " Directs administration to develop the Strategic Implementation plan with any reasonable interpretation of the Strategic Direction. " and leave off the last part?

Christine.

---

**From:** Julia Harvie-Shemko
**Sent:** July 06, 2011 11:58 AM
**To:** Christine Kenzie
**Subject:** RE: Updated report - JULY 5 2011 10:30 AM ---

Christine,

Okay on the change Craig made.

On the second recommendation - directs administration to develop the Strategic Implementation plan, with any reasonable interpretation of the Strategic Direction, to deliver upon the Strategic Direction

This means that to ensure the Strategic Direction is reached, administration will develop the Strategic Implementation plan using any reasonable interpretation of the Strategic Direction. It means that the administration is responsible for developing an implementation plan to deliver upon the strategic direction.

Does that make any sense?

Julia

---

**From:** Christine Kenzie
**Sent:** July 06, 2011 11:31 AM
**To:** Julia Harvie-Shemko
**Subject:** FW: Updated report - JULY 5 2011 10:30 AM ---
**Importance:** High

Julia, Craig made a change to your report --- the last page under the recommendations -- Point No. 1 -- Changed to read: "approve in principle" at the start of the sentence taking out the words "considers the adoption of" I have made the change in the copy of your report attached to this email.

Also a question on Point No.2 of the recommendation…… the last part is not clear. What do you mean by:" to deliver upon the Strategic Direction"????

Let me know ASAP.

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195

christine.kenzie@reddeer.ca

---

**From:** Julia Harvie-Shemko
**Sent:** July 05, 2011 9:13 AM
**To:** Christine Kenzie
**Subject:** Updated report - JULY 5 2011 10:30 AM ---

Christine,

Updated with changes to the recommendation.

Julia

Julia Harvie-Shemko, BA, APR*, CEC**
Communications & Strategic Planning Manager
The City of Red Deer

403-342-8320 (phone)
403-342-8269 (fax)

julia.harvieshemko@reddeer.ca
www.reddeer.ca

*Accredited in Public Relations by the Canadian Public Relations Society (CPRS)
**Certified Executive Coach by the International Coaching Federation (ICF)

<< File: DMPROD-#1119798-v3-June_29__2011_-_Council_report_for_2012-2014_Strategic_Plan.DOC >>

Introduce Julia

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

# Strategic Direction 2010 – 2014

It is my pleasure tonight as Mayor and on behalf of my colleagues on Council to present to the community the first part of the new Strategic Plan. V ST. DIR.:

Once elected City Council has a collective responsibility for four major fiduciary roles. They are (1) to set Plans and regulate the rate of activity, (2) to set the annual budget, (3) to set policy and (4) to supervise our single employee, City Manager, Craig Curtis.

The Strategic Direction provides the overall framework and focus for action over Council's three-year term and links directly to the Annual Budget. It is also informed by Councils host of development and operation plans covering a wide range of activities as well as recognizing the five Pillars of Sustainability for a healthy community: Economic health, Environmental health, Social health, Cultural health and good Governance.

Every three years since the 1990s, City Council has adopted a Strategic Plan. The format and thrust of these plans has evolved until today when we are proposing a plan which has been carefully refined to reflect our governance system and to reflect the vision of Council 2010.

The Strategic Direction is fundamental to our governance strategies over the next three years. During the election in October 2010, members of Council presented their platforms, had intense dialogue with the public through forums, meetings, door knocking and media exchanges. This Strategic Direction should reflect the collective vision of Council as informed by the community. Council has been delegated the responsibility by the voters to help develop, guide and govern the kind of community the electorate has supported. This Strategic Direction will be Council's guide. It

provides a means for the electorate to judge the progress and measure the accountability of Council.

In order to reach this point, Council has been busy with the help of facilitators and senior staff to articulate its vision and to identify and priorize its goals. The Strategic Direction identifies those aspect of the City operations that are to receive special attention. Council has been assessing community needs, reviewing the current situation and noting emerging issues.

Council agreed to continue using the Vision and Mission of Strategic Plan developed by the Council of 2007.

Vision: Innovative Thinking
Inspired Results
Vibrant Community

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

Council recognizes that much of the operation of the City continues from year to year, Council to Council with little variation and little need for strategic attention. Life goes on. However, in Council's role as governors, there are opportunities for improvement, areas for special focus and emerging issues that require strategic attention. Council 2010 has, through its distillation process identified six main themes for Strategic Direction 2010. The themes are around economic development, community design and plan, integrated movement, community identity, community safety and engagement and relationships.

By asking three pertinent questions around each area, Council has articulated What the community can expect as notable change,

5. Enhance and promote a safe community

   Citizens participate in crime prevention
   Strengthen community relationships
   Focus energies on crime prevention

6. Engage in our community and enhance our relationships.

   Seek opportunities for community dialogue
   Take soundings from all areas of community through variety of means
   Seek a clear understanding of diversity, priorities and values.

   There are two parts to our Strategic Plan. Council's key part is the development of this Strategic Direction. Once this is adopted, Mr. Curtis and our administration will interpret Councils direction by developing a Strategic Implementation Plan. This will involve city departments developing service plans and special projects that reflect the thrust of the six themes of Council's direction. The departments will develop schedules, budgets and plans as the roll up of Council direction We have a very capable staff complement and strong administrative leaders who will do their part to action the Strategic Direction. Those plans and the Budget will be produced over the next six months and be presented for Councils consideration and adoption in January 2012.

   Strategic Direction 2010 has been aparticularly intense effort of Council and support staff and I would like to acknowledge the many hours of thoughtful discussion, questioning, probing, draft writing and consensus building that has had the attention of Council, CLT and our Strategic and Communications Staff. I believe that the Strategic Direction developed for the Strategic Plan 2012 – 2014 sets a new and very high level of achievement. Further, it articulates a clear,

measurable and pragmatic promise to our community I am very proud to be joined by Council in presenting this work to the community tonight.

July 11/11

FILE WITH
STRAT PLAN
ITEM.
- MORRIS'
PRESENTATIONS.

THE CITY OF Red Deer

Legislative & Governance Services

**DATE:** **June 17, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Elaine Vincent, Legislative & Governance Services Manager**

**SUBJECT:** **Citizen Representative Appointments to Committees**
**Recommendation from the Nomination Review Committee**

---

An application has been received as follows:

**Greater Downtown Action Plan (Ad Hoc) Steering Committee**

1 Youth Representative to the Organization Meeting of 2011

The applicant name of the person nominated is submitted to members of Council in confidence.

EVincent

Elaine Vincent
Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 12, 2011

**TO:** Charity Dyke, Greater Downtown Coordinator

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Citizen Appointment to Greater Downtown Action Plan (Ad Hoc) Steering Committee

---

**Reference Report:**
Legislative & Governance Services Manager dated June 17, 2011

**Resolution:**
The following resolution was passed during the regular Council meeting held on Monday, July 11, 2011:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated June 17, 2011, re: Citizen Representative Appointments to Committees, Recommendation from the Nomination Review Committee, hereby appoints the following to the Greater Downtown Action Plan (Ad Hoc) Steering Committee:
>
> | | |
> |---|---|
> | Shane Crawford | Youth Representative to the Organization Meeting of 2011" |

**Report Back to Council:** No

**Comments/Further Action:**
This office will acknowledge Mr. Crawford's appointment to the Greater Downtown Action Plan (Ad Hoc) Steering Committee. Please contact Mr. Crawford regarding meeting times for the committee.

Elaine Vincent
Legislative & Governance Services Manager

c Committees Coordinator

DM 1130064

THE CITY OF
Red Deer

FILE COPY

LEGISLATIVE & GOVERNANCE SERVICES

July 12, 2011

Mr. Shane Crawford
Box 2703
Blackfalds, AB T0M 0J0

Dear Mr. Crawford:

***Re: Appointment as the Youth Representative to the Greater Downtown Action Plan (Ad Hoc) Committee***

At the Monday, July 11, 2011 Red Deer City Council Meeting, Council reviewed your application for the Youth Representative for the Greater Downtown Action Plan (Ad Hoc) Committee.

The following resolution was passed appointing you to the committee:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated June 17, 2011, re: Citizen Representative Appointments to Committees, Recommendation from the Nomination Review Committee, hereby appoints the following to the Greater Downtown Action Plan (Ad Hoc) Steering Committee:
>
> Shane Crawford — Youth Representative to the Organization Meeting of 2011"

Congratulations on your appointment. The staff liaison for the Greater Downtown Action Plan (Ad Hoc) Committee will be in touch with you regarding meeting dates and times.

Please contact me if you have any questions.

Sincerely,

Elaine Vincent
Manager

c Greater Downtown Coordinator
Committees Coordinator

THE CITY OF Red Deer

Legislative & Governance Services

**DATE:** June 17, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Citizen Representative Appointments to Committees
Recommendation from the Nomination Review Committee

---

An application has been received as follows:

**Greater Downtown Action Plan (Ad Hoc) Steering Committee**

1 Youth Representative to the Organization Meeting of 2011

The applicant name of the person nominated is submitted to members of Council in confidence.

EVincent

Elaine Vincent
Manager

DM 1104440

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

Backup

## Christine Kenzie

**From:** Christine Kenzie
**Sent:** July 12, 2011 9:20 AM
**To:** 'shane.crawford@rdc.ab.ca'
**Cc:** Lynn Iviney; Charity Dyke
**Subject:** Appointment to the City of Red Deer Greater Downtown Action Plan Steering Committee

At the Monday, July 11, 2011 Council meeting, Council formally appointed you as the youth representative to the City of Red Deer Greater Downtown Action Plan (Ad Hoc) Steering Committee for a term to the Organizational Meeting of 2011 (October 31, 2011)

The staff liaison for the committee will be contacting you regarding meeting dates and times.

Congratulations on your appointment. A formal letter regarding your appointment will be sent to you in the near future.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

THE CITY OF Red Deer

**Legislative & Governance Services**

**DATE:** **July 5, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Elaine Vincent, Legislative & Governance Services Manager**

**SUBJECT:** **Change of Venue for August 8 and August 22, 2011 Council Meetings and Establishing a Meeting for a Public Hearing on August 15, 2011**

***Background***

City Council Chambers will be undergoing renovations commencing after the Monday, July 11, 2011 Council meeting. It is anticipated that the renovations will not be completed in time to hold the Monday, August 8, 2011 nor Monday August 22, 2011 Council Meetings in Red Deer City Council Chambers.

***Discussion:***

Administration have made arrangements with Red Deer County to hold the Monday, August 8, 2011 and Monday, August 22, 2011 Council meetings at the Red Deer County Council Chambers. These Council Meetings will commence at 1:00 P.M.

Administration is requesting that a separate meeting be held for Public Hearings on Monday, August 15, 2011 commencing at 1:00 P.M. in the Crimson Star Room at City Hall so that members of the public are not having to travel to Red Deer County for a Public Hearing.

***Recommendation:***

That Council consider:

1. Passing a resolution to change the venue of the Monday, August 8, 2011 and Monday, August 22, 2011 Council Meetings from City Hall Council Chambers to the Red Deer County Council Chambers, with the meetings to commence at 1:00 P.M.

2. Passing a resolution establishing a Public Hearing to be held on Monday, August 15, 2011 commencing at 1:00 P.M. to be held in the Crimson Star Room of City Hall for the purpose of holding a Public Hearing.

E Vincent

Elaine Vincent
Manager

DM 1119020

***Comments:***

I support the recommendation of Administration.

"Craig Curtis"
City Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 12, 2011

**TO:** Frieda McDougall, Deputy City Clerk

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Change of Venue for August 8 and August 22, 2011 Council Meetings and Establishing a Meeting for a Public Hearing to be held on August 15, 2011

---

**Reference:**
Legislative & Governance Services Manager dated July 5, 2011.

**Resolution:**

The following resolution was passed during the regular Council meeting held on Monday, July 11, 2011:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated July 5, 2011, re: Change of Venue for August 8 and August 22, 2011 Council Meetings and Establishing a Meeting for a Public Hearing on August 15, 2011, hereby agrees:
>
> 1. That the Monday, August 8, 2011 and Monday, August 22, 2011 Council Meetings will be held at Red Deer County Council Chambers, commencing at 1:00 P.M.
>
> 2. That a Public Hearing be set for Monday, August 15, 2011, at 5:00 P.M. to be held in the Crimson Star Room, 2nd Floor of City Hall."

**Back to Council:** No

**Comments/Further Action:**

This office will advise City Staff and the public regarding the change in Council meeting venues and the date of the Public Hearing.

E Vincent

Elaine Vincent
Legislative & Governances Services Manager

c Corporate Meeting Coordinator

DM 1130064

THE CITY OF Red Deer

**Legislative & Governance Services**

**DATE:** July 5, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Change of Venue for August 8 and August 22, 2011 Council Meetings and Establishing a Meeting for a Public Hearing on August 15, 2011

---

***Background***

City Council Chambers will be undergoing renovations commencing after the Monday, July 11, 2011 Council meeting. It is anticipated that the renovations will not be completed in time to hold the Monday, August 8, 2011 nor Monday August 22, 2011 Council Meetings in Red Deer City Council Chambers.

***Discussion:***

Administration have made arrangements with Red Deer County to hold the Monday, August 8, 2011 and Monday, August 22, 2011 Council meetings at the Red Deer County Council Chambers. These Council Meetings will commence at 1:00 P.M.

Administration is requesting that a separate meeting be held for Public Hearings on Monday, August 15, 2011 commencing at 1:00 P.M. in the Crimson Star Room at City Hall so that members of the public are not having to travel to Red Deer County for a Public Hearing.

***Recommendation:***

That Council consider:

1. Passing a resolution to change the venue of the Monday, August 8, 2011 and Monday, August 22, 2011 Council Meetings from City Hall Council Chambers to the Red Deer County Council Chambers, with the meetings to commence at 1:00 P.M.

2. Passing a resolution establishing a Public Hearing to be held on Monday, August 15, 2011 commencing at 1:00 P.M. to be held in the Crimson Star Room of City Hall for the purpose of holding a Public Hearing.

EVincent

Elaine Vincent
Manager

DM 1119020

THE CITY OF Red Deer
ENGINEERING SERVICES

**Date:** June 13, 2011

**To:** City Manager

**From:** Frank Colosimo, Engineering Services Manager
Karen Yetter, Division Controller, Development Services

**Re:** **Amendment to Borrowing Bylaw 3376/A-2010 – Sanitary Off-Site Levy Fund**

Council resolution passed at the May 16, 2011 Council meeting states:

> "**Resolved** that Council of The City of Red Deer having considered the report from the Engineering Services Manager, dated May 9, 2011, Re: Riverside Drive Utility Contract and Budget, hereby approves revising the 2011 Capital Budget as follows:
>
> Riverside Drive Trunk Twinning (Civic Yards to Waste Water Treatment Plant)
> Revised Budget: $3,350,000
> Source of Funding: Sanitary Off-Site Reserves
>
> NHC Water Crossing on Riverside Drive
> Revised Budget: $1,725,000
> Source of Funding: Water Off-Site Reserves"

Borrowing Bylaw 3376/A-2010 is currently approved for a total of $27,347,900. The borrowing bylaw amount needs to increase by $950,000 to include the additional approved amount for the Riverside Drive Trunk Twinning project.

We request that Council amend the Sanitary Off-Site Borrowing Bylaw No. 3376/A-2010 to include the additional amount for the sanitary off-site project listed above and to increase the borrowing bylaw to $28,297,900.

Frank Colosimo, P.Eng.
Engineering Services Manager

Karen M. Yetter

Karen Yetter, CMA
Division Controller
Development Services

# BYLAW NO. 3376/A-2011

**Being a bylaw to amend Borrowing Bylaw No. 3376/2006 to increase the borrowing authority by $950,000 to a total of $28,297,900.**

**WHEREAS:**

A. In 2006, Council passed Bylaw 3376/2006 to fund the Sanitary Offsite Levy Projects in the total amount of $17,350,000.

B. In 2007, Council passed Bylaw 3376/A-2007 to amend the original bylaw to provide for increased funding of $2,217,900, bringing the total project cost to $19,567,900.

C. In 2009, Council passed Bylaw 3376/A-2009 which added the East Hill Central Timberstone and Riverside Drive Twinning #2 to the list of projects covered by the Bylaw.

D. In 2010, Council passed Bylaw 3376/B-2009 to add additional funding of $7,350,000 for a total of $26,917,900 to compensate for the loss of anticipated Offsite Levy funding, to provide for the cost of some components of the project whose costs had not previously been assigned, and to pay for additional project funding costs.

E. In 2010, Council passed Bylaw 3376/A-2010 to add funding for Vanier East & North – Sanitary Trunk, which increased funding for the project by $430,000, bringing total project costs to 27,347,900.

F. In order to provide for additional costs of the Riverside Drive Trunk Twinning project included in the Sanitary Offsite Levy Projects, additional borrowing of $950,000 is required.

**COUNCIL OF THE CITY OF RED DEER ENACTS AS FOLLOWS:**

1. Preamble paragraphs B and C of Bylaw 3376/2006 are deleted and replaced with the following new preamble paragraphs:

"B. The total cost of the projects are estimated to be $28,297,900 and the Municipality estimates the following funding source(s) will be applied to the projects:

| | |
|---|---|
| Sanitary Offsite Levy fund | $ 0 |
| Debenture(s) | $28,297,900 |
| Total Cost | $28,297,900 |

C. In order to complete the projects, it will be necessary for the Municipality to borrow the sum of $28,297,900, for a period not to exceed 20 years, from the Alberta Capital Finance Authority or another authorized financial institution, by the issuance of debentures and on the terms and conditions referred to in this bylaw."

2. In paragraph 1, the words "TWENTY SEVEN MILLION THREE HUNDRED FORTY SEVEN THOUSAND AND NINE HUNDRED DOLLARS ($27,347,900)" are deleted and replaced with the words "TWENTY EIGHT MILLION TWO HUNDRED NINETY SEVEN THOUSAND AND NINE HUNDRED DOLLARS ($28,297,900)."

3. Paragraph 3 is deleted and replaced with the following new paragraph:

   "3. The Municipality shall repay the indebtedness according to the repayment structure negotiated with the lender which shall be equal semi-annual or annual payments of combined principal and interest installments not to exceed TWENTY (20) years calculated at the interest rate fixed by the Alberta Capital Finance Authority or another authorized financial institution. The interest rate is not to exceed more than THREE (3) percent above the prevailing Alberta Capital Finance Authority rate on the date the bylaw is created or amended, therefore will not exceed SEVEN (7) percent (rounded to the nearest whole percent)."

4. Paragraph 4 is deleted and replaced with the following new paragraph:

   "4. The indebtedness is to be repaid by way of revenue raised through Offsite Levy rates and the Municipality shall levy and raise in each year Offsite Levies sufficient to pay the indebtedness. In the event that Offsite Levy revenue is insufficient to repay indebtedness due in any given year, the shortfall shall be paid through municipal property tax revenue."

5. This bylaw comes into force on the date that it is passed.

| | | |
|---|---|---|
| READ A FIRST TIME IN OPEN COUNCIL this | day of | 2011. |
| READ A SECOND TIME IN OPEN COUNCIL this | day of | 2011. |
| READ A THIRD TIME IN OPEN COUNCIL this | day of | 2011. |
| AND SIGNED BY THE MAYOR AND CLERK this | day of | 2011. |

MAYOR

CITY CLERK

***Comments:***

I support the recommendation of Administration that Council give three readings to Borrowing Bylaw Amendment 3376/A-2011. As the cost increase of the borrowing is less than 15% of the original project total, as per Section 258 (5) (c) of the Municipal Government Act, advertising is not required for this bylaw amendment.

"Craig Curtis"
City Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 12, 2011

**TO:** Frank Colosimo, Engineering Services Manager
Karen Yetter, Division Controller, Development Services

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Borrowing Bylaw Amendment 3376/A-2011
Sanitary Off-Site Levy Fund

---

**Reference:**
Engineering Services Manager and Division Controller, Development Services, dated June 13, 2011.

**Bylaw Readings:**

Borrowing Bylaw Amendment 3376/A-2011 received three readings. A copy of the bylaw is attached.

**Back to Council:** No

**Comments/Further Action:**
The Sanitary Off-Site Borrowing Bylaw Amendment 3376/A-2011 provides for an increase of $950,000 to the borrowing amount for a total amount of $28,297,900 for the additional approved amount for the Riverside Drive Trunk Twinning project.

Elaine Vincent
Legislative & Governance Services Manager
/attach.

c Director of Development Services
Director of Corporate Services
Financial Services Manager
Financial Accountant, L. Tryca

DM 1130064

THE CITY OF Red Deer
ENGINEERING SERVICES

**Date:** June 13, 2011

**To:** City Manager

**From:** Frank Colosimo, Engineering Services Manager
Karen Yetter, Division Controller, Development Services

**Re:** **Amendment to Borrowing Bylaw 3376/A-2010 – Sanitary Off-Site Levy Fund**

Council resolution passed at the May 16, 2011 Council meeting states:

> "**Resolved** that Council of The City of Red Deer having considered the report from the Engineering Services Manager, dated May 9, 2011, Re: Riverside Drive Utility Contract and Budget, hereby approves revising the 2011 Capital Budget as follows:
>
> Riverside Drive Trunk Twinning (Civic Yards to Waste Water Treatment Plant)
> Revised Budget: $3,350,000
> Source of Funding: Sanitary Off-Site Reserves
>
> NHC Water Crossing on Riverside Drive
> Revised Budget: $1,725,000
> Source of Funding: Water Off-Site Reserves"

Borrowing Bylaw 3376/A-2010 is currently approved for a total of $27,347,900. The borrowing bylaw amount needs to increase by $950,000 to include the additional approved amount for the Riverside Drive Trunk Twinning project.

We request that Council amend the Sanitary Off-Site Borrowing Bylaw No. 3376/A-2010 to include the additional amount for the sanitary off-site project listed above and to increase the borrowing bylaw to $28,297,900.

Frank Colosimo, P.Eng.
Engineering Services Manager

Karen M. Yetter

Karen Yetter, CMA
Division Controller
Development Services

THE CITY OF Red Deer
ENGINEERING SERVICES

**Date:** June 13, 2011

**To:** City Manager

**From:** Frank Colosimo, Engineering Services Manager
Karen Yetter, Division Controller, Development Services

**Re:** **Amendment to Borrowing Bylaw 3378/A-2009 – Water Off-Site Levy Fund**

Council resolution passed at the May 16, 2011 Council meeting states:

> "**Resolved** that Council of The City of Red Deer having considered the report from the Engineering Services Manager, dated May 9, 2011, Re: Riverside Drive Utility Contract and Budget, hereby approves revising the 2011 Capital Budget as follows:
>
> Riverside Drive Trunk Twinning (Civic Yards to Waste Water Treatment Plant)
> Revised Budget: $3,350,000
> Source of Funding: Sanitary Off-Site Reserves
>
> NHC Water Crossing on Riverside Drive
> Revised Budget: $1,725,000
> Source of Funding: Water Off-Site Reserves"

Borrowing Bylaw 3378/ A-2009 is currently approved for a total of $11,045,000. The borrowing bylaw amount needs to increase by $625,000 to include the additional approved amount for the NHC Water Crossing on Riverside Drive.

We request that Council amend the Water Off-Site Borrowing Bylaw No, 3378/ A-2009 to include the additional approved amount for the water off-site project listed above and to increase the Borrowing Bylaw to $11,670,000.

Frank Colosimo, P.Eng.
Engineering Services Manager

Karen M. Yetter

Karen Yetter, CMA
Division Controller
Development Services

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

THE CITY OF Red Deer

# Submission Request For Inclusion on a Council Agenda

**Requests to include a report on a Council Agenda must be received by 4:30pm two Wednesdays prior to the scheduled Council meeting.**

**PLEASE NOTE: If reports are not received by two Wednesdays prior to the scheduled meeting/hearing the report may be moved to the next Agenda.**

| CONTACT INFORMATION | |
|---|---|
| Name of Report Writer: | Karen Yetter |
| Department &Telephone Number: | Development Services 403-342-8734 |
| **REPORT INFORMATION** | |
| Preferred Date of Agenda: | Monday, July 11, 2011 |
| Subject of the Report (provide a brief description) | Requesting council to amend the Sanitary offsite borrowing bylaw 3376/A-2010 and the Water Offsite borrowing bylaw 3378/A-2009 |
| Is this Time Sensitive? Why? | Yes – will need to be advertised and allow time to be approved prior to borrowing the additional amounts. |
| What is the Decision/Action required from Council? | Pass 1st reading of the amended borrowing bylaws. |
| Please describe Internal/ External Consultation, if any. | Consulted with Engineering, Finance, and Revenue and Assessment. (June 10, 2011) |
| Is this an In-Camera item? | No |
| Is Advertising Required? | Yes |

How does the Report link to the Strategic Plan and other existing Plans & Policies?
SUST and ACFA borrowing regulations

Has Legal Counsel been consulted? Are there any outstanding issues? Please describe.

No – no outstanding issues

Are there any financial/budget implications? Please describe. Are there other organizational implications? Please describe.

The revised budgets were approved May 16, 2011 by council resolution, and this amends the borrowing bylaws to align with those revised budgets.

| Presentation: (10 Min Max.) | □ YES | X NO | Presenter Name and Contact Information: |
|---|---|---|---|

| COMMUNITY IMPACT | | |
|---|---|---|
| Should External Stakeholder(s) be advised of the Agenda item? (e.i. Community Groups, Businesses, Community Associations) If Yes, please provide the Contact Information for the External Stakeholder(s) | □ YES | X NO |

External Stakeholder(s) Contact Information:
(please provide, name, mailing address, telephone number and e-mail address)

n/a

**FOR LEGISLATIVE & GOVERNANCE SERVICES USE ONLY**

Has this been to CLT / City Manager Briefings/ Committees: MPC, EAC, CPAC (Please circle those that apply)

| CLT | City Manager Briefings | Board(s) / Committee(s) |
|---|---|---|
| When/describe: | When/Describe: | When/Describe: |
| | | |

| Do we need Communications Support? | □ YES | □ NO |
|---|---|---|

BACKUP

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

## Christine Kenzie

---

**From:** Lindsay Trca
**Sent:** July 06, 2011 8:18 AM
**To:** Christine Kenzie
**Subject:** RE: Review amended bylaws - as at July 5, 2011 - Borrowing Bylaws - Sanitary Offsite & Water Offsite

Hi Christine,

For advertising, as both of the cost increases are less than 15% of the original project total, we do not need to advertise as per MGA s.258(5)(c).

3376/A-2011 - $19,050,000*15% = $2,857,500; $950k does not exceed
3378/A-2011 - $8,650,00*15% = $1,297,500; $625k does not exceed

Thanks

**Lindsay Trca**
403-309-8577

THE CITY OF Red Deer

---

**From:** Christine Kenzie
**Sent:** July 06, 2011 8:01 AM
**To:** Lindsay Trca
**Subject:** RE: Review amended bylaws - as at July 5, 2011 - Borrowing Bylaws - Sanitary Offsite & Water Offsite

Lindsay, will you be doing up the ads for these bylaws?

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Lindsay Trca
**Sent:** July 05, 2011 8:09 AM
**To:** Don Simpson
**Cc:** Christine Kenzie; Jill Sorsdahl; Lorianne Marshall; Karen Yetter; Jo-Anne Rogers
**Subject:** RE: Review amended bylaws - as at July 5, 2011 - Borrowing Bylaws - Sanitary Offsite & Water Offsite
**Importance:** High

Hi Don,

Thanks for reviewing these so fast. I have made the changes to 3376/A-2011 regarding the $430,000 increase. This was from 3376/A-2010 (see attached pdf). The previous one increasing the funding by $7,350,000 was from 3376/B-2009. I changed this in the bylaw. I hope you agree with the changes I made as I am attaching both bylaws for Christine to present to Craig and Morris at 9:00 this morning.

Thanks

**Lindsay Trca**
403-309-8577

THE CITY OF Red Deer

---

**From:** Don Simpson [mailto:dsimpson@chapmanriebeek.com]
**Sent:** July 04, 2011 10:18 AM
**To:** Lindsay Trca
**Subject:** Re: Review amended bylaws
**Importance:** High

Hi Lindsay:

We are of the view that the background preambles to an amending bylaw should set out the history of the project, so that it is clear on the face of the amending bylaw what is happening to the project overall.

Bylaw 3378/A-2011
I have inserted additional background clauses to set out the history of the project. Also have modified the text to use quotation marks to identify the new clauses.

Bylaw 3376/A-2011
This project seems to have had a number of changes and we don't have copies of each of the approved amending bylaws. I have added to the preambles as best I can to set out the history of the project, but am missing one of the steps to bring the total borrowing up to the present amount. Perhaps you can fill in the blanks.

Again, I have added quotes to show which are the new clauses.

I hope this helps and would be happy to discuss.

Don Simpson
Chapman Riebeek LLP
Barristers and Solicitors
300, 4808 Ross Street
Red Deer, AB T4N 1X5
Tel: (403) 346-6603
CELL: 403-352-5433
Fax: (403) 340-1280

On 29/06/11 1:24 PM, "Lindsay Trca" <Lindsay.Trca@reddeer.ca> wrote:

Hi Don,

Is there anyway you can review these two bylaw amendments ASAP? We are hoping to include them on the Council agenda for July 11; otherwise they will have to wait till August 8. I'm very sorry for the short notice.

Thanks

**Lindsay Trca**
**Financial Accountant**
Phone: 403-309-8577
Fax: 403-342-8116

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BACK UP INFORMATION NOT SUBMITTED TO COUNCIL

**Capital property - long-term borrowing**

**258(1)** This section applies to a borrowing made for the purpose of financing a capital property when the term of the borrowing exceeds 5 years.

**(2)** This section does not apply to a borrowing referred to in section 263.

**(3)** The expenditure for the capital property must be included in a budget.

**(4)** The term of the borrowing must not exceed the probable lifetime of the capital property.

**(5)** If

(a) a borrowing bylaw that authorizes the borrowing has been passed,

(b) the money to be borrowed is insufficient because the cost of the capital property has increased, and

(c) the increased cost does not exceed 15% of the original cost of the capital property,

the borrowing bylaw that authorizes the borrowing of the increased cost does not have to be advertised.

1994 cM-26.1 s258;1996 c30 s15

**Capital property - interim financing**

**259(1)** This section applies to a borrowing made for the purpose of temporarily financing a capital property for which a borrowing bylaw has been passed under section 258.

**(2)** The term of the borrowing must not exceed 5 years.

**(3)** The amount borrowed must not exceed the

(a) amount of the expenditures in the budget for that and previous calendar years to acquire, construct or improve the capital property,

minus

(b) any money received for the capital property from any other source, including previous borrowings under this Part.

**(4)** A borrowing bylaw that authorizes the borrowing referred to in subsection (1) does not have to be advertised.

BACKUP

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**Christine Kenzie**

---

**From:** Don Simpson [dsimpson@chapmanriebeek.com]
**Sent:** July 05, 2011 8:40 AM
**To:** Lindsay Trca
**Cc:** Christine Kenzie; Jill Sorsdahl; Lorianne Marshall; Karen Yetter; Jo-Anne Rogers
**Subject:** Re: Review amended bylaws
**Importance:** High

Hi Lindsay:

I think these bylaws are now fine.

- Don

On 05/07/11 8:09 AM, "Lindsay Trca" <Lindsay.Trca@reddeer.ca> wrote:

> Hi Don,
>
> Thanks for reviewing these so fast. I have made the changes to 3376/A-2011 regarding the $430,000 increase. This was from 3376/A-2010 (see attached pdf). The previous one increasing the funding by $7,350,000 was from 3376/B-2009. I changed this in the bylaw. I hope you agree with the changes I made as I am attaching both bylaws for Christine to present to Craig and Morris at 9:00 this morning.
>
> Thanks
>
> **Lindsay Trca**
>
> 403-309-8577
>
> THE CITY OF Red Deer
>
> ---
>
> **From:** Don Simpson [mailto:dsimpson@chapmanriebeek.com]
> **Sent:** July 04, 2011 10:18 AM
> **To:** Lindsay Trca
> **Subject:** Re: Review amended bylaws
> **Importance:** High
>
> Hi Lindsay:
>
> We are of the view that the background preambles to an amending bylaw should set out the history of the project, so that it is clear on the face of the amending bylaw what is

happening to the project overall.

Bylaw 3378/A-2011
I have inserted additional background clauses to set out the history of the project. Also have modified the text to use quotation marks to identify the new clauses.

Bylaw 3376/A-2011
This project seems to have had a number of changes and we don't have copies of each of the approved amending bylaws. I have added to the preambles as best I can to set out the history of the project, but am missing one of the steps to bring the total borrowing up to the present amount. Perhaps you can fill in the blanks.

Again, I have added quotes to show which are the new clauses.

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Don Simpson
Chapman Riebeek LLP
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Thanks

**Lindsay Trca**
**Financial Accountant**
Phone: 403-309-8577
Fax: 403-342-8116

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Don Simpson
Chapman Riebeek LLP
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300, 4808 Ross Street
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THE CITY OF Red Deer
ENGINEERING SERVICES

**Date:** June 13, 2011

**To:** City Manager

**From:** Frank Colosimo, Engineering Services Manager
Karen Yetter, Division Controller, Development Services

**Re:** **Amendment to Borrowing Bylaw 3378/A-2009 – Water Off-Site Levy Fund**

Council resolution passed at the May 16, 2011 Council meeting states:

> "**Resolved** that Council of The City of Red Deer having considered the report from the Engineering Services Manager, dated May 9, 2011, Re: Riverside Drive Utility Contract and Budget, hereby approves revising the 2011 Capital Budget as follows:
>
> Riverside Drive Trunk Twinning (Civic Yards to Waste Water Treatment Plant)
> Revised Budget: $3,350,000
> Source of Funding: Sanitary Off-Site Reserves
>
> NHC Water Crossing on Riverside Drive
> Revised Budget: $1,725,000
> Source of Funding: Water Off-Site Reserves"

Borrowing Bylaw 3378/A-2009 is currently approved for a total of $11,045,000. The borrowing bylaw amount needs to increase by $625,000 to include the additional approved amount for the NHC Water Crossing on Riverside Drive.

We request that Council amend the Water Off-Site Borrowing Bylaw No, 3378/A-2009 to include the additional approved amount for the water off-site project listed above and to increase the Borrowing Bylaw to $11,670,000.

Frank Colosimo, P.Eng.
Engineering Services Manager

Karen Yetter, CMA
Division Controller
Development Services

# BYLAW NO. 3378/A-2011

**Being a bylaw to amend Borrowing Bylaw No. 3378/2006 to increase the borrowing authority by $625,000 to a total of $11,670,000.**

**WHEREAS:**

A. In 2006 the City passed Bylaw 3378/2006 to borrow the sum of $8,040,000 to fund the Northwest Industrial Development (Reservoir, Pump Station & Supply Line) and the Riverside Drive Oversizing.

B. In 2000, Bylaw 3378/2006 was amended by passing Bylaw 3378/A-2007 to add funding for Water Offsite projects related to the project which increased funding for the project by $3,005,000 to a total of $11,045,000.

C. In order to undertake construction and completion of the North Highway Connector Water Crossing on Riverside Drive project included in the Water Offsite Levy Projects, additional borrowing of $625,000 is required.

**COUNCIL OF THE CITY OF RED DEER ENACTS AS FOLLOWS:**

1. Preamble paragraphs B and C of Bylaw 3378/2006 are deleted and replaced with the following new preamble paragraphs:

   "B. The total cost of the projects are estimated to be $11,685,000 and the Municipality estimates the following funding source(s) will be applied to the projects:

| | |
|---|---|
| Water Offsite Levy fund | $ 15,000 |
| Debenture(s) | $11,670,000 |
| Total Cost | $11,685,000 |

   C. In order to complete the projects, it will be necessary for the Municipality to borrow the sum of $11,670,000, for a period not to exceed 20 years, from the Alberta Capital Finance Authority or another authorized financial institution, by the issuance of debentures and on the terms and conditions referred to in this bylaw."

2. In paragraph 1, the words "ELEVEN MILLION AND FORTY FIVE THOUSAND DOLLARS ($11,045,000)" are deleted and replaced with the words "ELEVEN MILLION AND SIX HUNDRED SEVENTY THOUSAND DOLLARS ($11,670,000)."

3. Paragraph 3 is deleted and replaced with the following new paragraph:

   "3. The Municipality shall repay the indebtedness according to the repayment structure negotiated with the lender which shall be equal semi-annual or annual payments of combined principal and interest installments not to exceed TWENTY (20) years calculated at the interest rate fixed by the Alberta Capital Finance Authority or another authorized financial institution. The interest rate is not to exceed more than THREE (3)

percent above the prevailing Alberta Capital Finance Authority rate on the date the bylaw is created or amended, therefore will not exceed SEVEN (7) percent (rounded to the nearest whole percent)."

4. Paragraph 4 is deleted and replaced with the following new paragraph:

   "4. The indebtedness is to be repaid by way of revenue raised through Offsite Levy rates and the Municipality shall levy and raise in each year Offsite Levies sufficient to pay the indebtedness. In the event that Offsite Levy revenue is insufficient to repay indebtedness due in any given year, the shortfall shall be paid through municipal property tax revenue."

5. This bylaw comes into force on the date that it is passed.

| | | |
|---|---|---|
| READ A FIRST TIME IN OPEN COUNCIL this | day of | 2011. |
| READ A SECOND TIME IN OPEN COUNCIL this | day of | 2011. |
| READ A THIRD TIME IN OPEN COUNCIL this | day of | 2011. |
| AND SIGNED BY THE MAYOR AND CLERK this | day of | 2011. |

MAYOR

CITY CLERK

***Comments:***

I support the recommendation of Administration that Council give three readings to Borrowing Bylaw Amendment 3378/A-2011. As the cost increase of the borrowing is less than 15% of the original project total, as per Section 258 (5) (c) of the Municipal Government Act, advertising is not required for this bylaw amendment.

"Craig Curtis"
City Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 11, 2011

**TO:** Frank Colosimo, Engineering Services Manager
Karen Yetter, Division Controller, Development Services

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Borrowing Bylaw Amendment 3378/A-2011
Water Off-Site Levy Fund

---

**Reference Report:**
Engineering Services Manager and Division Controller, Development Services, dated June 13, 2011

**Bylaw Readings:**

Borrowing Bylaw Amendment 3378/A-2011 received three readings. A copy of the bylaw is attached.

**Comments/Further Action:**
The Water Off-Site Borrowing Bylaw Amendment 3378/A-2011 provides for an increase of $625,000 to the borrowing amount for a total amount of $11,670,000 for the additional approved amount for the NHC Water Crossing on Riverside Drive.

E Vincent

Elaine Vincent
Legislative & Governance Services Manager
/attach

c Director of Development Services
Director of Corporate Services
Financial Services Manager
Financial Accountant, L. Tryca

DM 1130064

THE CITY OF Red Deer
ENGINEERING SERVICES

**Date:** June 13, 2011

**To:** City Manager

**From:** Frank Colosimo, Engineering Services Manager
Karen Yetter, Division Controller, Development Services

**Re:** **Amendment to Borrowing Bylaw 3378/A-2009 – Water Off-Site Levy Fund**

Council resolution passed at the May 16, 2011 Council meeting states:

> "**Resolved** that Council of The City of Red Deer having considered the report from the Engineering Services Manager, dated May 9, 2011, Re: Riverside Drive Utility Contract and Budget, hereby approves revising the 2011 Capital Budget as follows:
>
> Riverside Drive Trunk Twinning (Civic Yards to Waste Water Treatment Plant)
> Revised Budget: $3,350,000
> Source of Funding: Sanitary Off-Site Reserves
>
> NHC Water Crossing on Riverside Drive
> Revised Budget: $1,725,000
> Source of Funding: Water Off-Site Reserves"

Borrowing Bylaw 3378/ A-2009 is currently approved for a total of $11,045,000. The borrowing bylaw amount needs to increase by $625,000 to include the additional approved amount for the NHC Water Crossing on Riverside Drive.

We request that Council amend the Water Off-Site Borrowing Bylaw No, 3378/ A-2009 to include the additional approved amount for the water off-site project listed above and to increase the Borrowing Bylaw to $11,670,000.

Frank Colosimo, P.Eng.
Engineering Services Manager

Karen M. Yetter

Karen Yetter, CMA
Division Controller
Development Services

THE CITY OF
Red Deer
PLANNING DEPARTMENT

**DATE:** June 22, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Jordan Furness, Planner

**RE:** Land Use Bylaw Amendment No. 3357 / Q-2011
Rezoning to Facilitate Development of Timberstone Park Phase 4
(part Block X, Plan 993AE, SW¼ Sec 23 38-27-W4)

---

## Proposal

An application was received on June 9th to redesignate approximately 3 ha of land in accordance with the Timberstone Park Neighbourhood Area Structure Plan (NASP). The affected land will be rezoned from A1 – Future Urban Development to a combination of the following that will facilitate construction of 45 single detached dwelling units:

- P1 – Parks and Recreation,
- R1 – Residential (Low Density) and
- R1N – Residential (Narrow Lot).

The NASP shows a narrow (6.0 m wide) Public Utility Lot (PUL) opposite Thompson Cr. that will contain a storm trunk main. This amendment proposes it remain zoned A1. Historically PUL lots have been rezoned to P1; however, Administration wishes to explore with the developer or landowner the sale or lease of this lot with an easement for the utilities. This lot would not be a useful short-cut due to its proximity to the intersection of Tyner Gt. and Timberstone Wy. The sale or lease would also avoid any maintenance costs by The City. Depending on the outcome of these discussions future NASP and LUB amendments may be required.

## Staff Recommendation

That City Council proceeds with first reading of Land Use Bylaw Amendment No. 3357 / Q-2011.

Jordan Furness RPP, MCIP
PLANNER

Angus Schaffenburg, RPP, MCIP
ACTING PLANNING MANAGER

Attachments

**BYLAW NO. 3357/Q -2011**

Being a Bylaw to amend Bylaw No. 3357/2006, the Land Use Bylaw of The City of Red Deer as described herein.

COUNCIL OF THE CITY OF RED DEER, ALBERTA, ENACTS AS FOLLOWS:

Bylaw No. 3357/2006 is hereby amended as follows:

1. The land shown in black in the sketch attached as Schedule A to this Bylaw is rezoned from A1 (Future Urban Development) District to P1 (Parks and Recreation) District.

2. The land shown cross-hatched in the sketch attached as Schedule A to this Bylaw is rezoned from A1 (Future Urban Development) District to R1 (Residential – Low Density) District.

3. The land shown by diagonal lines in the sketch attached as Schedule A to this Bylaw is rezoned from A1 (Future Urban Development) District to R1N (Residential – Narrow Lot) District

4. The “Land Use District Map Q16” contained in “Schedule A” of the Land Use Bylaw is hereby amended in accordance with the Land Use District Map 11-2011 attached hereto and forming part of the bylaw.

READ A FIRST TIME IN OPEN COUNCIL this day of 2011.

READ A SECOND TIME IN OPEN COUNCIL this day of 2011.

READ A THIRD TIME IN OPEN COUNCIL this day of 2011.

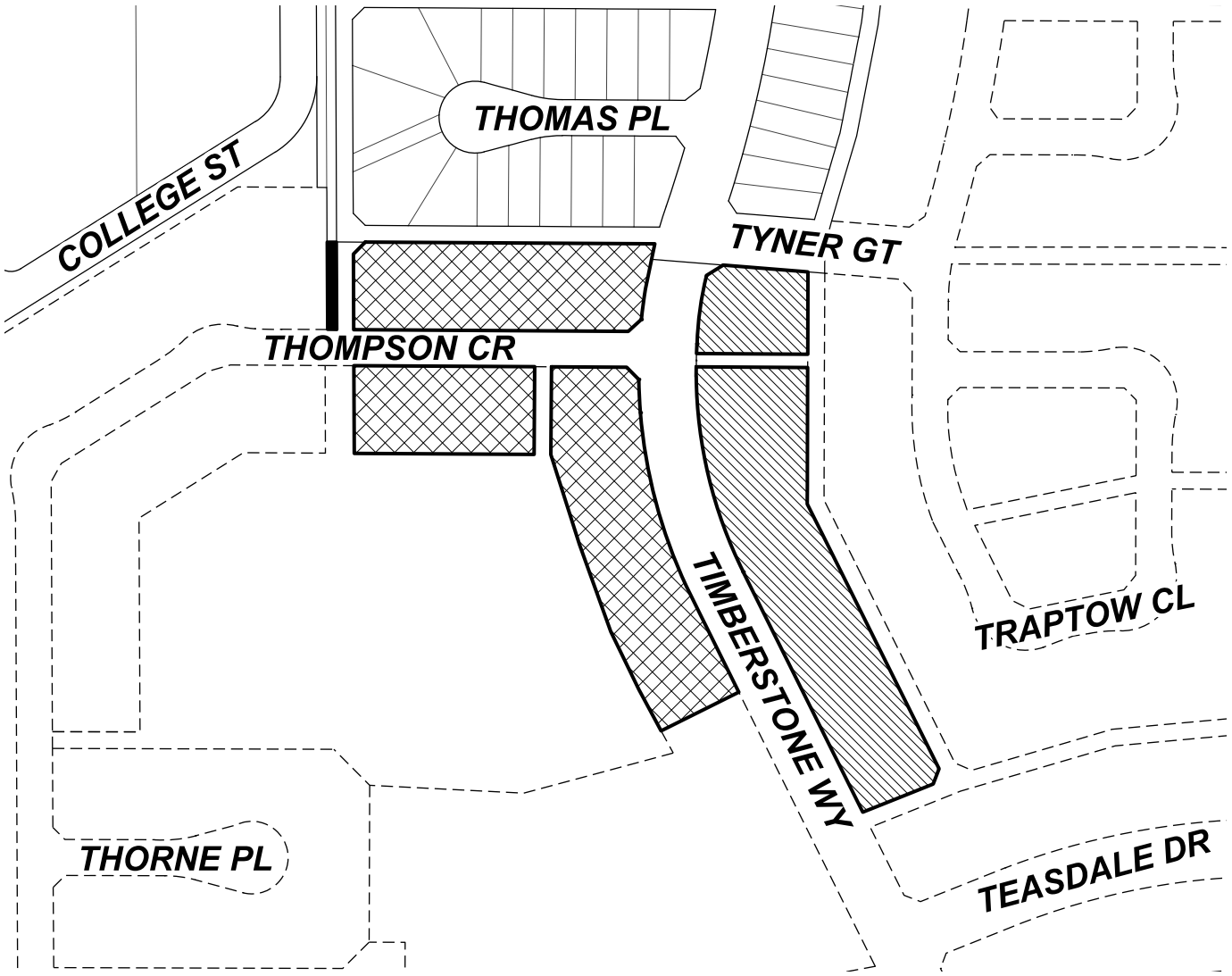
AND SIGNED BY THE MAYOR AND CITY CLERK this day of 2011.

MAYOR

CITY CLERK

THE CITY OF Red Deer

# *Proposed Amendment to Land Use Bylaw 3357/2006*




## Change District from:

- A1 to P1
- A1 to R1
- A1 to R1N

## Affected District:

A1 - Future Urban Development
P1 - Parks and Recreation District
R1 - Residential (Low Density) District
R1N - Residential (Narrow Lot) District

**Proposed Amendment**
Map: ***11 / 2011***
Bylaw: ***3357 / Q-2011***
Date: ***June 22, 2011***

***Comments:***

I support the recommendation of Administration that Council give first reading to Land Use Bylaw Amendment 3357/Q-2011 – Rezoning of Timberstone Park Phase 4. A Public Hearing would be held on Monday, August 15, 2011 at 1:00 P.M. in the Crimson Star Room of City Hall.

"Craig Curtis"
City Manager

ORIGINAL

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

**DATE:** July 12, 2011

**TO:** Jordan Furness, Planner

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Land Use Bylaw Amendment 3357/Q-2011
Rezoning to Facilitate Development of Timberstone Park Phase 4
Part of Block X, Plan 993AE, SW ¼ Sec. 23-38-27-W4

---

**Reference Report**
Planner dated June 22, 2011

**Bylaw Readings:**

Land Use Bylaw Amendment 3357/Q-2011 received first reading. A copy of the bylaw is attached.

**Back to Council:** Yes

**Comments/Further Action:**
Land Use Bylaw Amendment 3357/Q-2011 provides for the rezoning of approximately 3 ha of land from A1 Future Urban Development to P1 Parks and Recreation District, R1 Residential (Low Density) District, and R1N Residential (Narrow Lot) District in order to facilitate the construction of 45 single detached dwelling units in Timberstone Park Phase 4. This office will proceed with the advertising for a Public Hearing to be held on Monday, August 15, 2011 at 5:00 P.M. in the Crimson Star Room of City Hall.

Elaine Vincent
Legislative & Governance Manager

/attach.
c: Director of Planning Services
Acting Planning Manager
Corporate Meeting Coordinator

DM 1130064

THE CITY OF
Red Deer
PLANNING DEPARTMENT

**DATE:** June 22, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Jordan Furness, Planner

**RE:** Land Use Bylaw Amendment No. 3357 / Q-2011
Rezoning to Facilitate Development of Timberstone Park Phase 4
(part Block X, Plan 993AE, SW¼ Sec 23 38-27-W4)

---

**Proposal**

An application was received on June 9th to redesignate approximately 3 ha of land in accordance with the Timberstone Park Neighbourhood Area Structure Plan (NASP). The affected land will be rezoned from A1 – Future Urban Development to a combination of the following that will facilitate construction of 45 single detached dwelling units:

- P1 – Parks and Recreation,
- R1 – Residential (Low Density) and
- R1N – Residential (Narrow Lot).

The NASP shows a narrow (6.0 m wide) Public Utility Lot (PUL) opposite Thompson Cr. that will contain a storm trunk main. This amendment proposes it remain zoned A1. Historically PUL lots have been rezoned to P1; however, Administration wishes to explore with the developer or landowner the sale or lease of this lot with an easement for the utilities. This lot would not be a useful short-cut due to its proximity to the intersection of Tyner Gt. and Timberstone Wy. The sale or lease would also avoid any maintenance costs by The City. Depending on the outcome of these discussions future NASP and LUB amendments may be required.

**Staff Recommendation**

That City Council proceeds with first reading of Land Use Bylaw Amendment No. 3357 / Q-2011.

Jordan Furness RPP, MCIP
PLANNER

Angus Schaffenburg, RPP, MCIP
ACTING PLANNING MANAGER

Attachments

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

BACK-UP

**Christine Kenzie**

---

**From:** Jordan Furness
**Sent:** June 22, 2011 11:39 AM
**To:** Christine Kenzie
**Cc:** Angus Schaffenburg
**Subject:** Bylaw 3357/Q-2011 - July 11th First Reading
**Attachments:** 3357Q-2011 - BYLAW - Timberstone Park Phase 4.doc; 3357Q-2011 - MAP - Timberstone Park Phase 4.pdf; 3357Q-2011 - REPORT- Timberstone Park Phase 4.doc

Hi Christine,
In discussions with Paul Meyette and Elaine yesterday it was decided to put the above bylaw back onto the July 11th agenda for first reading. Please find attached the necessary files and let me know if anything is missing.

Thanks,

**Jordan Furness**, RPP, MCIP
Planner
Planning Department
City of Red Deer

ph. 403.406.8701
fx. 403.342.8200
www.reddeer.ca

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

BACK UP

**Christine Kenzie**

---

**To:** Jordan Furness

**Subject:** RE: Bylaw # for an LUB Rezoning

Jordon, please use LUB 3357/Q-2011 for your rezoning in Timberstone and Map Number 11/2011. Sorry for the mixup -- I was not looking in the right spot when I gave you the bylaw amendment number ---- just back from holidays and trying to get up to speed.

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Jordan Furness
**Sent:** June 13, 2011 2:03 PM
**To:** Christine Kenzie
**Subject:** FW: Bylaw # for an LUB Rezoning

Hi Christine,
Katy says 'O' was already used in map 10. Do you still want me to use the numbers you gave me?

**Jordan Furness, RPP, MCIP**
Planner
Planning Department
City of Red Deer

ph. 403.406.8701
fx. 403.342.8200
www.reddeer.ca

---

**From:** Katy Balunda
**Sent:** June 13, 2011 2:00 PM
**To:** Jordan Furness
**Subject:** RE: Bylaw # for an LUB Rezoning

Hi Jordan,

Bylaw letter 'O' was used in Map 10 (Vanier East) let me know if you have a new one and I'll update the map.

Thanks,

*Katy Balunda*

---

**From:** Jordan Furness
**Sent:** June 13, 2011 1:35 PM
**To:** Katy Balunda
**Subject:** FW: Bylaw # for an LUB Rezoning

The bylaw info is below. Thanks for doing this so quickly.

**Jordan Furness**, RPP, MCIP
Planner
Planning Department
City of Red Deer

ph. 403.406.8701
fx. 403.342.8200
www.reddeer.ca

---

**From:** Christine Kenzie
**Sent:** June 13, 2011 1:32 PM
**To:** Jordan Furness
**Subject:** RE: Bylaw # for an LUB Rezoning

You can use LUB # 3357/O-2011 and Map #11/2011. Do you have an address for ProDev GP - or is it the same as Laebon's? Also -- what Council meeting are you targeting for this amendment to be brought forward?

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Jordan Furness
**Sent:** June 13, 2011 12:32 PM
**To:** Christine Kenzie
**Subject:** RE: Bylaw # for an LUB Rezoning

Yes, Laebon (ProDev GP) is applying to rezone 3.092 ha of land to be able to subdivide 45 residential lots. Therefore a map# is also required.

Land will be going from A1 (future urban development) to a mix of R1, R1N and P1

Let me know if you require anything else.

Thanks!

**Jordan Furness**, RPP, MCIP
Planner
Planning Department
City of Red Deer

ph. 403.406.8701
fx. 403.342.8200
www.reddeer.ca

---

**From:** Christine Kenzie
**Sent:** June 13, 2011 12:25 PM
**To:** Jordan Furness
**Subject:** RE: Bylaw # for an LUB Rezoning

Can you give me some more information --- What is the rezoning, do you need a Map number and is there a developer involved?

Thankls.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

---

**From:** Jordan Furness
**Sent:** June 13, 2011 10:20 AM
**To:** Christine Kenzie
**Subject:** Bylaw # for an LUB Rezoning

Hi Christine,
Could I get a bylaw number to rezone lands in Timberstone Park?

Thanks,

**Jordan Furness**, RPP, MCIP
Planner
Planning Department
City of Red Deer

ph. 403.406.8701
fx. 403.342.8200
www.reddeer.ca

BACKUP INFORMATION
NOT SUBMITTED TO COUNCIL

BACKUP

**Christine Kenzie**

---

**From:** Jordan Furness
**Sent:** June 13, 2011 1:37 PM
**To:** Christine Kenzie
**Subject:** RE: Bylaw # for an LUB Rezoning - LUB 3357/O-2011 - for July 11 Council Meeting

ProDev GP appears to be using a Calgary address - 5201 333-96 Ave Calgary AB T3K 0S3

I would like first reading at the July 11th meeting ideally.

**Jordan Furness, RPP, MCIP**
Planner
Planning Department
City of Red Deer

ph. 403.406.8701
fx. 403.342.8200
www.reddeer.ca

---

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**To:** Jordan Furness
**Subject:** RE: Bylaw # for an LUB Rezoning

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**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

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**Jordan Furness**, RPP, MCIP
Planner
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**Christine Kenzie | Corporate Meeting Coordinator**
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christine.kenzie@reddeer.ca

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Could I get a bylaw number to rezone lands in Timberstone Park?

Thanks,

**Jordan Furness**, RPP, MCIP
Planner
Planning Department
City of Red Deer

ph. 403.406.8701
fx. 403.342.8200
www.reddeer.ca

THE CITY OF Red Deer

**Legislative & Governance Services**

**DATE:** **June 21, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Elaine Vincent, Legislative & Governance Services Manager**

**SUBJECT:** **Disposal of Municipal Reserve – Plan 8821302 Block 4, Lot 2MR and Subsequent Land Sale – Deer Park Commercial Site – Dunlop Street and 30th Avenue – Land Use Bylaw Amendment 3357/G-2011**

---

***History:***
At the Monday, June 13, 2011 Council Meeting, Council gave first reading to Land Use Bylaw Amendment 3357/G-2011.

Land Use Bylaw Amendment 3357/G-2011 allows for the disposal and rezoning of approximately 13,566 square feet of land along 30th Avenue and Dunlop Street.

Council also passed the following resolution regarding the land sale:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Land Services Specialist, Land Coordinator and Planner dated June 13, 2011 re: MR Designation Removal of Plan 88921302 Block 4 Lot 2MR & Subsequent Land Sale at Market Value to Adjacent landowner hereby agrees to sell the land in question, subject to the following conditions:
>
> 1) The purchase price be fair market value.
> 2) Consolidation by plan of survey of The City land sold with the Developers lands,
> 3) All costs associated with advertising, legal survey and legal subdivision and consolidation to be the responsibility of the Purchaser,
> 4) The net proceeds of the sale of the MR to be credited to the Public Reserve Trust Fund.
> 5) Land Sale Agreement satisfactory to the City Solicitor.
> 6) A resolution to dispose of Municipal Reserve being passed by council following a Public Hearing pursuant to the Municipal Government Act, s. 674.
> 7) Council approval of a Land Use bylaw amendment to rezone the former Municipal Reserve to C2B."

…2/

***Public Consultation Process:***
A Public Hearing has been advertised for Land Use Bylaw Amendment 3357/G-2011 to be held on Monday, July 11, 2011 at 6:00 P.M. during Council's regular meeting. Advertisements were placed in the Red Deer Advocate on June 24 and July 1, 2011. The owners of properties adjacent to the site were notified by letter of the Public Hearing.

***Discussion:***
A supplementary information report prepared by Administration is attached which addresses questions raised by Council members at the June 13, 2011 Council meeting regarding the land disposition and rezoning.

***Recommendation:***
That Council consider:

1. Giving second and third readings to Land Use Bylaw Amendment 3357/G-2011.
2. Passing a resolution to approve of the Disposal of Municipal Reserve for lands described as Plan 8821302, Block 4, Lot 2MR.

Elaine Vincent
Manager

THE CITY OF Red Deer

PLANNING DEPARTMENT

**DATE:** June 23, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Quincy Brown, Planner

**RE:** Deer Park Shopping Center

**MR Land Disposition of Plan 882 1302, Block 4, Lot 2MR**
**Land Sale at Market Value to Adjacent Landowner**

**LUB Amendment 3357/G-2011**

**Supplementary Information Report**

## Background

This Supplementary Information Report addresses questions raised by Council at the meeting of June 13, 2011during discussion on the land disposition and rezoning of the MR strip adjacent to the Deer Park Shopping Centre. At that meeting Council held First reading of Land Use Bylaw Amendment 3357/G-2011 to rezone the lands from P1 (Parks and Recreation) District to C2B Commercial (District Shopping Centre) District. A public hearing date was set for July 11, 2011. These actions are required to allow the redevelopment of the Co-op gas bar.

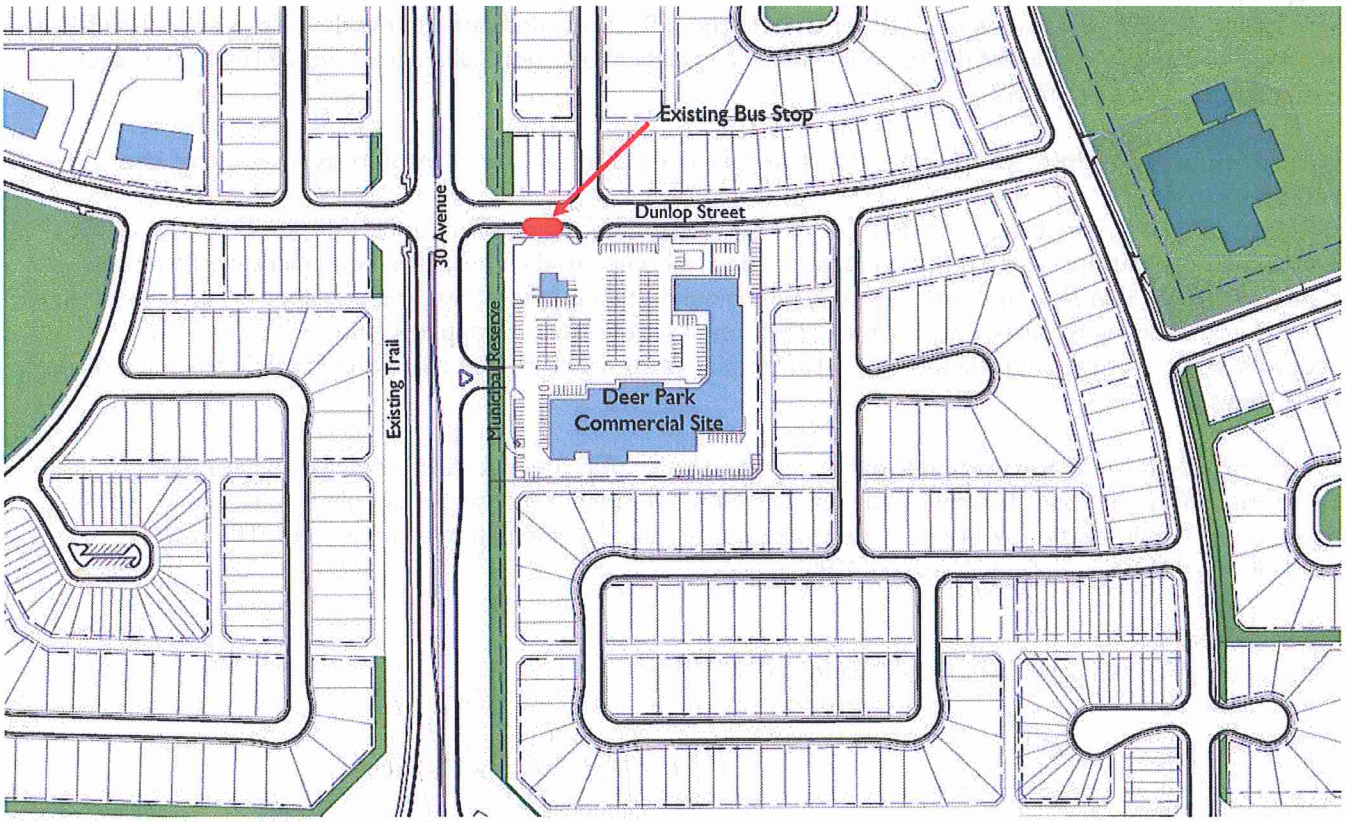



**Figure 1: Deer Park Commercail**

Planning department 4914-48 Avenue Phone: 403-406-8700 Fax: 403-342-8200 Email: planning@reddeer.ca
The City of Red Deer Box 5008 Red Deer, AB T4N 3T4 www.reddeer.ca

**Discussion**

**Question: Is there any option to install a sidewalk along the west side of the commercial site?**
**Response:** There is no sidewalk along the east side of 30 Avenue. Pedestrian connectivity is maintained through a 2.5 metre wide walkway along the west side of 30 Avenue. Additional sidewalks are located on the north and south sides of Dunlop Street with pedestrian control lights to cross 30 Avenue. The pedestrian controls are synchronized with the vehicular traffic lights. The developer has been directed to consider pedestrian connectivity into the site from the surrounding pedestrian network during the development of the site plan.

**Question: Is there Municipal Reserve located to the North and South of this site? Is the MR a continuous linear strip?**
**Response:** There is a continuous strip of Municipal Reserve that runs adjacent to the east side of 30 Avenue from 32 Street to 55 Street. The Municipal Reserve strip is disrupted at 39 Street to accommodate the Deer Park Alliance Church (30 Avenue and 39 Street) and an Atco Gas Site (30 Avenue and 39 Street).

**Question: What is the width of the reserve along the site? What will the uniformity of the MR look like if this portion of reserve is sold?**
**Response:** The width of the Municipal Reserve Parcel located adjacent to the Deer Park Commercial Site is approximately 9.1 metres. This sale would disrupt the continuity of the MR strip; however, it is already disrupted as noted.

**Question: Will there be any impact on the existing bus stop?**
**Response:** There is an existing bus stop located on the south side of Dunlop Street for the Route 7 bus which is adjacent to the commercial site. The redevelopment will not impact the existing bus stop location.

**Question: How much Municipal Reserve is there in the Deer Park (City) Neighbourhood?**
**Response:** The Deer Park (City) Neighbourhood is based on 160 Acres of development. There was approximately 16.54 acres (Municipal Reserve and School Reserve) dedicated in the development or 10.34% of the total land area. Removal of the Municipal Reserve parcel in question (.314 acres) would result in a reserve total of 16.23 acres or 10.14%.

**Question: Is it possible to relocate the mature trees that will be removed as a result of the redevelopment?**
**Response:** Large trees such as the ones on Deer Park Commercial Site cannot be relocated because of the associated cost and the size of the equipment needed to complete the work. The equipment would not be permitted to work in close proximity to the underground utilities in the area. The developer will be required to meet the landscaping requirements for the C2B Commercial (District Shopping Centre) District. Any redevelopment application (including a new landscaping plan) would come before Municipal Planning Commission for approval.

**Question: What will the redevelopment do to the traffic flows in and adjacent to the site?**
**Response:** The developer has indicated that the redevelopment of the gas bar should help to alleviate traffic congestion. Administration will review this matter during the development permit process. The overall redevelopment and site plan will require MPC approval.

**Recommendation**

This report has been provided for information only.

Quincy Brown
Planner

Angus Schaffenburg
Acting Planning Manager

THE CITY OF Red Deer

Report Originally Submitted at the June 13, 2011 Council Meeting

**LAND AND ECONOMIC DEVELOPMENT**

**DATE:** **June 13, 2011**

**TO:** **Craig Curtis, City Manager**

**FROM:** **Wade Martens, Land Services Specialist**
**Joe D'Onofrio, Land Coordinator**
**Quincy Brown, Planner**

**SUBJECT:** **MR Designation Removal of Plan 8821302 Block 4 Lot 2MR & Subsequent Land Sale at Market Value to adjacent Landowner**

---

*History:*
The owners of the Deer Park commercial site located at Dunlop Street and 30th Avenue (legally described as Plan 882 1302 Block 4 Lot 1) have requested that The City of Red Deer consider selling to them an adjacent Municipal Reserve (MR) property legally described as Plan 882 1302 Block 4 Lot 2MR (see Schedule A). If consideration for the sale of this land were to proceed, they have also requested that the parcel be re-zoned and consolidated with the owner's land which is currently zoned C2B Commercial (District Shopping Center) District. They intend to use the additional site for parking and landscaping which would allow for a new gas bar to be developed.

*Planning Analysis:*
The Planning Department supports the MR disposition and subsequent rezoning request for the following reasons:

1) The disposition of MR will result in an intensification of the existing commercial development.
2) The applicant intends to redevelop the site and is working with applicable City Departments to: a) Address circulation issues in the parking lot, b) enhance the overall aesthetics of the existing development, and c) enhance the landscaping on, and adjacent to the site.

The proposed Municipal Reserve disposition requires an amendment to the City of Red Deer Land Use Bylaw 3357/2006. The attached Land Use Bylaw Amendment 3357/G-2011 and related Map 3/2011 illustrates the proposed amendment.

The applicant is proposing to rezone a portion of MR legally described as Lot 2MR, Block 4, Plan 882 1302 P1 (Parks and Recreation) District to C2B Commercial (District Shopping Center) District. This is the same zoning of the adjacent commercial development.

It should be noted that if council proceeds with the MR Disposition and LUB amendment (3357/G-2011) several mature trees will be removed. The trees are currently located on private property.

***Discussion:***
The request was circulated internally to gather feedback from City departments regarding the disposal of this MR, with no concerns brought forward.

For council's information, there is an existing utility line running through the parcel which is protected by an existing Right of Way Agreement.

***Financial Implications:***
The land being sold consists of approximately 1254 $m^2$ (13,566 $ft^2$). City land is being sold at fair market value. Proceeds from this sale would be credited to the Public Reserve Trust Fund for future purchase of Municipal Reserve elsewhere in The City.

***Recommendation:***
That City Council proceeds with first reading of Land Use Bylaw Amendment 3357/G-2011 which includes a new Land Use District Map. That City Council pass a resolution to proceed with the MR disposition process for Plan 882 1302, Block 4, Lot 2MR and subsequent sale at fair market value subject to the following conditions:

1. The purchase price be fair market value.
2. Consolidation by plan of survey of The City lands sold with the Developers lands.
3. All costs associated with advertising, legal survey and legal subdivision and consolidation to be the responsibility of the Purchaser.
4. The net proceeds of the sale of the MR to be credited to the Public Reserve Trust Fund.
5. Land Sale Agreement satisfactory to the City Solicitor.

Wade Martens
Land Services Specialist

Joe D'Onofrio
Land Coordinator

Quincy Brown
Planner

Angus Schaffenburg
Acting Planning Manager

Attach.
cc Dean Krejci, Financial Services Manager
Howard Thompson, LED Manager

**BYLAW NO. 3357/G -2011**

Being a Bylaw to amend Bylaw No. 3357/2006, the Land Use Bylaw of The City of Red Deer as described herein.

COUNCIL OF THE CITY OF RED DEER, ALBERTA, ENACTS AS FOLLOWS:

Bylaw No. 3357/2006 is hereby amended as follows:

1. The land shown cross-hatched in the sketch attached as Schedule A to this bylaw is rezoned from P1 (Parks and Recreation) District to C2B Commercial (District Shopping Center) District.
2. The “Land Use District Map Q13” contained in “Schedule A” of the Land Use Bylaw is hereby amended in accordance with the Land Use District Map 3-2011 attached hereto and forming part of the bylaw.

READ A FIRST TIME IN OPEN COUNCIL this 13th day of June 2011.

READ A SECOND TIME IN OPEN COUNCIL this day of 2011.

READ A THIRD TIME IN OPEN COUNCIL this day of 2011.

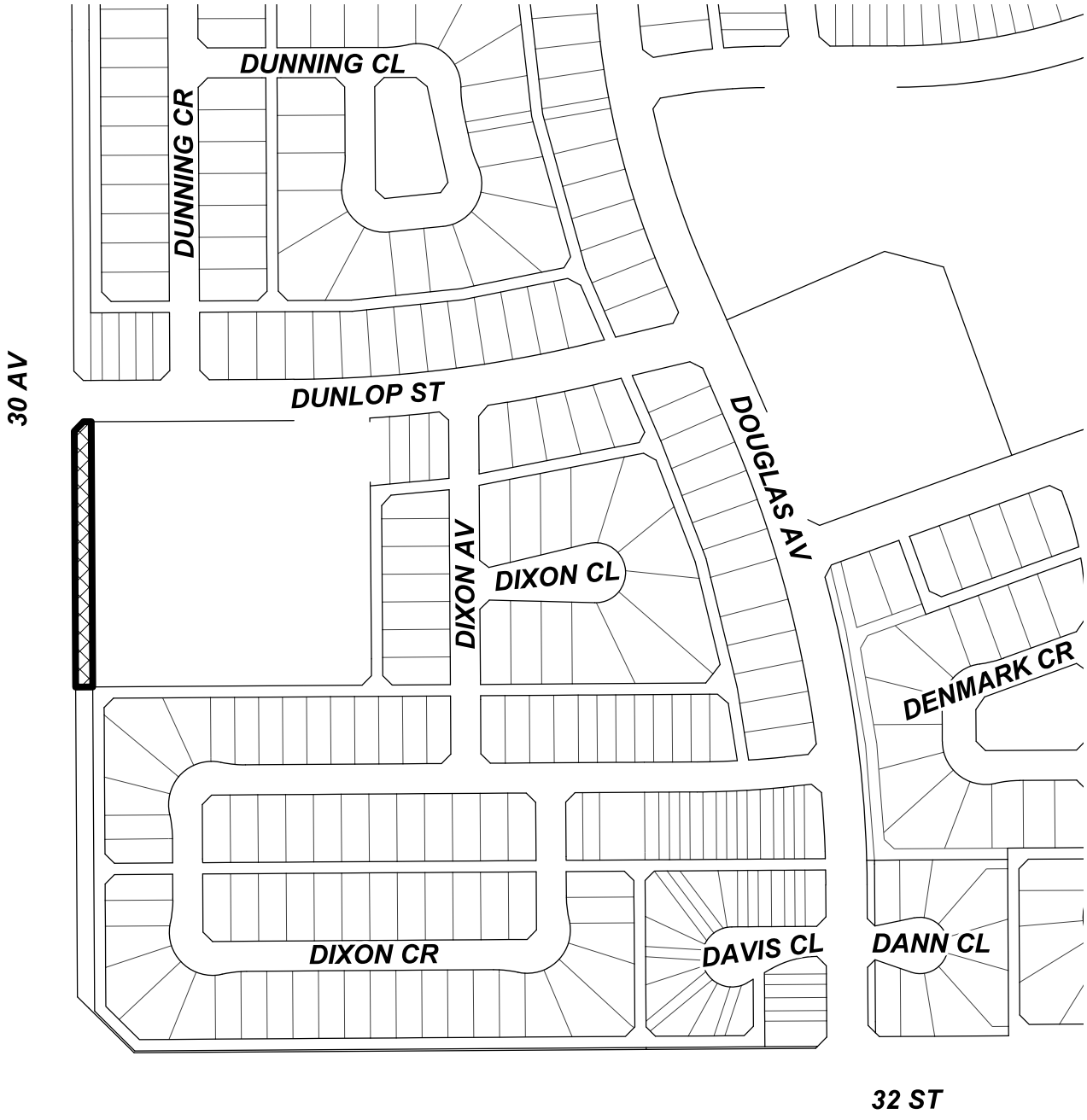
AND SIGNED BY THE MAYOR AND CITY CLERK this day of 2011.

MAYOR

CITY CLERK

THE CITY OF Red Deer

# *Proposed Amendment to Land Use Bylaw 3357/2006*




## Change District from:

P1 to C2B

## Affected District:

C2B - Commercial (District Shopping Center) District
P1 - Parks and Recreation District

**Proposed Amendment**
Map: ***3 / 2011***
Bylaw: ***3357 / G-2011***
Date: ***May 24, 2011***

THE CITY OF
Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

ORIGINAL

**DATE:** July 12, 2011

**TO:** Wade Martens, Land Services Specialist
Joe D'Onofrio, Land Coordinator
Quincy Brown, Planner

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** MR Land Disposition of Plan 882 1302, Block 4, Lot 2MR
Land Sale at Market Value to Adjacent Landowner
Land Use Bylaw Amendment 3357/G-2011

---

**Reference Report:**
Legislative & Governance Services Manager, dated June 21, 2011 and Planner, dated June 23, 2011 and Land Services Specialist, dated June 13, 2011

**Resolution:**

"**Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated June 21, 2011, Planner dated June 23, 2011 and Land Services Specialist and Planner dated June 13, 2011, re: MR Designation Removal of Plan 8821302 Block 4, Lot 2MR and Land Sale at Market Value to Adjacent Landowner, hereby aggress to the Disposal of Municipal Reserve as follows:

"All that portion of Lot 2MR, Block 4, Plan 8821302 lying within the limits of Plan _____"

**Bylaw Reading:**

Land Use Bylaw Amendment 3357/G-2011 was given second and third readings. A copy of the bylaw is attached.

**Report back to Council:** No

...2/

**Comments/Further Action:**

A copy of a duly signed Statutory Declaration is attached for your use regarding the Disposal of Municipal Reserve. This office will amend the consolidated version of Land Use Bylaw 3357/2006 and distribute copies in due course.

Elaine Vincent
Legislative & Governance Manager
/attach

cc: Development Services Director
Corporate Services Director
Community Services Director
Planning Services Director
Engineering Services Manager
Financial Services Manager
Client Services Support, LGS
Inspections & Licensing Manager
Land & Economic Development Manager
IT Services – GIS Section
Property Assessment Technician, D. Lake
Revenue & Assessment Manager
Acting Planning Services Manager

| | | |
|---|---|---|
| **C A N A D A**<br>**PROVINCE OF ALBERTA**<br><br>**TO WIT:** | )<br>)<br>)<br>)<br>)<br>) | **IN THE MATTER OF SECTION 674**<br><br>**OF THE MUNICIPAL GOVERNMENT**<br><br>**ACT, 1994, CHAPTER M-26.1** |

I, Elaine Vincent, of the City of Red Deer, in the Province of Alberta, DO SOLEMNLY DECLARE:

1. THAT I am the duly appointed City Clerk of The City of Red Deer and its proper designated officer in this behalf.

2. THAT the Council of The City of Red Deer wishes to dispose of a municipal reserve.

3. THAT The City of Red Deer has complied with the provisions of Section 674 of the Municipal Government Act, 1994, Chapter M-26.1.

4. THAT the reserve lot is characterized as a municipal reserve under the current Act.

5. THAT The City of Red Deer, in accordance with Section 675(1) of the Municipal Government Act, requests the removal of the designation of municipal reserve from the lands described as follows:

   *'All that portion of Lot2MR, Block 4, Plan 8821302 lying within the limits of Plan _____."*"

AND I MAKE THIS SOLEMN DECLARATION conscientiously believing it to be true and knowing that it is of the same force and effect as if made under oath and by virtue of The Canada Evidence Act.

DECLARED before me at the City of Red Deer, in the Province of Alberta, this 12 day of July, A.D. 2011.

E Vincent
ELAINE VINCENT,
CITY CLERK

F McDougall
A COMMISSIONER FOR OATHS IN AND FOR THE PROVINCE OF ALBERTA

Frieda A. McDougall
Commissioner for Oaths in and for the Province of Alberta.
My Appointment expires
September 25, 2011

THE CITY OF
Red Deer

FILE COPY

LEGISLATIVE & GOVERNANCE SERVICES

July 12, 2011

Mr. Howard Bell
River Park Properties Ltd.
350, 7620 Elbow Drive SW
Calgary, AB T2V 1K2

Dear Mr. Bell:

***Re: Disposal of Municipal Reserve***
***Land Use Bylaw Amendment 3357/G-2011***
***Plan 882 1302, Block 4, Lot 2MR – Dunlop Street and 30th Avenue***

At the Monday, July 11, 2011 Red Deer City Council Meeting, Council passed the following resolution regarding the Disposal of Municipal Reserve:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated June 21, 2011, Planner dated June 23, 2011 and Land Services Specialist and Planner dated June 13, 2011, re: MR Designation Removal of Plan 8821302 Block 4, Lot 2MR and Land Sale at Market Value to Adjacent Landowner, hereby aggress to the Disposal of Municipal Reserve as follows:
>
> > "All that portion of Lot 2MR, Block 4, Plan 8821302 lying within the limits of Plan _____"

A Public Hearing was held with respect to Land Use Bylaw Amendment 3357/G-2011. Following the Public Hearing, Land Use Bylaw Amendment 3357/G-2011 was given second and third readings. A copy of the bylaw is attached.

Land Use Bylaw Amendment 3357/G-2011 provides for the rezoning of the Municipal Reserve from P1 Parks and Recreation District to C2B Commercial (District Shopping Centre) District. The land is intended to be used for parking and landscaping that will allow a new gas bar to be developed on the site.

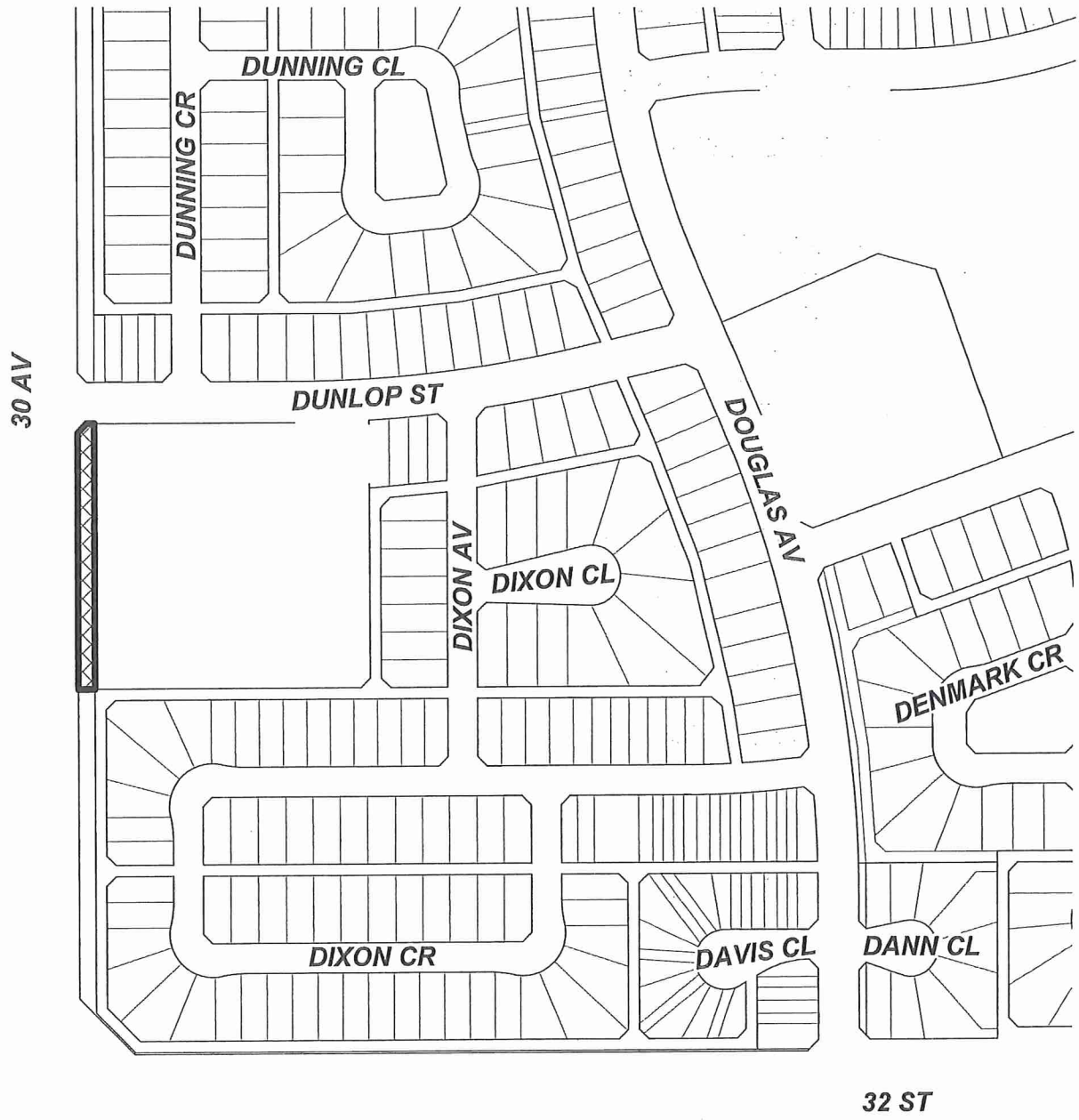
Please call if you have any questions or require further clarification regarding Council's decision. Mr. Wade Martens, Land Services Specialist, can be contacted at 403.342.8106 regarding the sale of the property.

Sincerely,

Elaine Vincent
Manager
/attach.
c Q. Brown, Planner
W. Martens, Land Services Specialist

THE CITY OF Red Deer

# *Proposed Amendment to Land Use Bylaw 3357/2006*




**Change District from:**

P1 to C2B

**Affected District:**

C2B - Commercial (District Shopping Center) District
P1 - Parks and Recreation District

Proposed Amendment
Map: ***3 / 2011***
Bylaw: ***3357 / G-2011***
Date: ***May 24, 2011***

THE CITY OF Red Deer

**Legislative & Governance Services**

**DATE:** June 21, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Disposal of Municipal Reserve – Plan 8821302 Block 4, Lot 2MR and Subsequent Land Sale – Deer Park Commercial Site – Dunlop Street and 30th Avenue – Land Use Bylaw Amendment 3357/G-2011

***History:***
At the Monday, June 13, 2011 Council Meeting, Council gave first reading to Land Use Bylaw Amendment 3357/G-2011.

Land Use Bylaw Amendment 3357/G-2011 allows for the disposal and rezoning of approximately 13,566 square feet of land along 30th Avenue and Dunlop Street.

Council also passed the following resolution regarding the land sale:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Land Services Specialist, Land Coordinator and Planner dated June 13, 2011 re: MR Designation Removal of Plan 88921302 Block 4 Lot 2MR & Subsequent Land Sale at Market Value to Adjacent landowner hereby agrees to sell the land in question, subject to the following conditions:
>
> 1) The purchase price be fair market value.
> 2) Consolidation by plan of survey of The City land sold with the Developers lands,
> 3) All costs associated with advertising, legal survey and legal subdivision and consolidation to be the responsibility of the Purchaser,
> 4) The net proceeds of the sale of the MR to be credited to the Public Reserve Trust Fund.
> 5) Land Sale Agreement satisfactory to the City Solicitor.
> 6) A resolution to dispose of Municipal Reserve being passed by council following a Public Hearing pursuant to the Municipal Government Act, s. 674.
> 7) Council approval of a Land Use bylaw amendment to rezone the former Municipal Reserve to C2B."

...2/

***Public Consultation Process:***
A Public Hearing has been advertised for Land Use Bylaw Amendment 3357/G-2011 to be held on Monday, July 11, 2011 at 6:00 P.M. during Council's regular meeting. Advertisements were placed in the Red Deer Advocate on June 24 and July 1, 2011. The owners of properties adjacent to the site were notified by letter of the Public Hearing.

***Discussion:***
A supplementary information report prepared by Administration is attached which addresses questions raised by Council members at the June 13, 2011 Council meeting regarding the land disposition and rezoning.

***Recommendation:***
That Council consider:

1. Giving second and third readings to Land Use Bylaw Amendment 3357/G-2011.
2. Passing a resolution to approve of the Disposal of Municipal Reserve for lands described as Plan 8821302, Block 4, Lot 2MR.

EVincent

Elaine Vincent
Manager

THE CITY OF
# Red Deer

PLANNING DEPARTMENT

Supplementary Report

**DATE:** June 23, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Quincy Brown, Planner

**RE:** Deer Park Shopping Center

**MR Land Disposition of Plan 882 1302, Block 4, Lot 2MR**
**Land Sale at Market Value to Adjacent Landowner**

**LUB Amendment 3357/G-2011**

**Supplementary Information Report**

## Background

This Supplementary Information Report addresses questions raised by Council at the meeting of June 13, 2011during discussion on the land disposition and rezoning of the MR strip adjacent to the Deer Park Shopping Centre. At that meeting Council held First reading of Land Use Bylaw Amendment 3357/G-2011 to rezone the lands from P1 (Parks and Recreation) District to C2B Commercial (District Shopping Centre) District. A public hearing date was set for July 11, 2011. These actions are required to allow the redevelopment of the Co-op gas bar.

Figure 1: Deer Park Commercail

Planning department 4914-48 Avenue Phone: 403-406-8700 Fax: 403-342-8200 Email: planning@reddeer.ca
The City of Red Deer Box 5008 Red Deer, AB T4N 3T4 www.reddeer.ca

**Discussion**

**Question: Is there any option to install a sidewalk along the west side of the commercial site?**
**Response:** There is no sidewalk along the east side of 30 Avenue. Pedestrian connectivity is maintained through a 2.5 metre wide walkway along the west side of 30 Avenue. Additional sidewalks are located on the north and south sides of Dunlop Street with pedestrian control lights to cross 30 Avenue. The pedestrian controls are synchronized with the vehicular traffic lights. The developer has been directed to consider pedestrian connectivity into the site from the surrounding pedestrian network during the development of the site plan.

**Question: Is there Municipal Reserve located to the North and South of this site? Is the MR a continuous linear strip?**
**Response:** There is a continuous strip of Municipal Reserve that runs adjacent to the east side of 30 Avenue from 32 Street to 55 Street. The Municipal Reserve strip is disrupted at 39 Street to accommodate the Deer Park Alliance Church (30 Avenue and 39 Street) and an Atco Gas Site (30 Avenue and 39 Street).

**Question: What is the width of the reserve along the site? What will the uniformity of the MR look like if this portion of reserve is sold?**
**Response:** The width of the Municipal Reserve Parcel located adjacent to the Deer Park Commercial Site is approximately 9.1 metres. This sale would disrupt the continuity of the MR strip; however, it is already disrupted as noted.

**Question: Will there be any impact on the existing bus stop?**
**Response:** There is an existing bus stop located on the south side of Dunlop Street for the Route 7 bus which is adjacent to the commercial site. The redevelopment will not impact the existing bus stop location.

**Question: How much Municipal Reserve is there in the Deer Park (City) Neighbourhood?**
**Response:** The Deer Park (City) Neighbourhood is based on 160 Acres of development. There was approximately 16.54 acres (Municipal Reserve and School Reserve) dedicated in the development or 10.34% of the total land area. Removal of the Municipal Reserve parcel in question (.314 acres) would result in a reserve total of 16.23 acres or 10.14%.

**Question: Is it possible to relocate the mature trees that will be removed as a result of the redevelopment?**
**Response:** Large trees such as the ones on Deer Park Commercial Site cannot be relocated because of the associated cost and the size of the equipment needed to complete the work. The equipment would not be permitted to work in close proximity to the underground utilities in the area. The developer will be required to meet the landscaping requirements for the C2B Commercial (District Shopping Centre) District. Any redevelopment application (including a new landscaping plan) would come before Municipal Planning Commission for approval.

**Question: What will the redevelopment do to the traffic flows in and adjacent to the site?**
**Response:** The developer has indicated that the redevelopment of the gas bar should help to alleviate traffic congestion. Administration will review this matter during the development permit process. The overall redevelopment and site plan will require MPC approval.

**Recommendation**

This report has been provided for information only.

Quincy Brown
Planner

Angus Schaffenburg
Acting Planning Manager

BACKup

**Christine Kenzie**

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**From:** Wade Martens
**Sent:** July 05, 2011 10:54 AM
**To:** Christine Kenzie
**Cc:** Joe D'Onofrio
**Subject:** RE: Legal Description for Disposal of Municipal Reserve --- Deer Park Co-op Site

Good Morning Christine, what you have is the correct legal description.

Thanks,

*Wade Martens*
Land Services Specialist
403.356.8891

---

**From:** Christine Kenzie
**Sent:** July 04, 2011 3:39 PM
**To:** Wade Martens
**Cc:** Joe D'Onofrio
**Subject:** Legal Description for Disposal of Municipal Reserve --- Deer Park Co-op Site

This item is going back to Council on Monday, July 11th for a Public Hearing for the Land Use Bylaw rezoning and the Council resolution for the disposal of Municipal Reserve. (Deer Park Co-op Site)

Is what shown below the correct legal description of the lands being dispose of? I want to make sure I have the correct legal description for the Council Resolution as this will be put on the Statutory Declaration that we complete and forward to you for registering at land titles.

"All that portion of Lot 2MR, Block 4, Plan 8821302 lying within the limits of Plan _____"

I would appreciate you getting back to me prior to Wednesday, July 6th.

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

BACKUP

## Christine Kenzie

**From:** Quincy Brown
**Sent:** June 22, 2011 8:28 AM
**To:** Christine Kenzie
**Subject:** Supplimentary report to LUB Amendment 3357/G-2011

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

Hi Christine,

Just to give you a heads up, at the council meeting on June 13, Council had several questions related to Bylaw Amendment 3357/G-2011. This has resulted in Planning putting together a brief memo to address some of the concerns. I am hoping that I will have the report to you by the end of the day today.

Thanks,

**Quincy Brown, BSc, MCP**
Community Planner
The City of Red Deer
Email Quincy.Brown@reddeer.ca
Phone 403.406.8707

**Think green: keep it on the screen!**

1719869

**DISPOSAL OF MUNICIPAL RESERVE**
**LAND USE BYLAW AMENDMENT 3357/G- 2011**
**Plan 882 1302 Block 4 Lot 2MR**
**Dunlop Street and 30th Avenue**

**DESCRIPTION**: Approximately 13,566 sq ft of land to be sold and disposed of and rezoned from P1 Parks and Recreation District to C2B Commercial (District Shopping Centre) District.

FIRST READING: June 13, 2011

FIRST PUBLICATION: June 24 2011

SECOND PUBLICATION: June 30, 2011

PUBLIC HEARING & SECOND READING: July 11, 2011

THIRD READING: July 11, 2011

LETTERS REQUIRED TO PROPERTY OWNERS: YES ☐√ NO

DEPOSIT: YES ☐ $ _____ NO _____

**COST OF ADVERTISING RESPONSIBILITY OF:** **River Park Properties Ltd.**

ACTUAL COST OF ADVERTISING:

$ 401.92 X 2 TOTAL: $ 803.84

MAP PREPARATION: $ _____

TOTAL COST: $ _____

LESS DEPOSIT RECEIVED: $ _____

AMOUNT OWING/ (REFUND): $ _____

INVOICE NO.: 2

BATCH NO.: 118 0702

(Advertising Revenue to 180.5901)

**Disposal of Municipal Reserve**
**Land Use Bylaw Amendment 3357/G-2011**
**Plan 882 1302 Block 4 Lot 2MR**
**Dunlop Street and 30th Avenue**

At the Monday, June 13, 2011 Council meeting, City Council passed a resolution to indicate its intention to dispose of Municipal Reserve, containing 1254 $m^2$ (13,566 $ft^2$) described as Plan 882 1302 Block 4 Lot 2MR, located at the Deer Park Commercial site on Dunlop Street and 30th Avenue. City Council also proposes to pass Land Use Bylaw Amendment 3357/G-2011 which provides for the rezoning of the Municipal Reserve from P1 Parks and Recreation District to C2B Commercial (District Shopping Centre) District. The land is intended to be used for parking and landscaping that will allow for a new gas bar to be developed on the site.

***Insert Map – DM# 1102933***

City Council will hear from any person claiming to be affected by the disposal of municipal reserve and the proposed bylaw at a Public Hearing on **Monday, July 11, 2011** at 6:00 p.m. in Council Chambers, 2nd Floor at City Hall. If you want your letter or petition included on the Council agenda you must submit it to the Manager, Legislative & Governance Services by **Tuesday, July 5, 2011**. Otherwise, you may submit your letter or petition at the Council meeting or you can simply tell Council your views at the Public Hearing. Council's Procedure Bylaw indicates that each presentation is limited to 10 minutes. Any submission will be public information. If you have any questions regarding the use of this information please contact the Manager, Legislative & Governance Services at 403-342-8132.

(Publication Dates: June 24 and June 30, 2011)

LEGISLATIVE & GOVERNANCE SERVICES

Dear Sir/Madam:

**Re: Disposal of Municipal Reserve**
**Land Use Bylaw Amendment 3357/G-2011**
**Plan 882 1302 Block 4 Lot 2MR – Dunlop Street and 30th Avenue**

At the Monday, June 13, 2011 Council meeting, City Council passed a resolution to indicate its intention to dispose of Municipal Reserve, containing 1254m² (13,566 ft²) described as Plan 882 1302 Block 4 Lot 2MR, located at the Deer Park Commercial site on Dunlop Street and 30th Avenue. City Council also proposes to pass Land Use Bylaw Amendment 3357/G-2011 which provides for the rezoning of the Municipal Reserve from P1 Parks and Recreation District to C2B Commercial (District Shopping Centre) District. The land is intended to be used for parking and landscaping that will allow for a new gas bar to be developed on the site.

As a property owner in the area of proposed changes you have an opportunity to ask questions about the intended use and to let Council know your views. The Disposal of Municipal Reserve and the proposed bylaw may be inspected at Legislative & Governance Services, 2nd Floor of City Hall or for more information contact City of Red Deer Planning Services at 403.406.8700.

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Yours truly,

EVincent

Elaine Vincent
Legislative & Governance Services Manager

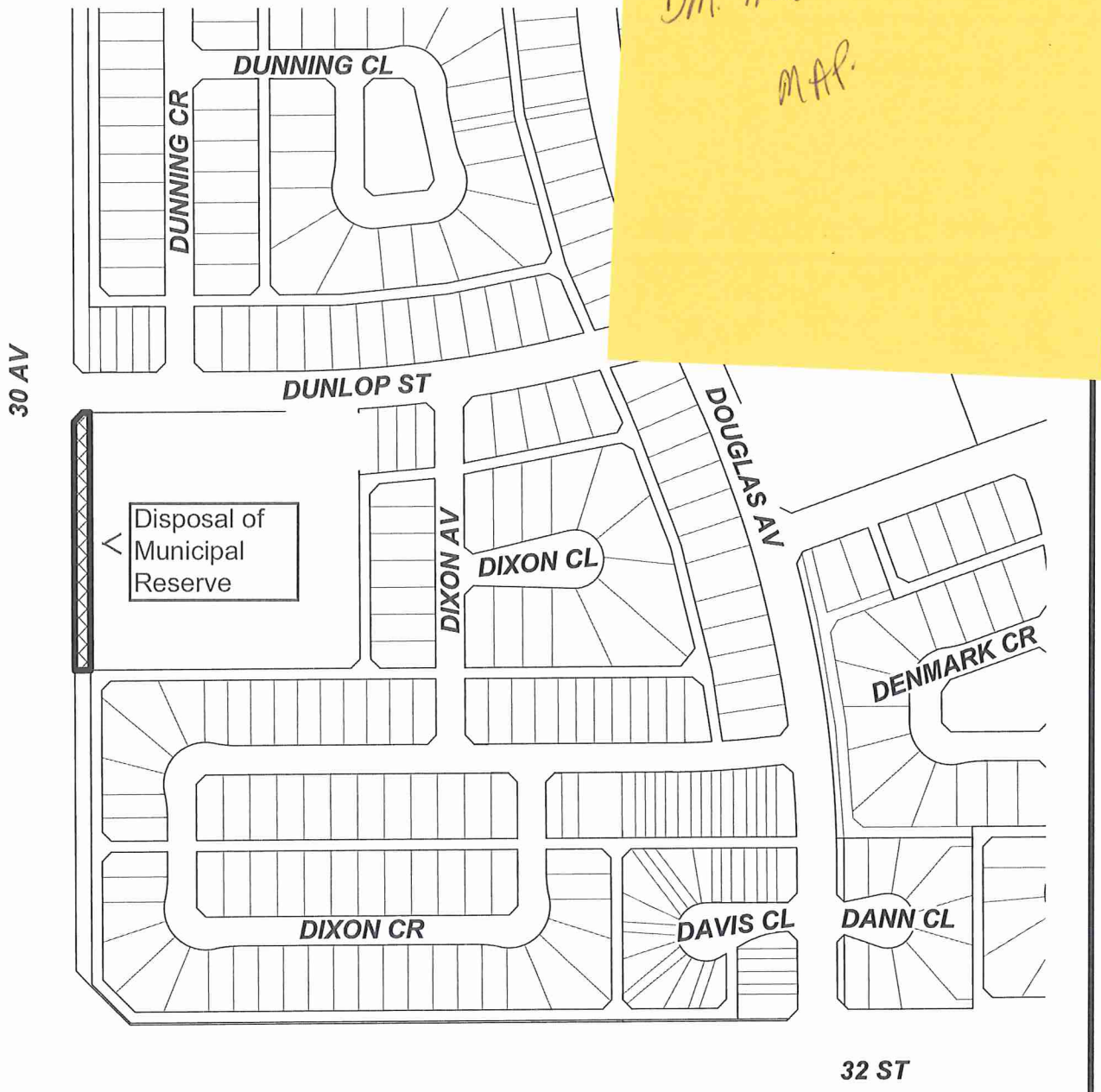
/attach.

DM 1102951

THE CITY OF Red Deer

# *Proposed Amendment to Land Use Bylaw 3357/2006*

DM. 1102933
MAP.




## Change District from:

P1 to C2B

## Affected District:

C2B - Commercial (District Shopping Center) District
P1 - Parks and Recreation District

Proposed Amendment
Map: ***3 / 2011***
Bylaw: ***3357 / G-2011***
Date: ***May 24, 2011***

LEGISLATIVE & GOVERNANCE SERVICES

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**Plan 882 1302 Block 4 Lot 2MR – Dunlop Street and 30th Avenue**

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Yours truly,

EVincent

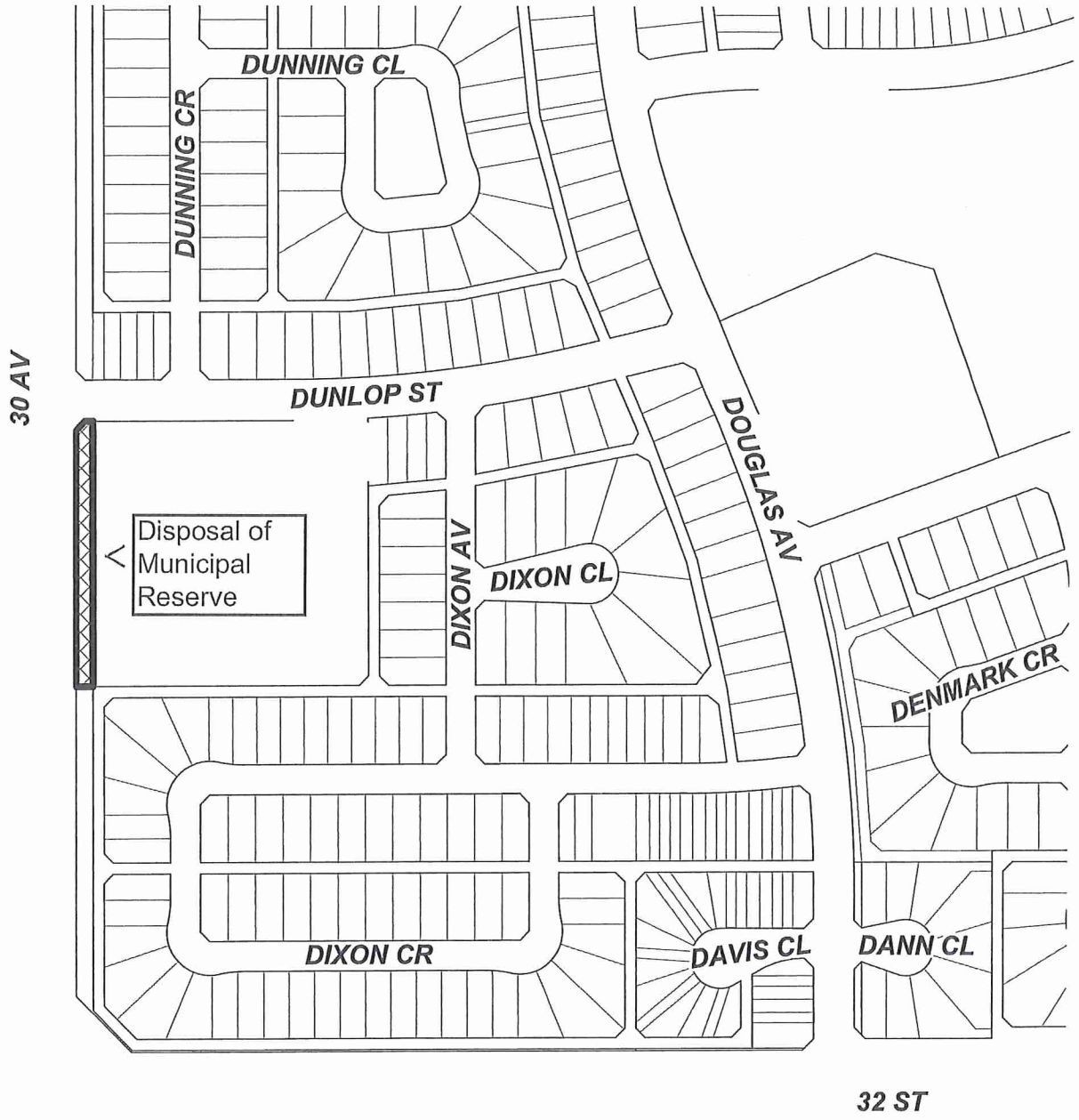
Elaine Vincent
Legislative & Governance Services Manager

/attach.

DM 1102951

THE CITY OF Red Deer

# *Proposed Amendment to Land Use Bylaw 3357/2006*




**Change District from:**

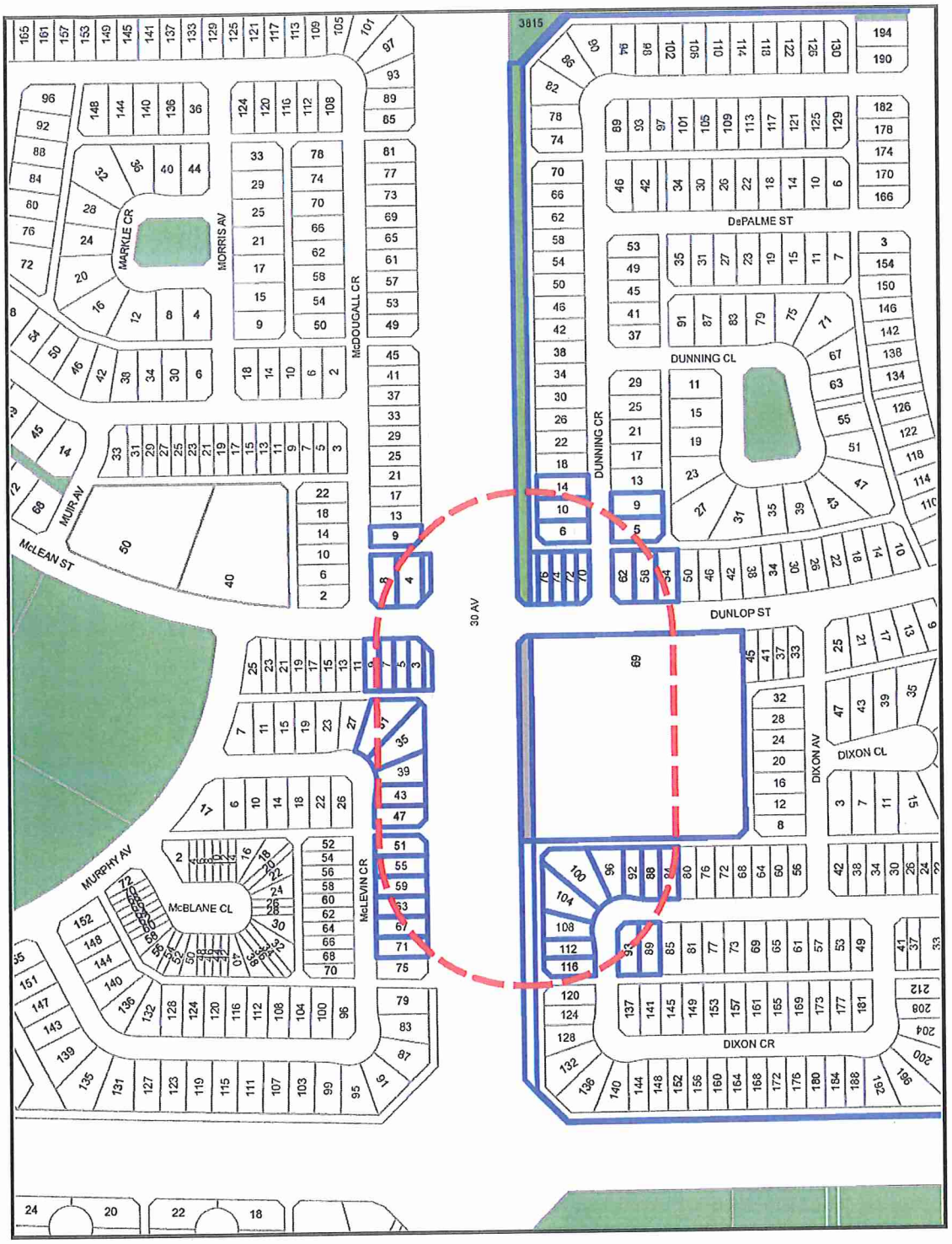
P1 to C2B

**Affected District:**

C2B - Commercial (District Shopping Center) District
P1 - Parks and Recreation District

Proposed Amendment
Map: ***3 / 2011***
Bylaw: ***3357 / G-2011***
Date: ***May 24, 2011***

335/G-2011




Export Data To Excel

| Parcels Touching The Buffer Zone<br>100 Meters Around | | | | | |
|---|---|---|---|---|---|
| Address | Prime Owner Name | Owner Address 1 | Owner Address 2 | Owner Address 3 | Owner Address 4 |
| | | 8935 | CALGARY, | | |

| | | | | | |
|---|---|---|---|---|---|
| 13 69 DUNLOP ST | SOLOMEN SAMUEL BELL | BAYRIDGE DRIVE SW | AB T2V 3N1 | | |
| 67 MCLEVIN CR | DAVID J & ISKA M H HOLLMAN | 67 MCLEVIN CRES | RED DEER, AB T4P 1S8 | | |
| 202 DOUGLAS AV | CITY OF RED DEER | BOX 5008 | RED DEER, AB T4N 3T4 | | |
| 3205 30 AV | CITY OF RED DEER | BOX 5008 | RED DEER, AB T4N 3T4 | | |
| 12 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 14 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 15 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 16 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 17 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 18 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 19 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 20 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 11 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 1 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 2 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 3 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 4 69 DUNLOP | SOLOMEN | 8935 BAYRIDGE | CALGARY, AB T2V | | |

| | | | | | |
|---|---|---|---|---|---|
| ST | SAMUEL BELL | DRIVE SW | 3N1 | | |
| 5 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 6 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 7 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 8 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 9 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 10 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 10 DUNNING CR | ALEXANDER & JANICE LYNN HUHN | 10 DUNNING CRESCENT | RED DEER, AB T4R 2G7 | | |
| 14 DUNNING CR | DOUG F & MIRIAM R PRATT | 14 DUNNING CR | RED DEER, AB T4R 2G7 | | |
| 62 DUNLOP ST | JOAN LESLIE BRISCOE-DORE & | KEVIN JAMES DORE | 62 DUNLOP ST | RED DEER, AB T4R 2G7 | |
| 69 DUNLOP ST | SOLOMEN SAMUEL BELL | 8935 BAYRIDGE DRIVE SW | CALGARY, AB T2V 3N1 | | |
| 70 DUNLOP ST | JANICE & DORIS KEECH | 70 DUNLOP ST | RED DEER, AB T4R 2G7 | | |
| 72 DUNLOP ST | JUDITH MYRL DOUGLAS | 72 DUNLOP STREET | RED DEER, AB T4R 2G7 | | |
| 74 DUNLOP ST | STEVEN J & BERNADINE LEBLANC | 74 DUNLOP ST | RED DEER, AB T4R 2G7 | | |
| 76 DUNLOP ST | CLAUDE JOSEPH PITRE | 145 LAMONT CLOSE | RED DEER, AB T4R 2R6 | | |
| 77 DUNLOP ST | CITY OF RED DEER | BOX 5008 | RED DEER, AB T4N 3T4 | | |
| 80 DUNLOP | CITY OF RED | BOX 5008 | RED DEER, AB | | |

| | | | | | |
|---|---|---|---|---|---|
| ST | DEER | | T4N 3T4 | | |
| 5 DUNNING CR | DARREN LORNE UNRAU & BRIGITTE BOUCHARD | 5 DUNNING CRES | RED DEER, AB T4R 2G7 | | |
| 6 DUNNING CR | KEVIN MARK & PAMELA ANNE PIKKERT | 6 DUNNING CRES | RED DEER, AB T4R 2G7 | | |
| 9 DUNNING CR | CURTIS & SHAUNA HUBEL | 9 DUNNING CRES | RED DEER, AB T4R 2G7 | | |
| 116 DIXON CR | JOSEPH & HELEN O'KEEFE | 116 DIXON CRES | RED DEER, AB T4R 2H5 | | |
| 100 DIXON CR | KELLIE MITCHELL & CATHERINE & | KEVIN HOLDEN | 100 DIXON CRES | RED DEER, AB T4R 2H5 | |
| 104 DIXON CR | JUSTIN HOLTON | 104 DIXON CR | RED DEER, AB T4R 2H5 | | |
| 108 DIXON CR | ROSE-ALINE BANVILLE | 108 DIXON CR | RED DEER, AB T4R 2H5 | | |
| 112 DIXON CR | ZOLTAN BAUNOK | 112 DIXON CRES | RED DEER, AB T4R 2H5 | | |
| 58 DUNLOP ST | DANNY DERKSEN | 58 DUNLOP ST | RED DEER, AB T4R 2G7 | | |
| 54 DUNLOP ST | JOHN & JOSEFA MOLDOWAN | 403-5300 48 ST | RED DEER, AB T4N 7C3 | | |
| 88 DIXON CR | MARCEL E J & LOUISE M MERCIER | 88 DIXON CRESCENT | RED DEER, AB T4R 2H5 | | |
| 89 DIXON CR | RICHARD M & SHERRY L MULHALL | 89 DIXON CRESCENT | RED DEER, AB T4R 2H5 | | |
| 92 DIXON CR | MICHAEL W & DARLENE M PSHYSHLAK | 92 DIXON CRESCENT | RED DEER, AB T4R 2H5 | | |
| 93 DIXON CR | STEWART ROBERT MCTAVISH | 93 DIXON CRES | RED DEER, AB T4R 2H5 | | |
| 96 DIXON CR | AUDREY DOREEN OROM | 96 DIXON CRESCENT | RED DEER, AB T4R 2H5 | | |
| | | | CALGARY, | | |

| | | | | | |
|---|---|---|---|---|---|
| 84 DIXON CR | HAROLD LINE | SITE 9 BOX 26 RR 6 | AB T2M 4L5 | | |
| 59 MCLEVIN CR | RANDY E & PATRICIA A ROY | 59 MCLEVIN CRES | RED DEER, AB T4R 1S8 | | |
| 63 MCLEVIN CR | BRYAN LUNDSTROM | 63 MCLEVIN CRES | RED DEER, AB T4R 1S8 | | |
| 71 MCLEVIN CR | RONALD JAMES DOMIER | 71 MCLEVIN CRES | RED DEER, AB T4R 1S8 | | |
| 9 MCDOUGALL CR | TIMOTHY & SANDY MOELLER | 103 5144 45 AVE | RED DEER, AB T4N 3L3 | | |
| 31 MCLEVIN CR | LANA HAYWARD | 31 MCLEVIN CRES | RED DEER, AB T4R 1S8 | | |
| 35 MCLEVIN CR | WAYNE DOUGLAS & CINDY HOPE PHILLIPS | 35 MCLEVIN CR | RED DEER, AB T4R 1S8 | | |
| 39 MCLEVIN CR | HEATHER STEPHANNIE IRELAND | 39 MCLEVIN CRESCENT | RED DEER, AB T4R 1S8 | | |
| 43 MCLEVIN CR | DAVID & KAREN HANDFORD | SITE 18 BOX 6 RR 2 | RED DEER, AB T4N 5E2 | | |
| 47 MCLEVIN CR | LUIS F. & SILVIA M MUNOZ | 47 MCLEVIN CRESCENT | RED DEER, AB T4R 1S8 | | |
| 51 MCLEVIN CR | SUSAN MARLENE DUCE & TERRY DAVID KRASOWSKI | 51 MCLEVIN CRES | RED DEER, AB T4R 1S8 | | |
| 55 MCLEVIN CR | WELWOOD & BRENDA HICKEY | 55 MCLEVIN CRES | RED DEER, AB T4R 1S8 | | |
| 8 MCLEAN ST | DOUGLAS J MADDER & KIM GURNETT | 8 MCLEAN ST | RED DEER, AB T4R 1X1 | | |
| 9 MCLEAN ST | ALBERTA HOUSING CORPORATION | 301 - 4719 48 AVE | RED DEER, AB T4N 3T1 | | |
| 1 MCLEAN ST | CITY OF RED DEER | BOX 5008 | RED DEER, AB T4N 3T4 | | |
| 2 MCLEAN ST | CITY OF RED DEER | BOX 5008 | RED DEER, AB T4N 3T4 | | |

| | | | | | |
|---|---|---|---|---|---|
| 3 MCLEAN ST | MARY FRANCES POWER | 3 MCLEAN ST | RED DEER, AB T4R 1T6 | | |
| 4 MCLEAN ST | KEN & WANDA STODDART | 4 MCLEAN ST | RED DEER, AB T4R 1X1 | | |
| 5 MCLEAN ST | BILL G & MARILYN A HOWARD | RR 4 | INNISFAIL, AB T4G 1T9 | | |
| 7 MCLEAN ST | ALBERTA HOUSING CORPORATION | 301 - 4719 48 AVE | RED DEER, AB T4N 3T1 | | |

THE CITY OF Red Deer
Legislative & Governance Services

**Council Decision – July 11, 2011**

ORIGINAL

**DATE:** July 12, 2011

**TO:** Wade Martens, Land Services Specialist
Joe D'Onofrio, Land Coordinator
Quincy Brown, Planner

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** MR Land Disposition of Plan 882 1302, Block 4, Lot 2MR
Land Sale at Market Value to Adjacent Landowner
Land Use Bylaw Amendment 3357/G-2011

---

**Reference Report:**
Legislative & Governance Services Manager, dated June 21, 2011 and Planner, dated June 23, 2011 and Land Services Specialist, dated June 13, 2011

**Resolution:**

"**Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated June 21, 2011, Planner dated June 23, 2011 and Land Services Specialist and Planner dated June 13, 2011, re: MR Designation Removal of Plan 8821302 Block 4, Lot 2MR and Land Sale at Market Value to Adjacent Landowner, hereby aggress to the Disposal of Municipal Reserve as follows:

"All that portion of Lot 2MR, Block 4, Plan 8821302 lying within the limits of Plan _____"

**Bylaw Reading:**

Land Use Bylaw Amendment 3357/G-2011 was given second and third readings. A copy of the bylaw is attached.

**Report back to Council:** No

...2/

**Comments/Further Action:**

A copy of a duly signed Statutory Declaration is attached for your use regarding the Disposal of Municipal Reserve. This office will amend the consolidated version of Land Use Bylaw 3357/2006 and distribute copies in due course.

Elaine Vincent
Legislative & Governance Manager
/attach

cc: Development Services Director
Corporate Services Director
Community Services Director
Planning Services Director
Engineering Services Manager
Financial Services Manager
Client Services Support, LGS
Inspections & Licensing Manager
Land & Economic Development Manager
IT Services – GIS Section
Property Assessment Technician, D. Lake
Revenue & Assessment Manager
Acting Planning Services Manager

| | | |
|---|---|---|
| **C A N A D A**<br>**PROVINCE OF ALBERTA**<br><br>**TO WIT:** | )<br>)<br>)<br>)<br>)<br>) | **IN THE MATTER OF SECTION 674**<br><br>**OF THE MUNICIPAL GOVERNMENT**<br><br>**ACT, 1994, CHAPTER M-26.1** |

I, Elaine Vincent, of the City of Red Deer, in the Province of Alberta, DO SOLEMNLY DECLARE:

1. THAT I am the duly appointed City Clerk of The City of Red Deer and its proper designated officer in this behalf.

2. THAT the Council of The City of Red Deer wishes to dispose of a municipal reserve.

3. THAT The City of Red Deer has complied with the provisions of Section 674 of the Municipal Government Act, 1994, Chapter M-26.1.

4. THAT the reserve lot is characterized as a municipal reserve under the current Act.

5. THAT The City of Red Deer, in accordance with Section 675(1) of the Municipal Government Act, requests the removal of the designation of municipal reserve from the lands described as follows:

   *'All that portion of Lot2MR, Block 4, Plan 8821302 lying within the limits of Plan _____."'*

AND I MAKE THIS SOLEMN DECLARATION conscientiously believing it to be true and knowing that it is of the same force and effect as if made under oath and by virtue of The Canada Evidence Act.

DECLARED before me at the City of Red Deer, in the Province of Alberta, this 12 day of July, A.D. 2011.

E. Vincent
ELAINE VINCENT,
CITY CLERK

F. McDougall
A COMMISSIONER FOR OATHS IN AND FOR THE PROVINCE OF ALBERTA

Frieda A. McDougall
Commissioner for Oaths in
and for the Province of Alberta.
My Appointment expires
September 25, 2011

THE CITY OF
Red Deer

FILE COPY

LEGISLATIVE & GOVERNANCE SERVICES

July 12, 2011

Mr. Howard Bell
River Park Properties Ltd.
350, 7620 Elbow Drive SW
Calgary, AB T2V 1K2

Dear Mr. Bell:

***Re:*** ***Disposal of Municipal Reserve***
***Land Use Bylaw Amendment 3357/G-2011***
***Plan 882 1302, Block 4, Lot 2MR – Dunlop Street and 30th Avenue***

At the Monday, July 11, 2011 Red Deer City Council Meeting, Council passed the following resolution regarding the Disposal of Municipal Reserve:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Legislative & Governance Services Manager, dated June 21, 2011, Planner dated June 23, 2011 and Land Services Specialist and Planner dated June 13, 2011, re: MR Designation Removal of Plan 8821302 Block 4, Lot 2MR and Land Sale at Market Value to Adjacent Landowner, hereby aggress to the Disposal of Municipal Reserve as follows:
>
> > "All that portion of Lot 2MR, Block 4, Plan 8821302 lying within the limits of Plan _____"

A Public Hearing was held with respect to Land Use Bylaw Amendment 3357/G-2011. Following the Public Hearing, Land Use Bylaw Amendment 3357/G-2011 was given second and third readings. A copy of the bylaw is attached.

Land Use Bylaw Amendment 3357/G-2011 provides for the rezoning of the Municipal Reserve from P1 Parks and Recreation District to C2B Commercial (District Shopping Centre) District. The land is intended to be used for parking and landscaping that will allow a new gas bar to be developed on the site.

Please call if you have any questions or require further clarification regarding Council's decision. Mr. Wade Martens, Land Services Specialist, can be contacted at 403.342.8106 regarding the sale of the property.

Sincerely,

Elaine Vincent
Manager
/attach.
c Q. Brown, Planner
W. Martens, Land Services Specialist

THE CITY OF Red Deer

# *Proposed Amendment to Land Use Bylaw 3357/2006*

**Change District from:**

P1 to C2B

**Affected District:**

C2B - Commercial (District Shopping Center) District
P1 - Parks and Recreation District

Proposed Amendment
Map: ***3 / 2011***
Bylaw: ***3357 / G-2011***
Date: ***May 24, 2011***

THE CITY OF Red Deer

Legislative & Governance Services

**DATE:** June 21, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Elaine Vincent, Legislative & Governance Services Manager

**SUBJECT:** Disposal of Municipal Reserve – Plan 8821302 Block 4, Lot 2MR and Subsequent Land Sale – Deer Park Commercial Site – Dunlop Street and 30th Avenue – Land Use Bylaw Amendment 3357/G-2011

---

***History:***
At the Monday, June 13, 2011 Council Meeting, Council gave first reading to Land Use Bylaw Amendment 3357/G-2011.

Land Use Bylaw Amendment 3357/G-2011 allows for the disposal and rezoning of approximately 13,566 square feet of land along 30th Avenue and Dunlop Street.

Council also passed the following resolution regarding the land sale:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Land Services Specialist, Land Coordinator and Planner dated June 13, 2011 re: MR Designation Removal of Plan 88921302 Block 4 Lot 2MR & Subsequent Land Sale at Market Value to Adjacent landowner hereby agrees to sell the land in question, subject to the following conditions:
>
> 1) The purchase price be fair market value.
> 2) Consolidation by plan of survey of The City land sold with the Developers lands,
> 3) All costs associated with advertising, legal survey and legal subdivision and consolidation to be the responsibility of the Purchaser,
> 4) The net proceeds of the sale of the MR to be credited to the Public Reserve Trust Fund.
> 5) Land Sale Agreement satisfactory to the City Solicitor.
> 6) A resolution to dispose of Municipal Reserve being passed by council following a Public Hearing pursuant to the Municipal Government Act, s. 674.
> 7) Council approval of a Land Use bylaw amendment to rezone the former Municipal Reserve to C2B."

...2/

***Public Consultation Process:***
A Public Hearing has been advertised for Land Use Bylaw Amendment 3357/G-2011 to be held on Monday, July 11, 2011 at 6:00 P.M. during Council's regular meeting. Advertisements were placed in the Red Deer Advocate on June 24 and July 1, 2011. The owners of properties adjacent to the site were notified by letter of the Public Hearing.

***Discussion:***
A supplementary information report prepared by Administration is attached which addresses questions raised by Council members at the June 13, 2011 Council meeting regarding the land disposition and rezoning.

***Recommendation:***
That Council consider:

1. Giving second and third readings to Land Use Bylaw Amendment 3357/G-2011.
2. Passing a resolution to approve of the Disposal of Municipal Reserve for lands described as Plan 8821302, Block 4, Lot 2MR.

EVincent

Elaine Vincent
Manager

THE CITY OF
# Red Deer

PLANNING DEPARTMENT

Supplementary Report

**DATE:** June 23, 2011

**TO:** Craig Curtis, City Manager

**FROM:** Quincy Brown, Planner

**RE:** Deer Park Shopping Center

**MR Land Disposition of Plan 882 1302, Block 4, Lot 2MR**
**Land Sale at Market Value to Adjacent Landowner**

**LUB Amendment 3357/G-2011**

**Supplementary Information Report**

## Background

This Supplementary Information Report addresses questions raised by Council at the meeting of June 13, 2011during discussion on the land disposition and rezoning of the MR strip adjacent to the Deer Park Shopping Centre. At that meeting Council held First reading of Land Use Bylaw Amendment 3357/G-2011 to rezone the lands from P1 (Parks and Recreation) District to C2B Commercial (District Shopping Centre) District. A public hearing date was set for July 11, 2011. These actions are required to allow the redevelopment of the Co-op gas bar.

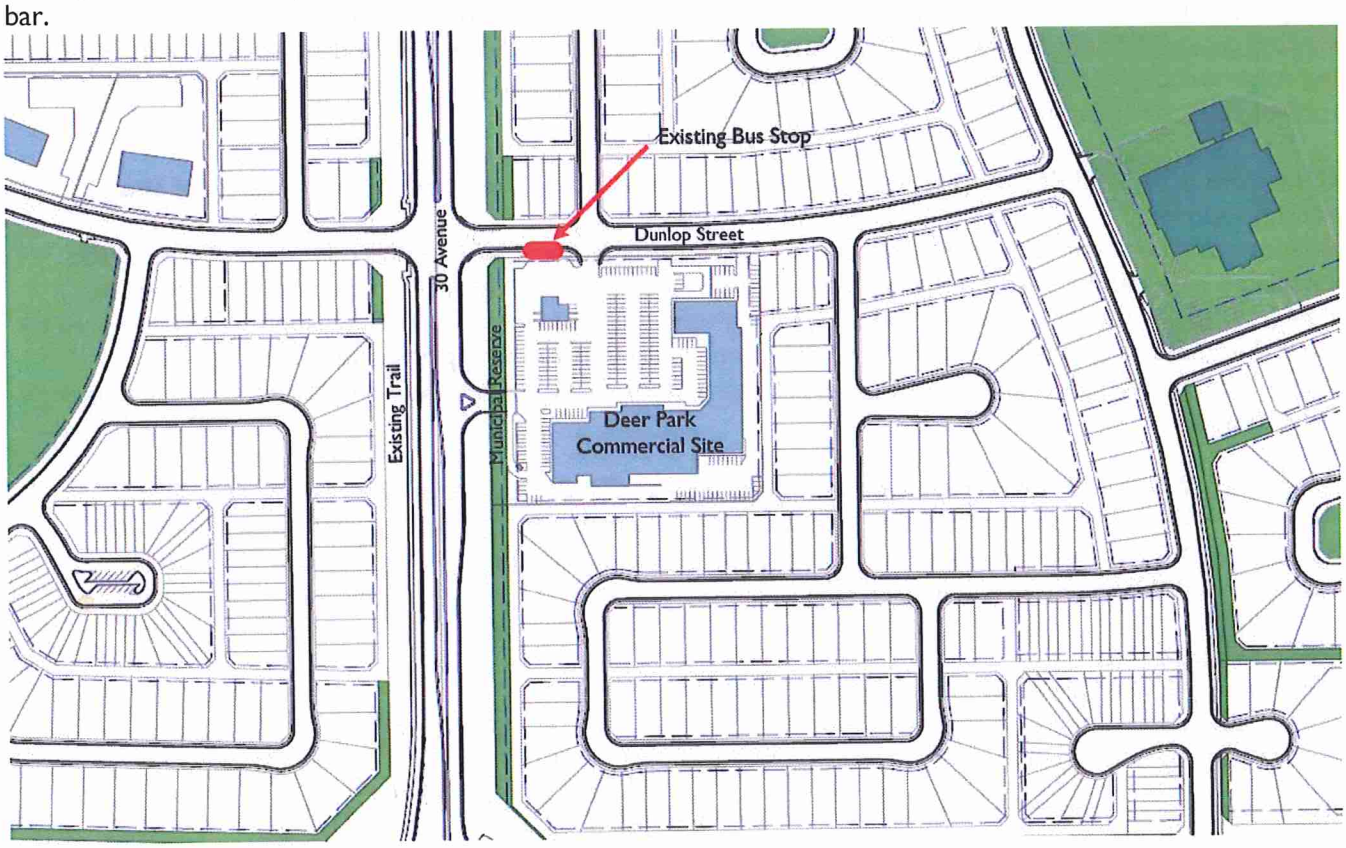



Figure 1: Deer Park Commercail

Planning department 4914-48 Avenue Phone: 403-406-8700 Fax: 403-342-8200 Email: planning@reddeer.ca
The City of Red Deer Box 5008 Red Deer, AB T4N 3T4 www.reddeer.ca

**Discussion**

**Question: Is there any option to install a sidewalk along the west side of the commercial site?**
**Response:** There is no sidewalk along the east side of 30 Avenue. Pedestrian connectivity is maintained through a 2.5 metre wide walkway along the west side of 30 Avenue. Additional sidewalks are located on the north and south sides of Dunlop Street with pedestrian control lights to cross 30 Avenue. The pedestrian controls are synchronized with the vehicular traffic lights. The developer has been directed to consider pedestrian connectivity into the site from the surrounding pedestrian network during the development of the site plan.

**Question: Is there Municipal Reserve located to the North and South of this site? Is the MR a continuous linear strip?**
**Response:** There is a continuous strip of Municipal Reserve that runs adjacent to the east side of 30 Avenue from 32 Street to 55 Street. The Municipal Reserve strip is disrupted at 39 Street to accommodate the Deer Park Alliance Church (30 Avenue and 39 Street) and an Atco Gas Site (30 Avenue and 39 Street).

**Question: What is the width of the reserve along the site? What will the uniformity of the MR look like if this portion of reserve is sold?**
**Response:** The width of the Municipal Reserve Parcel located adjacent to the Deer Park Commercial Site is approximately 9.1 metres. This sale would disrupt the continuity of the MR strip; however, it is already disrupted as noted.

**Question: Will there be any impact on the existing bus stop?**
**Response:** There is an existing bus stop located on the south side of Dunlop Street for the Route 7 bus which is adjacent to the commercial site. The redevelopment will not impact the existing bus stop location.

**Question: How much Municipal Reserve is there in the Deer Park (City) Neighbourhood?**
**Response:** The Deer Park (City) Neighbourhood is based on 160 Acres of development. There was approximately 16.54 acres (Municipal Reserve and School Reserve) dedicated in the development or 10.34% of the total land area. Removal of the Municipal Reserve parcel in question (.314 acres) would result in a reserve total of 16.23 acres or 10.14%.

**Question: Is it possible to relocate the mature trees that will be removed as a result of the redevelopment?**
**Response:** Large trees such as the ones on Deer Park Commercial Site cannot be relocated because of the associated cost and the size of the equipment needed to complete the work. The equipment would not be permitted to work in close proximity to the underground utilities in the area. The developer will be required to meet the landscaping requirements for the C2B Commercial (District Shopping Centre) District. Any redevelopment application (including a new landscaping plan) would come before Municipal Planning Commission for approval.

**Question: What will the redevelopment do to the traffic flows in and adjacent to the site?**
**Response:** The developer has indicated that the redevelopment of the gas bar should help to alleviate traffic congestion. Administration will review this matter during the development permit process. The overall redevelopment and site plan will require MPC approval.

**Recommendation**

This report has been provided for information only.

Quincy Brown
Planner

Angus Schaffenburg
Acting Planning Manager

**Discussion**

**Question: Is there any option to install a sidewalk along the west side of the commercial site?**
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**Response:** The Deer Park (City) Neighbourhood is based on 160 Acres of development. There was approximately 16.54 acres (Municipal Reserve and School Reserve) dedicated in the development or 10.34% of the total land area. Removal of the Municipal Reserve parcel in question (.314 acres) would result in a reserve total of 16.23 acres or 10.14%.

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**Recommendation**

This report has been provided for information only.

Quincy Brown
Planner

Angus Schaffenburg
Acting Planning Manager

BACKup

**Christine Kenzie**

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

**From:** Wade Martens
**Sent:** July 05, 2011 10:54 AM
**To:** Christine Kenzie
**Cc:** Joe D'Onofrio
**Subject:** RE: Legal Description for Disposal of Municipal Reserve --- Deer Park Co-op Site

Good Morning Christine, what you have is the correct legal description.

Thanks,

*Wade Martens*
Land Services Specialist
403.356.8891

---

**From:** Christine Kenzie
**Sent:** July 04, 2011 3:39 PM
**To:** Wade Martens
**Cc:** Joe D'Onofrio
**Subject:** Legal Description for Disposal of Municipal Reserve --- Deer Park Co-op Site

This item is going back to Council on Monday, July 11th for a Public Hearing for the Land Use Bylaw rezoning and the Council resolution for the disposal of Municipal Reserve. (Deer Park Co-op Site)

Is what shown below the correct legal description of the lands being dispose of? I want to make sure I have the correct legal description for the Council Resolution as this will be put on the Statutory Declaration that we complete and forward to you for registering at land titles.

"All that portion of Lot 2MR, Block 4, Plan 8821302 lying within the limits of Plan _____"

I would appreciate you getting back to me prior to Wednesday, July 6th.

Thanks.

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

BACKUP

## Christine Kenzie

**From:** Quincy Brown
**Sent:** June 22, 2011 8:28 AM
**To:** Christine Kenzie
**Subject:** Supplimentary report to LUB Amendment 3357/G-2011

BACK UP INFORMATION
NOT SUBMITTED TO COUNCIL

Hi Christine,

Just to give you a heads up, at the council meeting on June 13, Council had several questions related to Bylaw Amendment 3357/G-2011. This has resulted in Planning putting together a brief memo to address some of the concerns. I am hoping that I will have the report to you by the end of the day today.

Thanks,

**Quincy Brown, BSc, MCP**
Community Planner
The City of Red Deer
Email Quincy.Brown@reddeer.ca
Phone 403.406.8707

**Think green: keep it on the screen!**

## Christine Kenzie

**From:** Christine Kenzie
**Sent:** June 14, 2011 4:19 PM
**To:** 'riverpark@shaw.ca'
**Cc:** Quincy Brown
**Subject:** MR Designation Removal of Plan 882 1302 Block 4 Lot 2MR & Land Sale at Market Value

**Attachments:** June 14 2011 Letter to Howard Bell - River Park Properties.pdf

Dear Mr. Bell:

I am attaching a letter regarding the outcome of the Red Deer City Council meeting held on Monday, June 13, 2011 regarding the Disposal of Municipal Reserve and Land Use Bylaw Amendment 3357/G-2011, and Land Sale for the property located adjacent to the Deer Park comercial site at Dunlop Street and 30th Avenue in Red Deer.

I will not be forwarding a paper copy of this letter because of the rotating postal strike.

Let me know if you have any questions.

June 14 2011
Letter to Howard ...

**Christine Kenzie | Corporate Meeting Coordinator**
Legislative & Governance Services | The City of Red Deer
D 403.356.8978 | F 403.346.6195
christine.kenzie@reddeer.ca

THE CITY OF
Red Deer

LEGISLATIVE & GOVERNANCE SERVICES

June 14, 2011

Mr. Howard Bell
River Park Properties Ltd.
350, 7620 Elbow Drive SW
Calgary, Alberta T2V 1K2

Dear Mr. Bell:

***Re: Disposal of Municipal Reserve***
***Land Use Bylaw Amendment 3357/G-2011***
***Plan 882 1302 Block 4 Lot 2MR – Dunlop Street and 30th Avenue***

Red Deer City Council gave first reading to *Land Use Bylaw Amendment 3357/G-2011* at the City of Red Deer's Council meeting held Monday, June 13, 2011. For your information a copy of the bylaw is attached.

Council also passed the following resolution regarding the Disposal of Municipal Reserve and Land Sale:

> **"Resolved** that Council of The City of Red Deer having considered the report from the Land Services Specialist, Land Coordinator and Planner dated June 13, 2011 re: MR Designation Removal of Plan 88921302 Block 4 Lot 2MR & Subsequent Land Sale at Market Value to Adjacent landowner hereby agrees to sell the land in question, subject to the following conditions:
>
> 1) The purchase price be fair market value.
> 2) Consolidation by plan of survey of The City land sold with the Developers lands,
> 3) All costs associated with advertising, legal survey and legal subdivision and consolidation to be the responsibility of the Purchaser,
> 4) The net proceeds of the sale of the MR to be credited to the Public Reserve Trust Fund.
> 5) Land Sale Agreement satisfactory to the City Solicitor.
> 6) A resolution to dispose of Municipal Reserve being passed by council following a Public Hearing pursuant to the Municipal Government Act, s. 674.
> 7) Council approval of a Land Use bylaw amendment to rezone the former Municipal Reserve to C2B."

...2/

The Disposal of Municipal Reserve, containing 1254m$^2$ (13,566 ft$^2$) described as Plan 882 1302 Block 4 Lot 2MR is located at the Deer Park Commercial site on Dunlop Street and 30th Avenue. Land Use Bylaw Amendment 3357/G-2011 provides for the rezoning of the Municipal Reserve from P1 Parks and Recreation District to C2B Commercial (District Shopping Centre) District. The land is intended to be used for parking and landscaping that will allow for a new gas bar to be developed on the site.

Council must hold a Public Hearing before giving second and third readings to the bylaw. This office will now advertise for a Public Hearing to be held on Monday, July 11, 2011 at 6:00 p.m. in Council Chambers during Council's regular meeting.

You are responsible for the advertising costs and will be invoiced for this cost which we estimate to be approximately $800.00. If you are not in agreement with paying this cost, please notify me by **10:00 A.M.** on **Tuesday, June 21, 2011**. If you have any questions or require additional information, please contact me at 403.342.8132.

Sincerely,

Christine Kenzie
Corporate Meeting Coordinator
/attach.

cc: Q. Brown, Planning Services
W. Martens, Land Services Specialist

# BYLAW NO. 3357/G -2011

Being a Bylaw to amend Bylaw No. 3357/2006, the Land Use Bylaw of The City of Red Deer as described herein.

COUNCIL OF THE CITY OF RED DEER, ALBERTA, ENACTS AS FOLLOWS:

Bylaw No. 3357/2006 is hereby amended as follows:

1. The land shown cross-hatched in the sketch attached as Schedule A to this bylaw is rezoned from P1 (Parks and Recreation) District to C2B Commercial (District Shopping Center) District.
2. The "Land Use District Map Q13" contained in "Schedule A" of the Land Use Bylaw is hereby amended in accordance with the Land Use District Map 3-2011 attached hereto and forming part of the bylaw.

READ A FIRST TIME IN OPEN COUNCIL this 13th day of June 2011.

READ A SECOND TIME IN OPEN COUNCIL this day of 2011.

READ A THIRD TIME IN OPEN COUNCIL this day of 2011.

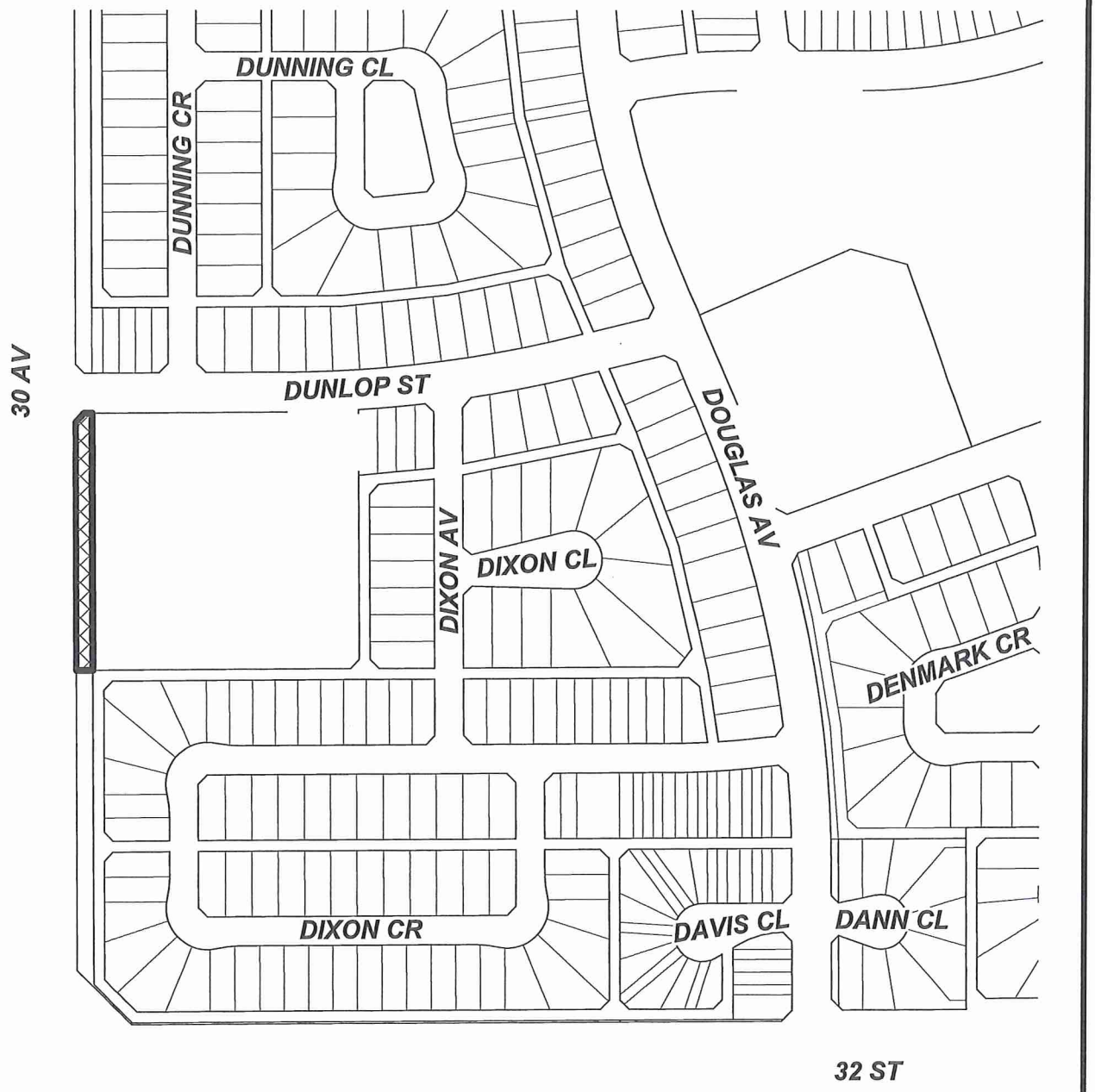
AND SIGNED BY THE MAYOR AND CITY CLERK this day of 2011.

MAYOR

CITY CLERK

THE CITY OF Red Deer

# *Proposed Amendment to Land Use Bylaw 3357/2006*




## Change District from:

P1 to C2B

## Affected District:

C2B - Commercial (District Shopping Center) District
P1 - Parks and Recreation District

**Proposed Amendment**
Map: ***3 / 2011***
Bylaw: ***3357 / G-2011***
Date: ***May 24, 2011***

THE CITY OF Red Deer

# Council Meeting of July 11, 2011

## ATTACHMENT "A"

**DOCUMENT STATUS:** Public

**REFERS TO:** Crime Prevention and Policing Study
Strategic Updates and Policing Services Model Review – Final Report

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

## Review Summary, Recommendations, and Strategic Framework

**SUBMITTED TO THE**
**Mayor and Council**
**JUNE 30th 2011**

perivale + taylor

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Crime Prevention and Policing Review Recommendations ..... 20

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**Acknowledgements**

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

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

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

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

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

**Executive Summary**

**Introduction**

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

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

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

The *Review* is in three parts:

Part 1: Research and Statistical Analysis
Part 2: Community Perception and Strategy Development
Part 3: Policing Service Model Review

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

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

**Summary of Parts 1, 2 and 3**

**Part 1: Research and Statistical Analysis**

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

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

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

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

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

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

**Demographics and crime**

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

**Crime rates and costs of policing**

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

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

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

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

[1] perivale + taylor, 1996

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

**Economic growth and crime**

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

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

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

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

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

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

**Current and previous trend comparisons of crime rates**

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

The trends and comparisons are based on data from the City of Red Deer census, Statistics Canada Census and Uniform Crime Reporting (UCR), Police Resources in Canada (PRC), Vital Signs Reports, and Red Deer RCMP PROS[2] generated UCR[3] submissions. The base years for the majority of comparisons are 2004 and 2009.[4] It should be noted that data from these sources are not always consistent. This is problematic in terms of analysis and evaluation of overall trends and issues.

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

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

[2] Police Reporting and Occurrence System
[3] Statistics Canada Uniform Crime Reporting
[4] Finding contained in Maclean's magazine "Canada's Most Dangerous Cities" October 2010 are also discussed.
[5] Crime rate is defined as the number of violations per 100,000 population.

**Red Deer 2007 – 2009 Vital Signs**

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

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

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

**Perceptions of crime**

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

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

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

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

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

**Police workload**

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

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

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

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

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

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

An observation by policing and other emergency responders is that the volume of calls varies according to the time of day. These observations are largely substantiated in the analyses of the calls for service for Red Deer RCMP. The *Review* details the percentage volume of cases occurring over a 24-hour period. Notably, almost 30% of the calls in any given day are received between one and six p.m. on average. The majority of calls, 80%, come to the attention of police via phone. The next largest number, though substantially less, are walk-ins at 8.5%. "Other" calls consist of methods such as CPIC[6], email, fax, internal emails, and mail.

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

**New legislation and crime prevention and policing**

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

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

[6] CPIC Canadian Police Information Centre, a national database used for searches and communication
[7] RSA. In, https://www.solgps.alberta.ca/safe_communities/scan/Pages/SCAN.aspx

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

It is also noted that policy requirements[8] applicable to both public police in Alberta and to some specific administrative requirements within the RCMP impact the demand on police time.

Some areas of concern include:

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

**Opportunities to enhance crime prevention in Red Deer**

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

## Part 2 Community Perception and Strategy Development

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

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

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

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

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

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

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

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

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

**Part 3 Policing Service Model Review**

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

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

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

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

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

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

The two potential models, the RCMP Detachment and the Red Deer Police Department[10], are compared in Table 1 below to identify the differences and responsibilities. The advantages and disadvantages to the City of the two models are discrete:

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

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

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

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

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

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

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

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

| RCMP Detachment | Policing/management issue | Police Department |
|---|---|---|
| - OIC reports to CEO (mayor or designate) on the matter of law enforcement and on the implementation of objectives, priorities and goals<br>- OIC in enforcing bylaws shall act under the direction of CEO or designate<br>- Option to appoint a policing committee<br>- Option for OIC to appoint an advisory committee | 1. Oversight body | - Police Commission required under *Police Act*.<br>- Police Chief reports to Police Commission<br>- City may appoint an advisory committee subjugated to the Commission |
| - Mayor may set objectives, priorities and goals – which are not inconsistent with those of the Minister for policing in the Province<br>- Levels of service shall meet minimum level determined by Commissioner (of RCMP) in consultation with the Mayor | 2. Influence on strategies | - Commission sets estimated police budget<br>- Prepares a yearly plan specifying level of police service and programs to be provided<br>- Submits budget and plan to council |
| - Canada & RCMP policies | 3. Internal administration | - Police Commission sets policies<br>- Provincial Standards |
| - Locally developed approaches to address local needs to meet minimum standards as determined by Commissioner, Division, OIC, and Mayor<br>- Annual Performance Plan (APP) prepared based on local needs must be consistent with Div. and RCMP HQ | 4. Approaches to community safety security | - Locally developed approaches to address local needs as developed by the Police Commission |

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

| RCMP Detachment | Policing/management issue | Police Department |
|---|---|---|
| - RCMP<br>- City may have input to the selection of the OIC<br>- Detachment support staff employees of City<br>- Divisional support staff employees of RCMP | 5. Staff selection | - Police Commission selects the Chief of Police<br>- Chief/City responsible for other sworn/unsworn appointments within Commission policies |
| - Rotation of staff within the Detachment and also within the RCMP<br>- Staff movement from other communities brings additional experience that can be applied to the local environment<br>- Turnover of staff means lack of consistency for community agency liaison or development of local knowledge | 6. Staff consistency | - Rotation of staff within the Department<br>- Consistency of staff allows development of local knowledge<br>- |
| - Municipal employees support staff within the Detachment; divisional functions in "K" Division Edmonton; HQ support in Ottawa<br>- | 7. Support staff | - All support staff municipal employees |
| - Available within the Detachment and additional support from "K" Division | 8. Specialized services/support<br>*(i.e. helicopter, special investigations)* | - Provided within the Department or City and additional support may be negotiated from "K" Division or another agency on a fee for service basis |
| - Total 2009 budget without revenues $20.807m<br>- City invoiced for actual monthly number of officers (122 officers)<br>- RCMP costs invoiced by the Federal Government at 90%<br>- Transition costs - not applicable | 9. Cost | - Total estimated 2009 dollars budget without revenues $24.875m<br>- City pays 100% for 158 officers, plus equipment and systems,<br>- Transition estimate 2011 dollars $4.6 to $7.5m plus unknown costs |

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

| RCMP Detachment | Policing/management issue | Police Department |
|---|---|---|
| - RCMP officer cost includes personal equipment and operational equipment (e.g. vehicles, police communication systems)<br>- Equipment and buildings must meet federal standards<br>- City must provide accommodation and maintenance to federal standards, and support staff | 10. What must be supplied | - All equipment supplied by City<br>- All support staff supplied by the City<br>- New HQ and North side office City owned<br>- Provincial Standards for equipment |
| - Officer cost set by Treasury Board.<br>- Divisional HQ determines "Division Administration costs."<br>- Flexibly of City rests in approving number of officers<br>- City invoiced for actual officers only (officer positions absent over 30 days, training not related to the Detachment, parental leave, and pension retirement leave are not invoiced)<br>- 90/10 municipal/federal cost sharing<br>- Officer cost 'seniority neutral' | 11. Cost control | - Commission responsible for developing budget<br>- Council establishes total police budget.<br>- Commission responsible for allocating funds<br>- All police officer staff funded 100% by City, regardless of status, including long-term sick leave, training, and other absences |
| - Via federal sources | 12. Purchasing | - Via City or joint force purchase processes |
| - All call receipt and dispatch via OCC (RCMP service)<br>- Secondary call support via City staff/equipment in Watch office<br>- Receipt/ dispatch pilot initiative being tried at OCC | 13. Call receipt/dispatch | - Must negotiate access to OCC or expand Watch Office communication function in department.<br>- Receipt/ dispatch subject to Commission policy |

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

| | | |
|---|---|---|
| - Complaint can be made to Commission for Public Complaints Against the RCMP, Detachment OIC, City Division Director, or Public Complaints Director (if appointed).<br>- Investigated by the RCMP<br>- Investigated by independent external law enforcement agency<br>- Alberta Serious Incident Response Team (ASIRT)<br>- Commission for Public Complaints Against the RCMP | 14. Complaints<br>▪ Service<br>▪ Conduct | - Complaints can be made to the Chief of Police or the Commission's Public Complaints Officer or to the Police Complaint Commission at provincial level.<br>- Investigated by the police department<br>- Investigated by another police agency at discretion of Chief of Police.<br>- Alberta Serious Incident Response Team (ASIRT)<br>- Law Enforcement Review Board (LERB) |
| - Can be aligned through collaboration and cooperation | 15. Alignment with other City functions | - Can be aligned through collaboration and cooperation.<br>- The Police Commission members are appointed by the City and there may be greater support for alignment |
| - Can be aligned through collaboration and cooperation | 16. Dovetailing with law enforcement continuum in Red Deer | - Can be aligned through collaboration and cooperation.<br>- The Police Commission members are appointed by the City and there may be greater support for alignment |
| - Cost of RCMP settlement paid by Canada. Cost of City litigation paid by City<br>- Liability for Community Peace Officers accrues to the City. | 17. Insurance/liability | - Full litigation costs are the responsibility of the City and insurance costs are estimated at $500k - $600k per annum |
| - Divisional Representation system within the RCMP. Recent Ontario civil case heralds potential change to 'union' format. | 18. Employee representation | - It is presumed that a 'police association' will be formed by the sworn police staff<br>- Unsworn municipal employees may choose an alternate form of employee representation |

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

| RCMP Detachment | Policing/management issue | Police Department |
|---|---|---|
| - $3500 per year included in per officer cost<br>- Ongoing training costs, travel and salary, at City cost; but training and salary not related to the Detachment is not invoiced | 19. Training<br>▪ recruit<br>▪ ongoing | - 100% of officer salary during all training, plus travel and training costs |
| - Informal/non-association liaison with other agencies<br>- Through Provincial/national intelligence associations | 20. Intelligence sharing | - Informal/non-association liaison with other agencies<br>- Through Provincial/national intelligence associations. |
| - RCMP responsibility<br>- Cross country recruitment<br>- Cross-country deployment | 21. Recruitment | - Police Department responsibility within provincial standards<br>- Cross country recruitment<br>- Local deployment |
| - Insignia, signage, documents and systems - federal, bi-lingual and “local neutral” | 22. Local affinity | Local based identifiers |

**Crime Prevention and Policing Review Recommendations**

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

## 1 Strategic Framework[11]

1.1 Adopt the proposed Strategic Framework that clearly articulates:

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

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

## 2. System Enhancements

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

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

2.2 Evaluate the various advisory bodies (such as SAFE[12] Downtown Initiatives Task Force, Crime Prevention Advisory Committee) as to their envisioned outcomes with a view to streamline them into a city-mandated advisory committee chaired by the Director (as determined under #2.3

[11] See page 24
[12] Sustainable Active Friendly Economically Viable

below). The focus of an advisory committee will be to review, provide feedback and advise the governing authority, the Division, and the OIC as to approaches and solutions that address current issues. (*Part 1 Ch. 9*)

2.3 The Council and City Manager should weigh the advantages and disadvantages of administrative and facilitation reporting to the Community Services Division or a new Protective Services Division and determine the relationship based on the City's priorities. (*Part 3 Ch.12*)

2.4 Develop an implementation and evaluation strategy that creates a strategic crime prevention and policing framework that fosters current, cost effective, evaluated and community orientated programs. *(Part 2)*

2.5 Establish the non-permanent crime prevention coordinator position as a permanent position to be aligned with the City Division responsible for crime prevention and policing. *(Part 1 Ch. 9 and Part 3 Ch.12)*

2.6 Determine clearly defined outcomes and performance measures and evaluate crime prevention and policing initiatives. *(Strategic Framework)*

2.7 Undertake, at the least, a bi-annual public telephone survey or other statistically representative sampling process, to assess perceptions of crime, safety, and policing at both the city and neighbourhood level which focuses on 4 broad issues:

- Perceptions of crime and safety
- Personal experience with crime
- Awareness of crime prevention initiatives
- Policing in Red Deer. (*Part 2 Ch.3.2*)

**3 Our Community and City Departments (The What and How)**

3.1 Foster, through public education and awareness, responsibility for personal safety, business and industry safety and security, well maintained properties, and crime prevention. (*Part 1 Ch.9*)

3.2 Inform the public and foster community education and awareness about such things as crime prevention week, new initiatives and address community issues such as drugs/alcohol and mental health utilizing mass media (television/radio/print), social media and other communication tools to effectively convey key messages. (*Part 2 Ch.4.1*)

3.3 Ensure an ongoing and functional relationship between community/social agencies and the City division responsible for policing services. (*Part 3 Ch.12*)

3.4 Continue a partner based strategic approach through documented mutual understandings of responsibilities. Utilize Memoranda of Understanding (MOU) and protocols between social services/ private agencies/police that assist in continuing or initiating programs and services to address:

- the combination of drug and alcohol abuse related crime concerns.
- the "root causes" of crime identified as or associated with criminogenic factors.

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

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

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

3.5 Continue the use of CPTED as a preventive tool to ensure community safety:

a. Ensure the completion of the pilot evaluation of the Council approved $50,000 in funding for a crime prevention incentive program (CPTED) for downtown business owners, related to upgrades to downtown property or business in the areas of Natural Surveillance, Territorial Reinforcement, and Access Control.
b. Explore a business case for the hiring of a CPTED specialist within the next 3 – 5 years to continue education and evaluation. (*Part 1 Ch.9*)

3.6 Formalize a Red Deer focused drug strategy that coordinates current and new approaches based on the four pillars: Prevention, Treatment, Harm Reduction and Enforcement. *(Also see 4.7 Our Police) (Part 1 Ch.9 and Part 2 Ch.4.3)*

3.7 Continue to foster, develop, and support community crime prevention programs such as Neighbourhood Watch, Crime Stoppers, Citizens on Patrol.

3.8 Explore the common needs of crime prevention programs (as noted in 3.7) with the view to optimized coordination.

3.9 Continue to foster the community development work of various City departments to empower citizens and stakeholders in addressing crime prevention and law enforcement needs as they emerge. (*Part 1 Ch 9*)

3.10 Work to increase residential growth and commercial activity in the downtown.

## 4 Our Police (The What and How)

**Initiatives**

4.1 Enhance the current community/police gang strategy, incorporating: education, prevention, early intervention, disruption and investigation, and participate in the Alberta Gang Reduction Strategy as required. (*Part 1 Ch.5.4*)

4.2 Monitor and evaluate the impact of proposed legislative changes to the *Youth Criminal Justice Act* on policing and criminal justice practitioners in both public (Corrections)and private(not for profits) sectors. (*Part 1 Ch.5.3*)

4.3 Ensure there is an effective investigative response to complaints of cyber-bullying – threats on line, bullying in chat rooms, distributing harmful attachments, or pictures of a sexual nature. (*Part 1 Ch.5.5*)

4.4 Examine police procedures with a view to enhancing effective two-way communication between the police and members of the community. (*Part 2 Ch 4: Part 3 Ch 2)*

4.5 Develop a business case to increase the number of dedicated school resource officer(s) to ensure full time placement in high schools. This may require increase in police complement. (*Part 1 Ch 5.4 and Ch.9*)

4.6 Explore the roles and responsibilities of stakeholders working with mental health patients to improve efficiency and effectiveness of police and health care facility resource use, specifically with respect to the application of Form 10, Mental Health Act. (*Part 1 Ch 8*)

4.7 Initiate programs or initiatives to address the combination of drug related crime concerns. Ensure programs or initiatives have clearly defined outcomes and performance measures. (*Part 2 Ch.4.3 refers*)

4.8 Ensure the alignment of policing services with community organizations which have the opportunity to intervene to address social or, more specifically, criminogenic issues such as drug/alcohol abuse, mental illness. Ensure programs or initiatives have clearly defined outcomes and performance measures and are evaluated against these criteria. (*Part 1 Ch 3 and Part 2 Ch 6*)

4.9 Continue and enhance the social justice approach through Memoranda of Understanding and protocols between social service agencies/private agencies and police as described in 3.4 above, and provide the necessary training for officers working with vulnerable groups such as youth-at-risk, victims of violence against women, and people with mental health issues.(*Part 1 Ch 3 and Part 2 Ch 4)*

4.10 Inform the public and foster community education and awareness about such things as crime statistics, town hall type meetings, and new initiatives which address community issues. Mass media (television/radio/print), social media and other communication tools could be used effectively to convey key messages. Additional staffing resources may be required. (*Part 2 Ch 5*)

4.11 Request RCMP to place an identifying badge, epaulet or other such insignia denoting the community name on the uniforms of sworn members serving with the RCMP City Detachment.

- That Community Peace Officer uniforms also have an identifying badge, epaulet or other insignia denoting service in the City of Red Deer.
- That marked RCMP and Community Peace Officer vehicles display the name of the City in addition to RCMP or Peace Officer insignia. (Part 3 Ch 7.2.1.6)

**Operations**

4.12 Continue the use of Community Peace Officers (CPO), Bylaw Officers, and Street Ambassadors all of whom demonstrate a commitment to allocating the appropriate resources to address public safety issues. (*Part 1 Ch.9*)

4.13 Ensure the public has an understanding of the roles of Bylaw Officers, Community Peace Officers, Sheriffs, and the Police. *(Part 2)*

4.14 Ensure that Community Peace Officer appointments include the authority to enforce all bylaws, appropriate sections of provincial acts, and federal legislation within Red Deer. *(Part 3 Ch 4)*

4.15 Integrate the roles of the Community Peace Officers currently employed through common training to permit cross functionality.

- Compliance Officers under the Inspections and Licensing Department, who enforce the Community Standards By-law, should be trained as Community Peace Officers and be integrated into the municipal enforcement continuum.
- Following the reconfiguration of Community Peace Officer training and assignments and an evaluation of the revised deployment,, a business case should be developed, if necessary, to explore the hiring and training of additional officers. *(Part 3 Ch 4)*

4.16 As part of a city-wide community oriented approach, ensure that policing in the downtown continues to address downtown public order issues through utilizing the continuum of Street Ambassadors, Bylaw Officers, and Community Peace Officers, along with the policing functions of foot patrol, zone police, and a crime reduction unit. *(Part 3 Ch 2)*

4.17 Engage Strategic Intelligence-led practices based on crime analysis. (*Part 3 Ch 2*)

4.18 Ensure all forms of call for service data facilitate analysis of response, deployment, and other management issues. (*Part 3 Ch 2*)

4.19 Establish a crime analysis function. The prime focus is upon the skills required of the position rather than the sworn or unsworn status of the incumbent. *(Part 3 Ch 4)*

4.20 Explore enhanced in-vehicle reporting. (pilot currently in place) (*Part 3 Ch 2*)

4.21 Provide options for the public to report non-emergency crime and other events. *(Part 3 Ch 2)*

- A pilot project is currently being undertaken at the Operational Communications Centre (OCC); however, other options remain viable.(*Part 3 Ch 11*)
- A priority call list should be developed which establishes those categories of calls for assistance that can be routed from OCC for an alternative response. Criteria for the rerouted calls should consider factors such as, but not exclusively,

- The seriousness of the incident
- The degree of imminent danger afforded a citizen
- The presence of a suspect
- The recency of the incident
- The likelihood that evidence of a crime is present where its evidential value will be compromised if not retrieved immediately.
- The degree of anguish demonstrated by the caller
- And others.

4.22 Explore effective and efficient allocation of resources to address bylaw complaints which occur between 8:00 p.m. and 8:00 a.m. *(Part 3 Ch 4)*

4.23 The recommendations delineated throughout Parts 1, 2, and 3 of the report of the *Review* address the reconfiguration or enhancements to selected police, civilian and community functions and processes. It is anticipated that the reconfiguration or enhancements may result in a reduction or increase in the need for personnel within selected functions. Consequently, following

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

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

## 5 Our Policing Service Model (The Who)

### 5.1 Introduction

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

1. There are numerous issues to be considered, as detailed in the matrix, which impact a decision concerning the selection of a police service.

2. These issues are complex. Perspectives differ depending on one's corporate agenda, organizational placement, or degree of issue involvement.

3. Many issues are not simply 'either/or' matters, most involve complex assessment of the benefits or risk of each.

4. While many issues involve some element of risk, the magnitude of risk and the degree of willingness to accept this risk are, likewise, subjective.

5. Although certain criteria, including, but not limited to cost per capita, cost per officer, and case load may be initially perceived as determining factors, there are many jurisdictions where customer service factors are deemed more important.

## 2 Discussion

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

**Costs**

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

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

**Benefits**

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

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

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

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

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

**Comparisons of various policing service models**

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

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

## 3 The conclusion

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

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

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

**Strategic Framework**

## 1 Introduction

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

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

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

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

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

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

[14] Following the October 2010 Civic election, the three new council members were also individually interviewed and their input sought with respect to the general questions posed to [then] sitting Council in August, 2011.
[15] Interviews, and focus groups were conducted to add to the body of knowledge

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

## 2 City of Red Deer Strategic Plan

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

### 2.1 Vision

- Innovative thinking
- Inspired results
- Vibrant community[16]

### 2.2 Mission

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

### 2.3 Goals

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

### 2.4 Strategies

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

## 3 Crime Prevention and Policing in Red Deer - Strategic Framework

### 3.1 Purpose

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

[16] City of Red Deer website, Strategic Plan

### 3.2 Guiding Principles

Red Deer is a safe and caring community where:

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

### 3.3 Red Deer's Universal Approach

#### 3.3.1 Governance

The governing authority[17], within the parameters defined by relevant legislation and policy, provides oversight which ensures clearly defined priorities and outcomes, transparent, and accountable crime prevention, and public safety by:

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

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

### 3.3.2 Crime Prevention Strategy

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

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

### 3.3.3 Community Crime Prevention Continuum

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

| Citizen | Community Agencies & Organizations | Business/ Private Enterprise | City Departments<br>▪ Leadership<br>▪ Coordination<br>▪ Bylaws | Bylaw Officers/ Community Peace Officers | Public Police<br>▪ Municipal<br>▪ Provincial<br>▪ Federal |
|---|---|---|---|---|---|
| Awareness<br>Support<br>Reporting | Neighbourhood associations<br>Social agencies<br>Community organizations<br>Schools<br>Library | Local businesses<br>Industry<br>Security companies<br>Media | Social Planning<br>Recreation Parks and Culture<br>Inspections and Licensing<br>Transit | Bylaw enforcement<br>Traffic Enforcement | Local police<br>Sheriffs<br>RCMP |

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

**Citizens**

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

**Community agencies and organizations**

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

**Business/Private enterprise**

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

**City Departments**

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

**Peace Officer & By-law Enforcement**

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

**Public Police Service**

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

**Reporting relationships**

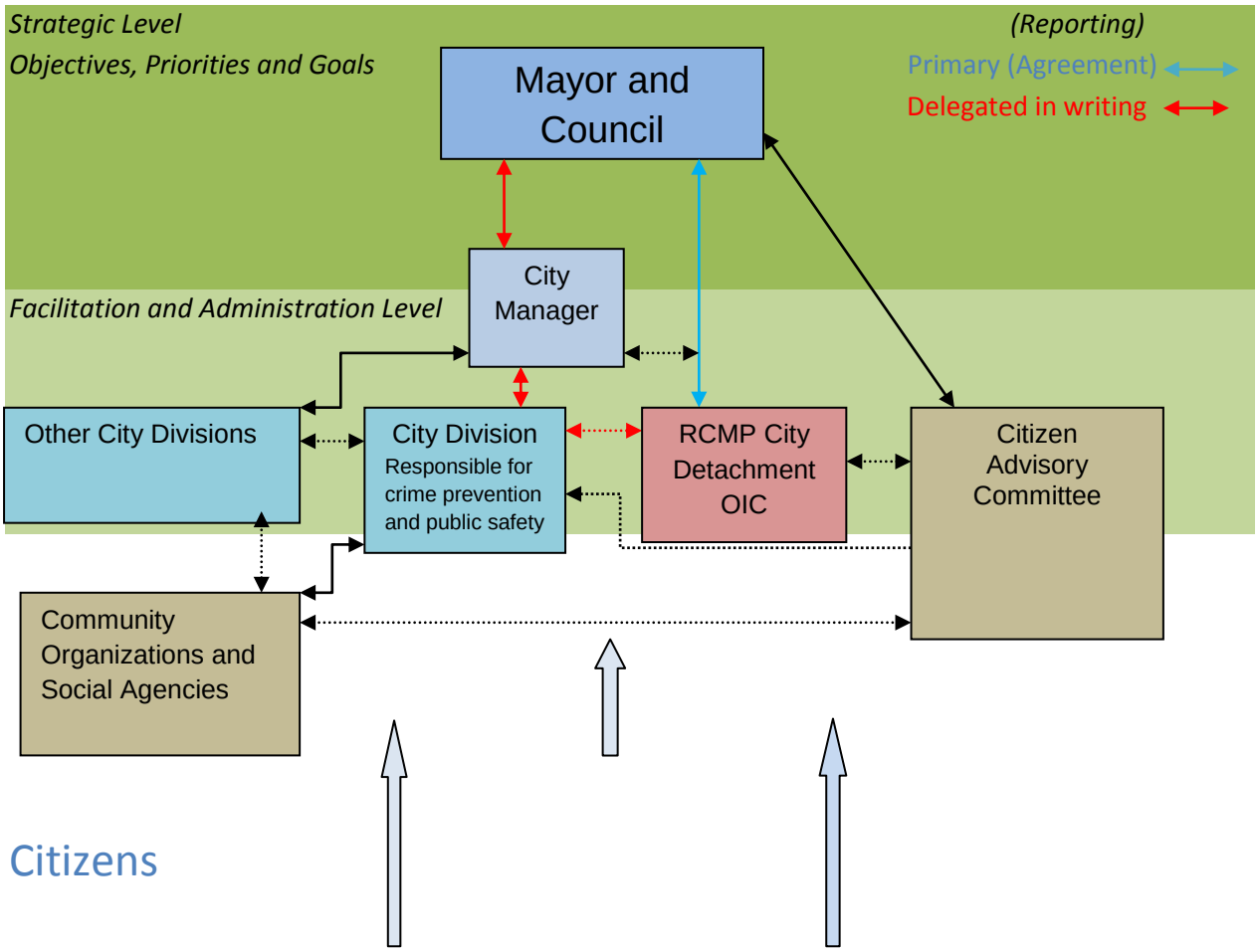
The consulting team was asked to consider the reporting arrangements for the City. In summary, the nature of reporting and accountability is divided between the 'strategic, 'higher' level, accountability and the facilitation or orchestration of activities, the 'lower' level. Many of these responsibilities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

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

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

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

**Proposed Reporting Arrangement**



Facilitation and Administrative Level
The integration of City Divisions, community organizations and social agencies regarding crime prevention and public safety

Citizen Advisory Committee Mandate

- Research and consultation for Council
- Contact point for citizens for advice and referral
- Consultation with the OIC
- Continuing consultation and collaboration on crime prevention & public safety issues with external stakeholders

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

## Part 1: Research and Statistical Analysis

Part 2: Community Perception and Strategy Development
Part 3: Policing Service Model Review

**SUBMITTED TO THE**
**Mayor and Council**
**JUNE 30th 2011**

perivale + taylor

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Red Deer Crime Prevention and Policing Review

*The City of Red Deer Council provided direction that the Crime Prevention and Policing Study/Strategy Update and Policing Service Model Review be undertaken. The Review is intended to provide recommendations with respect to crime prevention and policing strategies and the most effective policing service model for Red Deer. This will assist Council in understanding trends and needs, and will provide a basis for an informed decision making process.*

## 1 Introduction

Until the last quarter of the 20th century the public police usually were the main crime prevention practitioners. Today, it is recognized that the public police are but one of a continuum of agencies and organisations which can have impact on crime and public safety and buttress broad crime prevention initiatives. The genesis of crime and social disorder is now understood to be more complex than simply the acts of the antisocial few.

However, the public police remain the focus in gauging community response to crime and social disorder.

- the police possess significant power over civil liberties
- 'disorder', in its broadest sense, is viewed as a 'crime' issue and within the purview of the police
- the police are usually the only twenty-four hour response
- the police are seen as the agency of last resort when other forms of intervention fail
- police services usually consume a significant portion of municipal budgets.

In recognition of the changed nature of the role of police and other agencies, the Province led a reassignment of selected law enforcement functions to ensure that the full spectrum of community resources is used appropriately and efficiently. This continuum of law enforcement is supported by legislation: the *Police Act* and *Peace Officer Act*.[1] As exemplified in this initiative, and evidenced within policing and public safety across Canada and internationally, a division of labour is occurring which permits other differently trained and qualified public and private-industry personnel and community organizations to assume an important complementary and appropriate role in community safety and security.

Municipalities operate in an environment of fiscal restraint and competition between social, educational, health, and infrastructure priorities. Many councils are adopting a different perspective on crime and disorder and are developing a broader, more complex, multifaceted approach to the alleviation of core reasons for crime and the reduction of the opportunities to commit crime. A frequent approach is for local

[1] Revised Statutes of Alberta.

government to orchestrate an integrated response involving a range of available resources from, both the municipality and the community. An essential element in this reassessment is evaluating the nature and quality of the police service provided and examining alternative models and service providers. In addition, Councils expect their service providers to employ best practices in order to provide a cost efficient quality service which makes optimum use of all municipal resources. The lateral use of municipal resources is complemented by the best, hierarchical, use of provincial and federal resources. The pending contract renewals of Royal Canadian Mounted Police (RCMP) provincial and municipal policing agreements across the country in preparation for 2012 have added a new dimension to the examination of alternative policing services in Canada.

### 1.1 The Red Deer Context

The City of Red Deer (The City) has been experiencing increasing demands and pressures concerning crime which is impacting policing service delivery and the need for crime prevention strategies. Red Deer is the third largest city in Alberta and serves as Central Alberta's economic, cultural and social activity hub. The population of Red Deer has grown from 72,671 in 2003 to 89,891 in 2009, a growth rate of over 24% in six years.[2] The growth rate has been very rapid for a period of time and, more recently, slowed somewhat as a result of the economic downturn.

In 2009 the City land mass increased by 40% following the annexation of 47, primarily rural, quarter sections. It is also noted that the Red Deer County commercial area adjacent to the Queen Elizabeth ll Highway (Highway 2), commonly known as Gasoline Alley,[3] is geographically contiguous to the City corporate boundary.

Red Deer's site and situation[4], located on the major thoroughfare between Calgary and Edmonton and acting as a regional growth pole, are viewed as causing criminal activity to gravitate to the area, more now than has been seen in the past.[5] As noted in the previous 2005 *Crime Prevention and Policing Study*, Red Deer is not simply a waypoint between Edmonton and Calgary; it is clearly an urban/regional centre in its own right.[6]

[2] The 2010 Municipal Census Report (July 2010) placed Red Deer population at 90, 084.
[3] Gasoline Alley, originally a collection of roadside restaurants, gas stations, RV dealerships and assorted travellers' diversions adjacent to the highway, now incorporates major chain stores and accommodations. The area is policed by RCMP Red Deer Rural Detachment, with the office currently located in the City of Red Deer and is scheduled to move to Blackfalds in 2011.
[4] Site is the physical landscape a settlement is built on. Situation is the settlement location relative to the surrounding area.
[5] RFP: *Crime Prevention and Policing Study / Strategic Update and Policing Service Model Review (5/18)*, Background information.
[6] Converge Consulting Group. *Phase 1: Crime Prevention and Policing in Red Deer*.

The City also observed[7] that influences, stemming from changes in legislation and government policy, court decisions, technology, occupational health and safety, media influence, and societal expectations have increased pressure on crime prevention and policing services in Red Deer.

Additionally, the increasing complexity in crime patterns and the influences of the internet, combined with the wider diversity and changing social environment in Red Deer are viewed by the City as factors which impact workloads of the police and community agencies. These issues, along with others noted, are viewed as directly impacting perceptions, the type of crime in the community and the ability and need for all stakeholders to respond. In the course of the *Review*, it became apparent that perceptions of crime are derived from more than an individual's observation of criminal incidents. Further, one's 'perception of crime' impacts the methods (and funds) which are used to respond to crime(s). Consequently, these perceptions are examined to provide greater background to the 'calls for service' data.

In other municipalities across the province, similar environmental dynamics were noted. In response, the Alberta Urban Municipalities Association (AUMA) established a task force, comprised of elected and appointed officials from AUMA member municipalities and representatives of police commissions, policing committees, municipal police services, the RCMP, and Alberta Solicitor General and Public Security, to address three major areas: Civilian Oversight, the Continuum of Policing, and Funding of Policing. This review, which included survey input from the City of Red Deer and other AUMA members resulted in several AUMA position recommendations.[8] These recommendations will be further discussed during the course of the *Review* reports.[9]

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

Currently, within an environment of increasing accountability and fiscal restraint, Council has determined a need to evaluate the existing police service model provided by the RCMP compared with establishing its own municipal police service or other alternative models. Service delivery expectations, cost comparisons and best practices are to be considered.

[7] Ibid RFP
[8] Alberta Urban Municipalities Association (AUMA) Policing in Alberta, November 5, 2009.
[9] A limited discussion regarding Civilian Oversight, the Continuum of Policing, and Funding of Policing are presented in this report; however, more detailed discussion will be provided in the Part 3 Report which focuses on the *Policing Service Model Review*.

Responding to the factors as noted above, the City of Red Deer Council provided direction that the *Crime Prevention and Policing Study/Strategy Update and Policing Service Model Review (the Review)* be undertaken. The *Review* is intended to provide recommendations with respect to crime prevention and policing strategies and the most effective policing service model for Red Deer. This will assist Council in understanding trends and needs, and will provide a basis for an informed decision making process.

The *Review* is in three parts with phased delivery dates[10] for the submission of reports of each part:

Part 1: Research and Statistical Analysis – January 2011
Part 2: Community Perception and Strategy Development – May 2011
Part 3: Policing Service Model Review and Final Report of the *Review* – June 2011

This report, Part 1, with requirement details noted in Appendix 1, in summary provides a backdrop and foundation to the reports of subsequent parts of the *Review*. As the report of Part 1 is, largely, an analysis and reporting of the state of crime prevention and policing in the City of Red Deer there are no recommendations included. These will be provided, as appropriate, within the future deliverables report for Parts 2 and 3.

### 1.2 Goals of the *Review*

The overall *Review* is intended to provide recommendations with respect to crime prevention and policing strategies and the most effective policing service model for Red Deer. This will assist Council in understanding trends and needs, and will provide a basis for their decision making process. Additionally, the *Review* will provide for the development of a strategic framework[11] for crime prevention and policing in Red Deer for now and into the future, in keeping with The City of Red Deer Strategic Plan, Vision and Direction. The Strategic Framework is provisional and subject to discussion with Council. It may also be changed as a result of input from participants in subsequent phases of the *Review*. Given that the Strategic Framework is an objective for the City, it will form the backdrop to Parts 2 and 3 of the Review.

[10] Completion dates for each part of the *Review* and the attending deliverables was established through consultation between the Consultant and the Steering Committee, project coordinator and project manager.
[11] In discussion with the Review project manager, the term 'Strategic Framework' was substituted for 'Guiding principles'. In discussion, it became apparent that the term 'Guiding Principles' was too limiting for the broad philosophy and practice which was being proposed.

## 2 Methodology

Although the three parts of the *Review* are subject to three reports, the methodology, and resulting data gathering, is cumulative in nature and was designed such that information gathered benefits all three parts. The bulk of the data gathering is conducted in the early phase, Part 1, of the *Review*. Early data gathering maximized the opportunity for accurate findings in the Part 1 report. The qualitative and quantitative data gathered will provide a valuable backdrop and foundation to subsequent parts of the *Revie*w.

### 2.1 Research and Statistical Analysis

**Purpose**[12]

- To undertake detailed comparative research to provide an accurate picture and clearly articulate crime and social disorder issues in Red Deer.
- To compare and contrast the present Red Deer situation, with benchmark data identified in *Phase 1: Crime Prevention and Policing in Red Deer*.
- To identify and detail the inclusive community stakeholder response to crime and social disorder issues in Red Deer.
- To provide a literature review of leading crime prevention and policing practices from other communities.
- To create benchmark data for comparative analysis in later parts of the *Review*.

### 2.2 Interviews

An initial sample of representatives of key management and stakeholders from the City of Red Deer, the RCMP (Divisional and detachment), and community agencies/organizations, was developed for interviews. Ongoing interviews obtained further contacts for clarification or additional lines of inquiry which buttressed the project requirements. Interviews were based upon a structured open-ended interview schedule. The degree of flexibility and focus was largely determined by the expertise, experience and employment position of the interviewee. Over 100 contacts and interviews were conducted in support of Part 1. A list of contacts and interviewees is included in Appendix 2.

In August 2010, a one-day workshop was conducted with City Council. This interactive process provided a foundation for the development of guiding principles for crime prevention and policing and to determine

[12] The Purposes from the RFP for Part 1 have been summarized into point form for brevity. The *Review* report will include the purposes as articulated in the RFP. The specific RFP Deliverables, for each part of the *Review* are detailed in Appendix 1.

and establish the long-term strategic priorities of Council in addition to the more immediate and tactical issues.

### 2.3 Literature review

A comprehensive review of articles, documents and other related information was conducted to extract information regarding:

- management and operational issues.
- approaches to projecting operational and capital needs.
- outcomes of initiatives undertaken to enhance organisational efficiency and operational effectiveness, and
- leading crime prevention and policing practices from other communities, to be used as benchmark data for comparative purposes.

The literature review focused on approaches undertaken in Canadian, Commonwealth and American policing environments that are similar and applicable to that being experienced within Red Deer.

Other documents and statistics were requested from the Project Manager, City staff and the RCMP, as the need was identified during the course of the *Review*. Other quantitative statistical and financial data was obtained from comparator municipalities

A bibliography of works cited and consulted is included in the Appendix.

#### 2.3.1 Predicted crime rates and cost of policing

A review of demographic information was conducted to consider the characteristics of crime perpetrators (e.g. age, education, place of residence) and to consider how demographic variables might affect how crime occurs and how it is reported, compared, and viewed within the City.

The *perivale + taylor* NORM[13] analysis was employed, providing a theoretical baseline from which the current actual policing costs and actual crime rates can be viewed.

#### 2.3.2 Data analysis, Comparison Data and Comparator Sites

Analyses of operational and management workloads was undertaken through the review of data, as available. Data included: calls for service; response times; aggregated incident reports; caseloads; and

[13] NORM National Operational Resource Model. c*opyright perivale + taylor consulting Inc. 1997*

crime data indicating growth or reduction of crime based upon Uniform Crime Reports (from Statistics Canada); Computer Integrated Information and Dispatch System (CIDDS); Police Reporting and Occurrence System (PROS); and RCMP reports at detachment and divisional levels.[14]

Policing costs, in support of the Part 3 *Policing Service Model Review*, were examined for the City of Red Deer. This included: total policing-related costs (salaries and benefits, training costs, capital expenditures, cost recovery opportunities); and costs compared to population density, crime rate, demographic profiles, and other relevant factors. This analysis also includes an estimate of the costs of dispatch, communications, and records management. Analyses and comparisons were made between Red Deer and other similar sized Canadian cities in relation to selected crime trends, community safety and policing issues, and crime prevention strategies.

Research included a representative sample of national comparator sites of communities (population 70,000 - 110,000) policed by RCMP under contract, provincial police (Ontario Provincial Police), and municipal police agencies. A cost comparison of selected national sites was impeded by a policy change announced by Statistics Canada in December 2010.

> *The table "Police operating expenditures in municipal police services", which was presented in previous years, is no longer included in this report because of comparability issues. Due to the different ways that individual police services report expenditure information, comparisons at the municipal level are problematic.* [15]

The *Review* will utilize alternative sources to continue the comparative studies.

The Consultant also examined the roles and responsibilities of various stakeholders in addressing crime prevention and policing within the context of the continuum of law enforcement and public safety.

The Consultant contacted representatives of police agencies, government departments, and private companies that have implemented programs and processes which are potentially applicable, obtained descriptions and assessments of initiatives undertaken, statistical and organizational reviews and, where possible, copies of specific documentation from the relevant areas to facilitate the benchmarking process.

The findings of Part 1 are also based upon an analysis of community and best practices approaches related to education, prevention, roles of social support agencies, crime prevention organisations initiatives/approaches, the role of citizens, and the identification and explanation of leading practices.

[14] Consistent with the Red Deer Strategic Plan 2009-2011, INN 1: Ensure basic service delivery is sustainable and meeting the changing needs of our community; and especially 1.3 Develop a common understanding of basic services,
[15] Marta Burczycka, *Police Resources in Canada, 2010*. Canadian Centre for Justice Statistics, Catalogue number 85-225-XWE, December 15, 2010.

### 2.4 Focus groups

Focus groups were conducted with representatives of crime prevention and policing stakeholder groups and community agencies to identify issues and concerns related to effectiveness and efficiency, service, and challenges and potential solutions. The results were organized around the major themes emerging from the *Review* and incorporated into the analysis of the options for the delivery of police services and enhancements to crime prevention and policing services.

### 2.5 Review Surveys

The *Review*, in addition to conducting individual interviews and undertaking the focus groups utilized three surveys to foster and facilitate broad community input.

#### 2.5.1 Website Survey

The Consultant developed a web-based notification designed to inform the public of the *Review* and to solicit responses to set questions from the community.[16] The website was designed to capture a 'snapshot' of individual perceptions, assist interested parties to be aware of the *Review*, enable citizens to put forward *Review* related ideas and opinions, and to provide for community feedback. The website was linked to the City of Red Deer website. It was noted that another private sector site also provided links back to the City site, thereby facilitating the potential for additional public input.[17]

The web-based questions focused on potential strategies and actions with respect to crime prevention and police response. Open-ended questions were formulated to solicit input from the participants regarding:

- Changing the crime prevention and policing system,
- Organisation of policing,
- Crime prevention initiatives, and the
- Justice system.

The website provides a convenient vehicle for members of the public to submit their ideas to the *Review.* However, an additional audience for the website and focus groups are persons and organizations involved with policing and public safety issues, both directly or indirectly through the nature of their mandate or client base. The Consultant forwarded emails to community organizations and agencies inviting the staff, and ideally their clients, to complete the survey on line.

[16] www.reddeer.ca/Residents/Crime+Prevention/default.htm
[17] For example, Targetcrime.ca, the website of SeCure Consulting Solutions Inc, a Red Deer-based crime prevention through environmental design practitioner provided a link to the Red Deer City site

The responses were collated and grouped thematically to provide benchmark information for use in all parts the *Review*. As the data gathering is cumulative, the web based survey was maintained in operation until March 15, 2011.

### 2.5.2 Print Survey

The format of the web survey was replicated in printed form for distribution at civic sites. Participants were provided the opportunity to complete the printed survey and return it to the Consultant by either mail, fax or by depositing it at the Red Deer City, Community Services office.

The printed survey was also translated into Spanish and Tagalog languages to provide an opportunity for inclusion of the new immigrant population in the *Review* process.[18]

As with the web survey, the responses were collated and grouped thematically to provide benchmark information for use in all parts the *Review*.

### 2.5.3 Telephone survey

A telephone survey, conducted in April 2011, provided a broader and statistically valid understanding of the perspective of members of the public regarding crime prevention and policing in Red Deer.

## 2.6 Organization of the report

This report addresses Part 1 of a broad and comprehensive review of crime prevention and policing issues in Red Deer. The full mandate of the *Review* and the issues to be addressed in Parts 2 and 3 are delineated in Appendix 1. This, Part 1, report is primarily reportage regarding the current state of crime and disorder in the city along with a, primarily, quantitative reporting of the responses from police.

The report is organized based, roughly, on the ordering of topics in the *Review* mandate established by Council. The main body of the report is preceded (see above), by an explanation of the methodology which was used to collect quantitative and qualitative data. Each aspect of the report in Part 1 and prospective Parts 2 and 3 is based upon a broad base of a variety of data. However, the emphasis in

[18] As noted in the October 29, 2010 Red Deer Advocate news article, *Spanish, Tagalog languages growing in Red Deer*, Statistics Canada statistics from 1991 to 2006, identified Spanish and Chinese as the two most popular non-official languages spoken at home in Red Deer until 2006, when Tagalog emerged in second spot behind Spanish.

Part 1 is a statistical analysis to provide an understanding of the incidents which are occurring in the city and the volume and nature of the police responses.

On occasion, there is a change in the order of topics to facilitate a better understanding of issues in discussion or to ensure that the reader is afforded an understanding of the background prior to reading the detail. An example of this is *calls for service*. Although a large portion of this report addresses statistical analysis, the report also provides background to this reporting. The reasons for, and opportunities for, reporting incidents to the police are complex. As indeed are the methods by which the police respond. Consequently, the report briefly describes 'perceptions of crime' to provide greater depth to the statistical report.

Only one aspect of the Part 1 report required synthesis of available data and the construct of a conclusion. The mandate required the development of *guiding principles for crime prevention in the city*. As with every aspect of data collection and reporting in this *Review* this is a cumulative process. An initial process for the *Review* was a workshop with Council to provide a foundation for the development of these *Guiding Principles*. Subsequent interviews and focus groups along with documentary examination added to and refined these *Principles*. The process of refinement continued in later phases of the *Review* as more information was gathered. An important aspect of this refinement was the public telephone survey which was conducted in April 2011. Given the importance of the *Principles* the draft version was discussed with Council and further refinements made. Ultimately, the early iterations of the *Guiding Principles* evolved into the Strategic Framework document, discussed later in Chapter 10 of this report.

# 3 Demographic Analysis

## 3.1 Predicting Crime

A number of theories have been offered to explain criminal activity. Some of these theories focus on individual characteristics, such as family background, while others focus on structural characteristics such as the type and nature of opportunities available to those who live in particular communities. The data available for this analysis focuses on the latter – more structural aspects of urban centres that may play a role in supporting or undermining criminal activity. Rather than measure individual characteristics of particular perpetrators (and victims), the factors focused on in this analysis describe characteristics of environments.

### 3.1.1 Age Proportions and Median Age

The age-crime curve is a well-known criminological phenomenon: criminal activity peaks in the late teens to early twenties, and tends to decrease thereafter.[19] Communities that have larger proportions of their residents in the "criminogenic" age range are, therefore, more likely to have higher crime rates. Similarly, median age is a measure of respective age distribution as well, with the lower the overall median age, the greater the likelihood of higher levels of crime.

### 3.1.2 Immigration

Immigration into a community reflects a certain degree of change.[20] In the short-term, high immigration may be associated with some degree of alienation and purposelessness, with individuals who are new to an area potentially finding less social support and fewer opportunities for legitimate work than in communities where there is less change and potentially more established social networks. With less social support, high immigration may translate to higher rates of criminal activity. At the same time, immigration may also involve individuals (who through family or culture) may be coming together into particular geographical areas and, therefore, find support with an associated reduction in crime. The relationship between immigration and crime levels is not consistent in the criminological literature. Some research has found that higher levels of immigration may be associated with urban revitalization.[21]

[19] See, Steffensmeier, Darrell J.; Allan, Emilie Andersen; Harer, Miles David; Streifel, Cathy. 1989. Age and the Distribution of Crime. American Journal of Sociology, 94, 4: 803-831.
[20] 'Immigration' refers to people moving to Red Deer from outside of the Country.
[21] Reid, Lesley Williams; Weiss, Harald E.; Adelman, Robert M.; Jaret, Charles. 2005. The Immigration-Crime Relationship: Evidence across US Metropolitan Areas. Social Science Research, 34, 4: 757-780.

### 3.1.3 Marital Status

When marital status is considered, those who are "partnered" may be less willing to risk their relationship on the consequences of getting caught were they to commit crime. Those who are "unattached" are less likely to have the same stake in conformity compared to others who are "partnered". It is expected, therefore, that the greater the proportion of those who are married, the lower the crime rate. Conversely, the greater the proportion of those who are unmarried, the greater the crime rate.

### 3.1.4 Education

It has generally been found that the higher the levels of education, the lower the criminal activity. Those who are more educated tend to be less willing to face the consequences of getting caught for criminal activity, including the impact of the perceived status that comes with higher education levels.

### 3.1.5 Population Density

Generally, it is expected that there is a positive relationship between population density and criminal activity – as density increases, criminal activity increases.[22] The reason is that it is expected with more people in a particular area, there will be more opportunities for crime – more people have more property, for example, which may provide heightened opportunities for crime.[23] If populations are somewhat heterogeneous, the expectation may be that police will intervene in a more formal capacity (which increases the reported crime rate), rather than having citizens address crime more informally.

### 3.1.6 Employment

Another measure of stability (or instability) associated with communities is employability. Participation rate, for example, provides a measure of involvement in mainstream activity. Those who are employed have less opportunity to commit crime as well as have a greater stake in conformity. Unemployment rates tell a similar, yet converse, story: the greater the unemployment rate, the higher the crime rate. Those who are unemployed may have less commitment to conformity than those who are employed.

[22] Lester, David. 1999. A Comment on 'Urbanism and Crime". Cross-Cultural Studies, 33 (1): 26-29.
[23] As per routine activities theory, see Cohen, L. and Felson, M. 1979. Social change and crime rate trends: A routine activity approach. American Sociological Review 44, 588–608.

### 3.1.7 Residential Structure and Schools

Other measures of stability (or instability) associated with specific areas are the proportions of residents within an area who reside in particular types of private dwellings. Private dwellings may include, for example, single detached homes or rental accommodation such as apartment buildings. Larger proportions of single-detached homes, often owned by their residents, may reflect greater stability and greater overall commitment to one's geographic region, as well as reflect higher incomes.[24] In contrast, rental accommodation may be indicative of transience and less commitment by residents to particular communities.

The meaning that may be attributed to schools is not as straightforward. On the one hand, the presence of schools reflects the demographic characteristics of a particular area – schools tend to reflect the presence of school-aged children and families. To some degree, the presence of children (as evidenced by schools) may also be indicative of stability, with schools presumably built in areas where the likelihood of the continued presence of children is greatest. On the other hand, the types of schools that communities house may also increase the likelihood of particular types of activities – certain high schools, for example, may attract drug activity or vandalism. As well, schools vary substantially in terms of the types of students enrolled, with the location of the school itself potentially not being an accurate reflection of the demographics of the immediate area – especially in cases where children are bussed to school.

### 3.1.8 Family Structure

A final variable to be considered is family structure. There are many structural configurations of families involving various combinations of parents and children, as well as extended family. The family structure that has tended to be associated with less criminal behaviour is the family with two married parents and their children. This is not to suggest that other forms of families are in some way "criminogenic". One would, therefore, expect that the greater the proportion of two-parent married families found within a region, the less criminal activity. According to social disorganization theory, greater proportions of one-parent families would be associated with greater instability in a particular area.

[24] Sampson, Robert J. 2002. Transcending Tradition: New Directions in Community Research, Chicago Style -- The American Society of Criminology 2001 Sutherland Address. Criminology, 40, 2: 213-230.

### 3.2 Costs of Policing and Crime Rate (NORM Analysis)

In this portion of the analysis, models have been generated to predict theoretical *per capita* costs of policing and crime rate. [25] Taken together, cost *per capita* and crime rate provide a sense of how Red Deer compares on these dimensions using data from other municipalities to provide meaningful contextual and analytic data.

The policing data for this analysis is from the Statistics Canada publication, *Police Resources in Canada, 2007,*[26] and the demographic variables data was retrieved from the Statistics Canada Community Profiles website.[27] The census data is from the 2006 census.[28] The dataset includes 46 census metropolitan areas (CMAs) with representation from each of the provinces that have cities (or conglomerates) with populations of over 75,000, including Red Deer (see Appendix 3 for a list of locations). Cities with populations over 75,000 were selected based on the assumption that centres with somewhat larger populations are likely to have similar policing issues compared to those that are smaller, though Red Deer is one of the smaller centres of the selection under consideration.

Cities such as Montreal, Toronto and Vancouver are likely to have different issues from the less populated cities. At the same time, Red Deer may also experience certain 'big city issues' in light of the fact that it is the largest urban centre between Calgary and Edmonton, serving as a central Alberta hub of activity and drawing the rural population into this larger urban center on a daily basis.

The initial examination of data included a number of demographic and policing variables. Given the relatively low number of cases (cities) and the high potential number of variables for inclusion in our models, the analysis is conducted in stages. Categories of variables were selected that reflect common theoretical understandings, as discussed previously, of the relationships between crimes and particular demographic variables. As well variables were examined that reflect the types of factors that the police and practitioners themselves have tended to draw upon as indicators of the changing nature of populations which, in turn, are presumed to impact policing.

The variables under examination are divided into categories, including:

- Population
- Immigration[29]
- Marital Status

[25] National Operational Resources Model (NORM) analysis: regression models of policing resources and crime rates. © perivale + taylor consulting Inc. 1996
[26] Police Resources in Canada (2007), Catalogue No. 85-225-XIE.
[27] http://www12.statcan.ca/english/census06/data/profiles/community/Index.cfm?Lang=E; some variables from http://www.bcstats.gov.bc.ca/data/dd/handout/lfsmetro.pdf
[28] Census data for 2009 is not expected to be available until sometime in 2011. If available prior to the completion of the *Review* in June 2011, the new data set will be examined in terms of this analysis.
[29] This variable refers to the proportion of the total population who are immigrants, that is from out of country.

- Education
- Earnings and Employment
- Population Density, and
- Policing issues (such as crime rate, costs *per capita*, police per 100 000 population, clearance rate)

These variables were described previously (3.1 above).

### 3.2.1 Analysis and Summary of Findings

Of interest to policing agencies and policy makers is determining which factors influence costs of policing and crime rates. Criminologists consider a number of elements that they believe impact policing costs or crime rates, and some of these factors have been tested in a series of statistical models. What is trying to be determined, essentially, is whether changes in a particular level of a predictive factor result in changes in either costs or crime rate. The models suggest that there are certain factors that make a difference and appear to have an impact on both policing costs and crime rates. After looking at these factors separately, larger statistical models were made of the factors that appear to impact on costs or crime rates. These larger models are considered in terms of how much they "explain" or predict either costs or the crime rate. The higher the percentage explained, the more useful the model potentially is. (See Appendix 3A for details of the analysis.)

Importantly, these types of statistical models never completely explain any social phenomena. There are factors that impact on costs and crime rates that are not measureable, and the measures we do have are often imperfect. What the models can tell us, however, is that some factors are more important than others in the determination of costs per capita and crime rate. For purposes of the *Review*, the analysis suggests that costs per capita and crime rates are impacted by factors that are well outside the control of the police. It is noted that demographic factors, for example, such as median age and proportion of men between the ages of 15-34, impact on crime rates, but this is clearly not something that police can address. A broader approach to community safety and security would incorporate strategies that address risk factors that may be related to these types of demographic factors and are outside the control of the police. The analysis also points in directions that may impact the planning of communities.

## 4 Crime rates in growing communities

The *Review* examined a number of potential definitions to measurably describe *strong economic growth* and determined that population growth, unlike definitions which include value added or a region's gross product, is an objective measurement. For municipalities, an increase in population normally results in increased property tax income and a demand for increased levels of services and infrastructure which can be characterized as economic growth.

The *Review* identified a number of comparator communities of reasonably similar populations: four in Alberta, eleven from across Canada, and three from each of the US, UK, and Australia. The comparators include a variety of population increases and the analyses of the actual crime rate relative to population complements the academic research on this issue:

- In Alberta, the four comparators experienced population increases from 15 to 27% between 2004 and 2009. The Crime Severity Index (CSI) increased in one community and decreased in three.
    - Red Deer's population increased 23% and the CSI decreased.
- The national comparators experienced growth over 5% in four sites, less than 5% in three, no growth (less than plus or minus one percent) in one site, and a decline in population in two sites. There was no pattern which linked population growth numbers to the CSI. [30]
- The international comparators demonstrate some connection between economics and crime and demographics and crime.

### 4.1 Economy and Crime

The link between economic conditions and crime rates is unclear and subject to much debate. To further complicate the issue, it is equally unclear how government policies impact the relationship. In explaining the recent decline in crime in England and Wales following a decade of growth and prosperity, one commentator succinctly noted.

> *"Regardless of what policies are adopted if the economy is buoyant, crime will fall."* [31]

The idea that crime may be related to macro-economic factors has been explored, especially in research from the United Kingdom.[32] A number of studies suggest that crime rates, and property crime rates in particular, are closely aligned with the strength of the economy, although the direction of this relationship is the subject of debate.

One argument is that during economic recessions, property crime tends to grow rapidly, whereas during

[30] It should be noted that this observation is based only on the comparator group in the *Review*
[31] Travis, 2008, In, http://www.guardian.co.uk/uk/2008/jul/18/ukcrime.police
[32] In, http://canada.justice.gc.ca/eng/pi/rs/rep-rap/2002/rr02_7/toc-tdm.htm

more economically favourable periods, it is apt to fall. This argument tends to accommodate the two neutralizing impact of increased drug use to escape in times of hardship and increased use of drugs due to more expendable income in times of wealth. It is hypothesized that during economically robust times, more people are employed and/or earn better wages and, as such, are less likely to be attracted to participate in criminality. In contrast, economic recessions result in greater unemployment and poverty, which, in turn, drives more people toward criminal behaviour. The antithetical argument is that booming economies produce increased wealth, which, in turn, bolsters conspicuous spending on consumer commodities. The increase in the number of commodities in society increases opportunities for theft, thereby pushing up instances of property crime. In addition, increased expendable income may permit expanded access to drugs and other antisocial activities which require the expenditure of money.

Field (1990; 1998)[33] concludes that macro-economic factors correlate most strongly with crime trends. In particular, he argues that the escalation of the property crime rate in the United Kingdom is closely tied to economic growth and, more specifically, to consumer spending. When the economy is strong and consumption of consumer goods and services is growing, property crime growth tends to slow down or reverse. The opposite is true during periods of economic recession. Following an analysis of data on crime and macro-economic cycles in England and Wales between 1946 and 1991, Pyle and Deadman (1994) found that the number of recorded burglaries, robberies, and thefts rose. This increase coincided with the ever-expanding economy and the rise in consumer spending.

The historical correlation between the economy and crime rates may also help to explain why the crime rate began to significantly increase during the 1960s and 1970s. This explanation hinges on how the increased wealth of developed countries was spent and the implications that these changing spending patterns afforded opportunities for crime. Field (1990) hypothesizes that prior to and immediately following the Second World War, increases in national income were heavily invested in improvements in the basic necessities of life, such as food and housing, heating, lighting, public transport, and social welfare programs. Increased expenditure in these areas did little to affect the opportunities for crime. It was during the 1950s that accumulating wealth was increasingly devoted to more consumer commodities vulnerable to theft, such as cars and electronic goods.[34] This resulted in more 'acquisitive crimes', crimes which result in acquiring usable items.

A survey of related literature[35] suggests absolute economic deprivation is associated with high levels of psychological distress, some forms of psychoses, and interpersonal violence, although not with relatively

[33] Field, S. (1998). *Trends in crime revisited.* Home Office Research Study 195 London, England: Home Office. <http://www.homeoffice.gov.uk/rds/pdfs/hors195.pdf>. See also http://canada.justice.gc.ca/eng/pi/rs/rep-rap/2002/rr02_7/toc-tdm.htm
[34] Ibid.
[35] The Economy and Social Pathology, Allan V. Horwitz, Annual Review of Sociology, Vol. 10, (1984), pp. 95-119

minor forms of crime and neurosis. The mechanisms through which these disorders arise have not been isolated, however. Economic loss, particularly as a result of unemployment, is related to high rates of psychological distress and suicide but not to elevated amounts of psychoses or crime. Some research associates long-term rates of economic growth with rising levels of alcohol consumption, increased utilization of mental health facilities, and higher crime and imprisonment rates, but the reasons for these associations have not been established. Finally, there is no reliable correlation, or implication of causation, between absolute rates of economic change and the incidence of any form of pathology. Studies suggest that the relationship between the economy and social pathology is mediated by a number of factors including the stage of the life cycle, gender, social class, levels of social support, and personality. Several promising directions for further research are indicated.

Rosenfeld and Messner [36] propose that recent American crime reductions maintain that the crime drop was confined to the United States. Yet other research has revealed comparable crime decreases in Europe. They suggest that the US and European crime declines occurred in tandem because they were both brought about by upturns in the economy. In light of US research showing crime reductions resulting from growth in imprisonment, they also examine the possibility that rising imprisonment rates reduced European crime rates. They tested these hypotheses in a pooled cross-sectional time-series analysis of burglary rates in the US and nine European nations between 1993 and 2006. The results indicate that burglary declines in the US and Europe were associated with rising consumer confidence. This finding is supported by the research conducted for this *Review* in Manchester UK (see below).

Another comprehensive review of the crime literature[37] indicates varying and often opposing hypotheses of relationships between property crime and socioeconomic conditions such as poverty, business cycle conditions, demographics, criminal justice system actions, and family structure. Employing measures of each of the hypothesized factors, time-series models[38] for robbery, burglary, and vehicle theft are estimated from yearly and national Uniform Crime Report (UCR) data for the period 1959 through 1992 and are used to test these hypotheses' current empirical relevance. The empirical findings selectively confirm the importance of macroeconomic stability and criminal justice system actions in reducing property crime activity. In contrast, decreases in absolute poverty and general income inequality are associated with increased criminal activity; and age demographics and family/community structure apparently have little impact on any of the analyzed property-crime trends. A reduction in inflation apparently decreases property crimes.

[36] The crime drop in comparative perspective: the impact of the economy and imprisonment on American and European burglary rates. Richard Rosenfeld1,*, Steven F. Messner
[37] Ralph C. Allen. American Journal of Economics and Sociology. Volume 55, Issue 3, pages 293–308, July 1996.
[38] A time series is a sequence of data points, measured typically at successive times spaced at uniform time intervals.

In Canada,[39] in general, research results indicate that throughout the 1990s the greatest gains in reducing crime rates were made in property crimes, especially among young offenders. Significant declines were also noted for robberies and homicides involving firearms as well as homicides overall.

Research results indicate that, at the macro-level, different types of crime are influenced by different social and economic factors. Specifically, shifts in inflation were found to be associated with changes in the level of all financially motivated crimes examined (robbery, break and enter, motor vehicle theft). As noted in the NORM analysis in Red Deer (Chapter 3 and Appendix 1-3A), shifts in the age composition of the population, on the other hand, were found to be correlated with shifts in rates of break and enter and were not statistically significant for the other types of crimes studied. Finally, shifts in alcohol consumption and unemployment rates were found to be correlated with shifts in homicide rates.

Bunge *et al*[40] note there are relationships between crime rates and trends in other major socio-economic indicators, including inflation rates, population shifts, unemployment rates and per capita rates of alcohol consumption. Such analyses can only be achieved using time series analysis to examine these relationships. The results can be interpreted to mean that years in which certain social problems occur with greater frequency also tend to have higher rates of crime. In this study, years with higher rates of inflation tended to have higher rates of financially motivated crimes (robbery, break and enter, motor vehicle theft).

Cantor and Land (1985) have argued that economic distress prompts an *"upward shift in the density distribution of the population along the criminal-motivation continuum"*. In other words, in times of high inflation when there is a significant differential between the price of goods and wages and uncertainty about one's economic future is high, as noted in Travis, above, those located at or near the motivational margin of legality may be more likely to cross the threshold into criminality. Furthermore, as Devine *et al* (1988) point out, inflation rewards property criminals due to the rising demand of goods and subsequent real profits in the illegal goods market.

Finally, the results in Bunge's study appear to support the contention that shifts in the age composition of the population is only one of many factors contributing to the overall crime drop (Steffensmeier & Harer, 1999; Levitt, 1999). Keeping in mind that only four crime types were examined in this study, shifts in the relative proportion of at-risk age groups in the population 15 to 24 years of age were found to be associated with shifts in rates of break and enter and were not significant for the other types of crimes studied. Furthermore, the effects of the 25 to 34 year-old population were neutralized when the effects of unemployment, inflation and *per capita* alcohol consumption were controlled. This finding suggests that

[39] Exploring Crime Patterns in Canada, Valerie Pottie Bunge and Holly Johnson (Canadian Centre for Justice Statistics) and Thierno A. Baldé (Time Series Research and Analysis Centre), Statistics Canada
[40] Ibid.

age can have a significant association depending on the type of crime being examined, however it also suggests that other factors may offset the effects of a change in the age composition (or profile) of the population.

### 4.2 Crime and economic conditions, the United Kingdom Perspective

To provide an international perspective, as directed in the *Review* RFP requirements, the Consultant conducted statistical and documentary analyses in Manchester, United Kingdom (UK). The purpose of this perspective is to provide the *Review* with a UK[41] comparison of the impact a declining economy has on crime rates.

The UK national perspective is briefly considered and also the potential impact of an economic recession on crime rates within a number of localities, where the policing service is provided by the Greater Manchester Police (GMP), is examined. This discussion, presented in Appendix 4, addresses the UK national perspective, crime rates, and provides examples with respect to the impact of economic decline on crime rates at a local level in selected geographical location: Rochdale, Oldham and Manchester (emphasis on Harpurhey and the City Centre neighbourhoods).

### 4.3 General Observations Regarding the United Kingdom Perspective

It is accepted that many of the forthcoming conclusions from the UK perspective have been based on examining a particular type of crime, namely burglary of dwellings. However, the same principles referred to in this report are transferrable to other crimes, often referred to as acquisitive crimes, such as shoplifting, fraud, theft or drug trafficking, in other words, crimes committed to gain money or possessions.

For example, as more individuals find themselves unemployed[42] they may turn to opportunist crime (theft of unattended items) and in previous recessions (1992) rises in domestic violence were experienced due to increases in family tensions. Similarly, hate crime rises were attributed to hostility towards migrants.

Consequently, the following conclusions should be read with that context in mind:

- Based on the UK Audit Commission's 'three waves of a recession' model, rising crime is recognized as a feature of economic downturn in the UK.
- In line with the UK Audit Commission's model the latter wave of a recession does include unequal

[41] For the purposes of this document – England and Wales
[42] UK Unemployment rates are expected to reach 2+ million in 2011

growth with long term problems in some areas, as highlighted by Harpurhey an area that has suffered as a result of economic downturn for over a decade.

- UK level crime rates do not always reflect the impact of economic downturn; a greater understanding can be achieved by examining local crime rates particularly with regards to acquisitive crime.
- Economic downturn can impact on crime rates in localities where it is least expected, as highlighted in the Manchester City Centre burglary crime rates.
- Effective partnership working both with the public sector and private sector (e.g. tenancy management improvements) is critical to achieving reductions in crime rates influenced by economic downturn.
- Partnership working and resources need to be focused in the 'neediest places'.
- 'Neediest places' should be identified by analysis of repeat crime locations and correlation with deprivation data (e.g. Vulnerable Localities Index (VLI) scores).

### 4.4 Summary regarding economic factors and crime in Red Deer

Without conducting detailed time series analyses[43], it could be concluded that economic factors which exist in Red Deer or its environs may affect the incidence of crime. It is likely that property or acquisitive crimes are more likely to be affected. Disorder crimes such as drunkenness and assaults may also be impacted. Some of the factors which may influence the commission of acts of crime or disorder are macro- in nature and have their origin in national or international arenas. They are beyond the control of City authorities. However, the City of Red Deer administration and stakeholders can assess and identify:

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

[43] Such analysis may involve examining the relationship between pairs of variables (bi-variate analysis) or analysing more than one variable at a time (multi-variate analysis)

# 5 Crime Data and Policing Services Analyses – Red Deer and Other Communities

## 5.1 Red Deer

### 5.1.1 Current and Previous Trend Comparisons

This section examines the trends and changes in crime rates and total violations for Red Deer.[44] It also compares the Red Deer data with other Alberta, national, and international communities. The comparator communities were selected based on population and also to provide a variety of population changes to examine the effect, if any, on crime rates. The varying populations are examined given Red Deer's recognition that the population of the city may expand and the associated concern that this may have an impact on crime rates.

The data used for analysis are from the City of Red Deer census, *Statistics Canada Census* and *Uniform Crime Reporting* (UCR), *Canadian Centre for Justice Statistics*, *Police Resources in Canada* (PRC), *Vital Signs* Reports, and Red Deer RCMP PROS generated UCR submissions. The base years for the majority of comparisons are 2004 and 2009.[45]

Data from the various sources are not always consistent, one with the other. This is problematic in terms of analysis and evaluation of overall trends and issues. For example, the City of Red Deer census lists the 2008 population as 87,816 whereas the Police Resources in Canada 2009 report provides a 2008 population figure of 105,130, which may include a portion of the Red Deer County population. Maclean's Magazine[46] in the discussion of the Crime Severity Index (CSI)[47] provides a population figure of 97,038 which differs from the City of Red Deer 2009 census, indicating a population of 89,891.

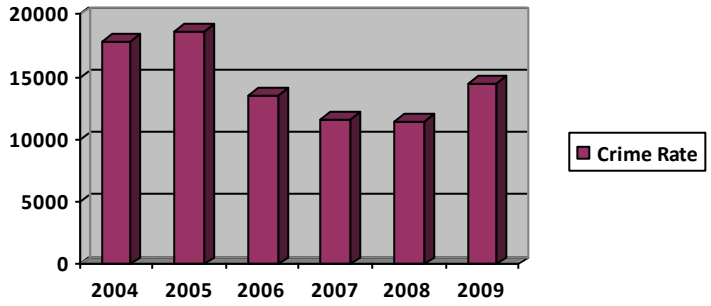
Further, it is noted that the *Police Resources in Canada* 2010 Report uses the 2009 population figures with the 2010 staffing levels to establish *police officer per one hundred thousand population* and *population per officer* ratios. To facilitate a consistent examination of these ratios, the Consultant used 2009 staffing levels, (obtained from the 2009 PRC report), and 2009 populations from the 2010 report.

[44] Crime rate refers to the numbers of total violations per 100,000 population Total violations refers to the tabulation of all violent, property and other Criminal Code incidents reported for a given year.
[45] Finding contained in Maclean's magazine "Canada's Most Dangerous Cities" October 2010 are also discussed.
[46] Ibid. In, http://www2.macleans.ca/2010/10/14/national-crime-rankings-2010/
[47] CSI is defined later in the Report

Consequently, in an attempt to neutralize these difficulties in comparability, or the preference for one model, four measures or data sources are used within this *Review*.[48]

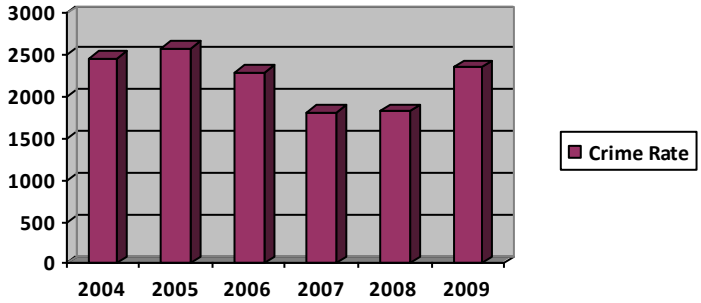
Graph 1-1 illustrates the trend of Red Deer total crime rates through the six-year period from 2004 to 2009. There is an overall decrease of just under 20% from 2004 to 2009, although there is an increase in 2009 over 2008, but not equivalent to the 2005 spike in overall crime rate.

**Graph 1-1 Red Deer Total Crime Rate 2004 to 2009** [49]




Graph 1-2 below, illustrates the trend of Red Deer *Violent Crime* rates through the six-year period from 2004 to 2009. There is an overall decrease of just under 5% during this period. However, the violent crime rate peaks in 2005 and increased in 2009 over 2008, although still lower than the 2005 level.

**Graph 1-2 Red Deer Violent Crime Rate 2004 to 2009**




Graph 1-3 below illustrates the trend of Red Deer *Property Crime* rates through the six-year period from 2004 to 2009. There is an overall decrease of just under 30% during this period, however the property crime rate increases in 2009 over 2008.

[48] *Statistics Canada, Canadian Centre for Justice Statistics*, *Police Resources in Canada* (PRC), RCMP PROS generated UCR submissions
[49] Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics

**Graph 1-3 Red Deer Property Crime Rates 2004 to 2009**

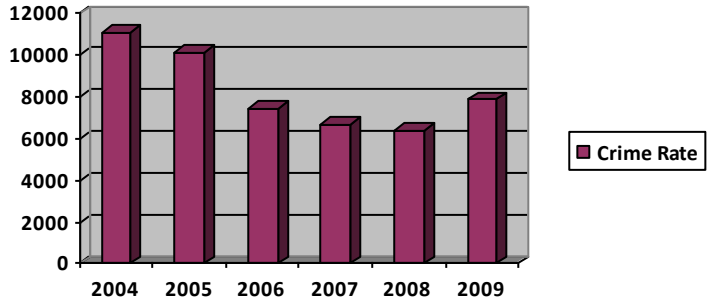



Table 1-1 below, uses the Red Deer census and RCMP-supplied Red Deer PROS generated UCR data to identify an additional measurement of annual comparisons. These data are for the period 2006 to 2009 inclusive.[50] The figures are the total numbers of all reportable (UCR) incidents and violations generated from PROS data for UCR submission to Statistics Canada and prior to reformatting for national publication. The UCR provides a slightly biased view of rates of crime. Where multiple offences occur in one incident, only the most serious of these is recorded for UCR purposes.[51] Consequently, there may be slight variations in PROS and UCR figures.

The total figures include enforcement of other federal and provincial legislation such as the *Mental Health Act*, *Liquor Act*, *Trespass Act*, and *Canadian Environmental Protection Act*, and, therefore, are higher than the crime figures. The figures for *incidents per 100,000 population percent change* are calculated from these figures and the Red Deer census. This methodology is different from the Statistics Canada crime rate figures in that it uses consistent comparators and, therefore, provides an additional perspective on the total incidents and crime trends.

**Table 1-1 Red Deer 2006 – 2009 Total RCMP PROS Generated UCR Figures**

| | Red Deer Census [52] Population | % change | Red Deer Total Incidents | % change | Incidents per 100,000 pop | % change | Notes |
|---|---|---|---|---|---|---|---|
| 2004 | 75,923 | +4.5 | | | | | Crime Prevention & Policing Review 1 |
| 2005 | 79,082 | +4.2 | | | | | |
| 2006 | 82,971 | +4.9 | 21,768 | | 26,236 | | |
| 2007 | 85,646 | +3.2 | 23,701 | +8.9 | 27,673 | +5.5 | |
| 2008 | 87,816 | +2.5 | 22,029 | -7.1 | 25,085 | -9.4 | |
| 2009 | 89,891 | +2.4 | 20,197 | -8.3 | 22,468 | -10.4 | 18.4% increase in pop. from 2004 |

[50] 2004-2005 data was not available as there was a change in RCMP record management systems in 2006 from the previous years.
[51] For further discussion of UCR data compilation please see Canadian Centre for Justice Statistics, Police Services Program, "Uniform Crime Reporting Incident-based Survey."
[52] Red Deer 2010 census: www.reddeer.ca

Table 1-2, below, uses Statistics Canada census and Statistics Canada Uniform Crime Reporting (UCR) data to provide a comparison between the years 2004 (the time period when the previous *Crime Prevention and Policing Study* was conducted) and 2009, the base year for this *Review*. The Crime Rate is the number of violations per 100,000 population. The figures illustrate population growth of slightly over 25% accompanied by a 19% decrease in the crime rate and a marginal increase (0.9%) in the actual numbers of total violations.

**Table 1-2 Red Deer 2004 & 2009 Comparison**

| | Population Police Resources in Canada | Pop % change | StatsCan Crime Rate | Crime Rate % change | StatsCan Total Violations | Total Violations % change |
|---|---|---|---|---|---|---|
| 2004 | 73,698 | | 17,827 | | 13,199 | |
| 2009 | 92,415 | +25.4% | 14,410 | -19.17% | 13,317 | +0.9 |

Table 1-3, below, uses Statistics Canada *Police Resources in Canada* (PRC) data and the *Red Deer census* to provide the nine-year trend for Red Deer from 2001 to 2009.

**Table 1-3 Red Deer 2001 to 2009 Trend – Crime rates & Crime Severity**

| | PRC Population | Pop % change | Red Deer Census Population | Pop % change | Crime Rate [53] & Severity [54] | Crime Rate /Severity % change |
|---|---|---|---|---|---|---|
| 2001 | 65,455 | | 68,308 | | 13,565 | |
| 2002 | 65,795 | +5.2% | 70,593 | +3.4 | 16,462 | +20% |
| 2003 | 72,176 | +9.7% | 72,691 | +3.0 | 19,831 | +30% |
| 2004 | 73,698 | +2.1% | 75,923 | +4.5 | 17,014 | -14% |
| 2005 | 78,352 | +6.3% | 79,082 | +4.2 | 17,996 | +3% |
| 2006 | 79,391 | +1.3% | 82,971 | +4.9 | 13,206 | -23% |
| 2007 | 97,038 [55] | | 85,646 | +3.2 | 10,920 | -20% |
| 2008 | 105,130 | | 87,816 | +2.5 | 113.2 | -1.6% |
| 2009 | 92,415 | | 89,891 | +2.4 | 133.9 | +18.3 |

The Red Deer census indicates a median growth rate of 3.3% during the period 2001-2009.[56] During the period of greatest population growth (2004-2006 inclusive) the crime rate had only a small increase (3%)

[53] Crime rate = total criminal code per 100,000 population
[54] Police Resources in Canada Reports changed from Crime Rate to Crime Severity in 2008
[55] Population numbers reported in Police Resources in Canada differ from the Red Deer census and so the population change rates are not included for the years 2007-2009
[56] Average population increase for the 2001 to 2009 period is 3.5%

between 2004 and 2005, but then dropped considerably (23%) between 2005 and 2006. The lowest year of population growth (2009) indicates a growth in the crime severity rate. Years of modest population growth coincide with crime rate decreases other than 2009 which combined a modest population increase with an 18% crime rate increase over 2008.

The publication *Vital Signs* provides profiles of Canadian municipalities and lists crime rates for Red Deer. Table 1-4, below, uses *Vital Signs Reports* to illustrate trends from 2007 to 2009.

**Table 1-4 Red Deer 2007 to 2009 – Vital Signs**

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

It should be noted that the 2008 data referring to property crime rate per 100,000 and rate changes were documented in the 2009 *Vital Signs* report. However, the 2010 Vital Signs report provides a different property crime rate (6420) and violent crime rate (1822) than the 2009 report for the year 2008.

In October 2010, Maclean's magazine published "*Canada's Most Dangerous Cities*"[57] which rank ordered 100 Canadian communities in terms of the Crime Severity Index (CSI). Maclean's ranked Red Deer as 11th most dangerous city in Canada with an overall crime score as a percentage difference of 53.57% from the national crime rate.

Maclean's report ranking is problematic for the City of Red Deer. On the one hand, the CSI is a statistical compilation and represents the City of Red Deer's ranking against other municipal centres. On the other hand, the total context (site and situation) for why Red Deer is ranked 11th is not fully explored in the MacLean's article. This gives rise to anecdotal comments arising during the course of the *Review*, such as 'statistics can say whatever you want them to.' Interestingly, a similar observation was made during the 2004 *Crime Prevention and Policing Study.*

In comparing the city of Red Deer to other municipalities, both inside and outside of Alberta, as well as in review of best practices across North America, no one community, no one model of policing, stands alone

[57] MacLean's Magazine. In, http://www2.macleans.ca/2010/10/14/national-crime-rankings-2010/

as better than the rest. Each model or program must be considered *in situ*. Factors such as the demographics, climate and location *vis-a-vis* other cities and location *vis-a-vis* surrounding development or industry will all impact crime and a Crime Severity Index as used in MacLean's. It should be noted that crime rates and the pattern of these rates over time, including underlying trends in Red Deer, are for the most part, in keeping with crime rates and patterns in other communities. Further, these rates become more aligned as the similarity of demographics in comparison communities to that of Red Deer increases.[58]

Criticism of the Maclean's report primarily focuses on the article not taking into consideration size differences between cities. Further, that the report is based only on crimes reported. This was raised by cities such as Belleville, Ontario,[59] Winnipeg and Regina, where in the latter instance the Mayor commented,

> *"We don't compare ourselves to other cities. We compare ourselves with ourselves; we base our estimates of progress on whether we're reducing crime from year to year."*[60]

The Crime Severity Index (used in the Maclean's ranking) is a measure introduced by Statistics Canada, in 2006, to provide directly comparable data to reflect the degree of severity of crimes rather than, simply, a total tally of all crimes. This permits the consideration of the relative differences between crimes and its impact upon sense of security within a jurisdiction, the differences in time taken to address crime issues, and the impact upon victims.[61] One disadvantage of the Crime Severity Index is that the number is useful only in comparing with other communities and doesn't provide an easily-understood indication in isolation of crime levels within a community.

Within Alberta comparators included in the Maclean's ranking (Table 1-5 and 1-6 below), Red Deer is ranked third of the five cities in overall crime, fourth in homicides, *sexual assault*, and *robbery*, second highest in *break & enter (B&E)*, and fourth in *motor vehicle theft*.

[58] Converge Consulting Group.
[59] Officials say report on crime overblown", The Intelligencer.
[60] Calgary Herald. "Regina is Canada's third-most 'crime-ridden' city: Maclean's crime survey." October 13, 2010.
[61] Statistics Canada

**Table 1-5 Maclean's National 2010 Crime Rankings – Selected Alberta Comparators**

| | Red Deer | | Lethbridge | | Medicine Hat | | Fort McMurray | |
|---|---|---|---|---|---|---|---|---|
| Crime | Overall crime score[62] | Rank in 100 | Overall crime score | Rank in 100 | Overall crime score | Rank in 100 | Overall crime score | Rank in 100 |
| Overall | 53.57 | 11 | 31.95 | 19 | -5.02 | 47 | 68.08 | 5 |
| Homicide | 21.68 | 27 | -39.16 | 49 | 159.96 | 3 | -5.97 | 38 |
| Sexual Assault | 8.16 | 30 | 34.60 | 14 | -0.86 | 40 | 12.68 | 29 |
| Robbery | 9.89 | 32 | 11.88 | 29 | -52.17 | 67 | -18.16 | 42 |
| B&E | 26.19 | 31 | 13.01 | 45 | -8.22 | 60 | 1.58 | 53 |
| Motor Vehicle Theft | 83.59 | 15 | -10.08 | 46 | -39.52 | 72 | 208.95 | 1 |

**Table 1-6 Maclean's National 2010 Crime Rankings – Selected Alberta Comparators continued**

| | Red Deer | | Grand Prairie | | Calgary | | Edmonton | |
|---|---|---|---|---|---|---|---|---|
| Crime | Overall crime score* | Rank in 100 | Overall crime score | Rank in 100 | Overall crime score | Rank in 100 | Overall crime score | Rank in 100 |
| Overall | 53.57 | 11 | 63.50 | 7 | -8.50 | 55 | 48.00 | 13 |
| Homicide | 21.68 | 27 | 110.18 | 9 | 16.15 | 31 | 77.00 | 11 |
| Sexual Assault | 8.16 | 30 | 17.67 | 25 | -25.69 | 69 | -4.89 | 44 |
| Robbery | 9.89 | 32 | -17.53 | 41 | 28.41 | 18 | 112.03 | 7 |
| B&E | 26.19 | 31 | 8.40 | 47 | -17.78 | 69 | 30.82 | 29 |
| Motor Vehicle Theft | 83.59 | 15 | 117.53 | 7 | 33.81 | 30 | 122.05 | 6 |

The years from 2004 to 2009 – the years of the two *Crime Prevention and Policing Reviews* – are compared and summarized in Table 1-7 below. The figures were obtained through *Statistics Canada Uniform Crime Reporting* and include the total number of violations. Detailed analyses of specific categories of crimes and violations in each of the total categories are found in Appendix 1-5, (Tables A5-7a to A5-7j.)

[62] As a percentage difference from the national rate

**Table 1-7 Red Deer Crime Rate Trends 2004 to 2009 – Totals and Homicide**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % 2004-2009 change |
|---|---|---|---|---|---|---|---|
| Population [63] | 75,923 | | | | | 89,891 | Pop +18% |
| Total All Violations | 13,199 | 14,275 | 11,609 | 11,946 | 12,064 | 13,317 | |
| Rate per 100,000 pop | 17,827 | 18,684 | 13,452 | 11,593 | 11,491 | 14,410 | -19.17% |
| All Criminal Code Violations including. traffic | 12,846 | 13,727 | 11,240 | 11,532 | 11,661 | 12,881 | |
| Rate per 100,000 pop | 17,350 | 17,967 | 13,024 | 11,191 | 11,107 | 13,938 | -19.67% |
| All Criminal Code Violations excluding. traffic | 12,541 | 13,013 | 10,749 | 10,986 | 11,000 | 12,185 | |
| Rate per 100,000 pop | 16,938 | 17,032 | 12,455 | 10,661 | 10,477 | 13,185 | -22.16% |
| Total Violent Criminal Code | 1825 | 1972 | 1975 | 1861 | 1913 | 2171 | +18.95% |
| Rate per 100,000 pop | 2465 | 2581 | 2289 | 1806 | 1822 | 2349 | -4.71% |
| Total Property Crime | 8177 | 7748 | 6445 | 6846 | 6740 | 7278 | -10.9% |
| Rate per 100,000 pop | 11,044 | 10,141 | 7468 | 6644 | 6420 | 7875 | -18.7% |
| Homicide | 2 | 4 | 0 | 0 | 3 | 2 | |
| Rate per 100,000 pop | 2 | 5 | 0 | 0 | 3 | 2 | |
| Attempted Murder | 1 | 2 | 0 | 2 | 1 | 1 | |
| Rate per 100,000 pop | 1 | 3 | 0 | 2 | 1 | 1 | |

The total reported violation trend has remained relatively constant when compared between 2004 and 2009. However, there have been fluctuations within this time, for example an 8% rise in 2005, followed by an almost 19% drop in 2006 (from the previous year) and then a gradual increase during 2007 and 2008 to a level in 2009 just under 1% higher than that of 2004.

Correspondingly, during this same period, there has been an almost 20% decrease in the overall crime rate, associated with all reported violations. The number of reported total property crime violations in 2004 (8177) decreased almost 11% during this period to 7278 violations in 2009. When viewed as a rate per 100,000 population, property crime decreased by almost 19% during this period. However, it should be noted that total reported violent crime has been trending upward since 2004, with the number of reported crimes increasing by almost 19% from 2004 (1825) to 2009 (2171), although the rate per 100,000 population for total violent crime has decreased by just under 5% during this same time period. As a percentage of all reported criminal code violations (excepting traffic), violent crime has increased by 3.2% from 2004 to 2009. Conversely, property crime, as a percentage of all reported criminal code

[63] Red Deer City Census

violations, excepting traffic, has decreased by 5.5% during this same period. Simply stated, there are more incidents of violent crimes being reported between 2004 and 2009, than property crimes.

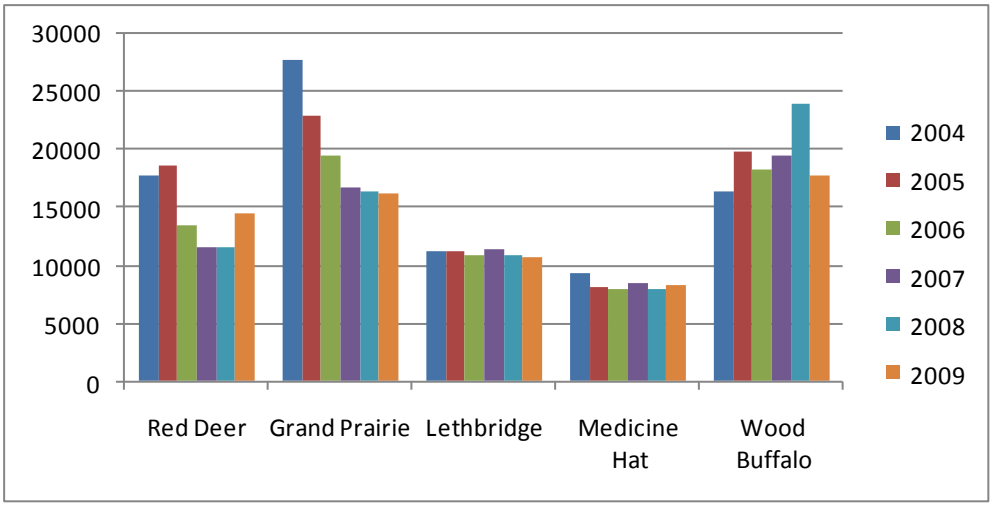
### 5.1.2 Similar size communities in Alberta and Canada

Considering all the comparators, the figures do not indicate a clear correlation between population growth and changes in the crime/severity rate. All communities experienced significant growth in populations but the crime rate changes showed, generally, a converse effect, decreases, and only one comparator showing a modest increase.

The four Alberta comparators were selected as comparators as they provide two contracted police services (RCMP Grand Prairie and Wood Buffalo/Fort McMurray) and two municipal police forces (Lethbridge and Medicine Hat) operating under the *Alberta Police Act* and having populations reasonably comparable.[64,65] In addition, the communities have differences in population growth varying from under one percent to forty percent during different periods through the decade.

Graphs 1-4 and 1-5 illustrate the Crime Rate[66] based on the total reported *Criminal Code* violations, including traffic, for the comparator jurisdictions during the six-year period 2004 to 2009.

**Graph 1-4 Alberta Comparators**




[64] Census Canada
[65] The 2004 Review included the Alberta communities of Grande Prairie, Lethbridge, Medicine Hat, Calgary, and Edmonton
[66] Statistics Canada UCR. Crime Rate is the number of violations per 100,000 population . Exact numbers are included in the following Tables, 1-8, 1-9, 1-10

Graph 1-5 below, examines the specific crime rate comparison for the national comparators.

**Graph 1-5**

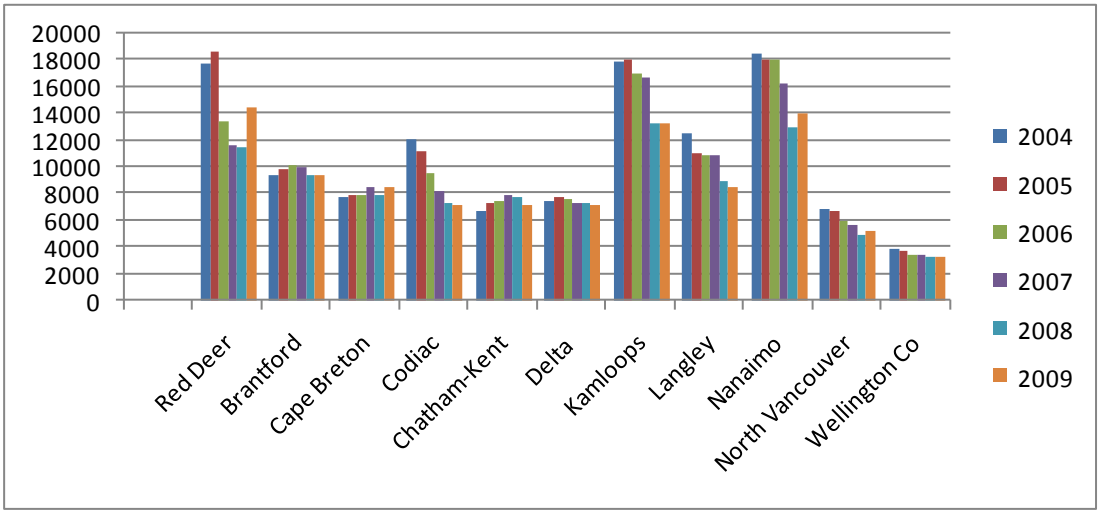



Table 1-8 below illustrates the specific Crime Rates[67] based on the total reported *Criminal Code* violations, including traffic, for all the comparator jurisdictions during the six-year period 2004 to 2009.

**Table 1-8 Comparator Communities – Crime Rates – 2004 to 2009** [68]

| | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Change % 2004 - 2009 |
|---|---|---|---|---|---|---|---|
| Red Deer City | 17,827 | 18,684 | 13,452 | 11,593 | 11,491 | 14,410 | -19.17 |
| Red Deer Rural * | 8888 | 10,893 | 9349 | 31.616 | 33,692 | 8664 | -2.52 |
| Grande Prairie | 27,681 | 23,001 | 19,490 | 16,685 | 16,402 | 16,187 | -41.5 |
| Lethbridge | 11,225 | 11,137 | 10,886 | 11,365 | 10,915 | 10,645 | -5.17 |
| Lethbridge Rural * | 11,819 | 9238 | 7658 | 6097 | 5459 | 5426 | -54.01 |
| Medicine Hat | 9,318 | 8,104 | 7,970 | 8,445 | 7,942 | 8,192 | -12.08 |
| Wood Buffalo | 16,439 | 19,784 | 18,298 | 19,547 | 23,910 | 17,743 | +7.93 |
| | | | | | | | |
| Brantford | 9380 | 9913 | 10,120 | 10,024 | 9396 | 9440 | +0.64 |
| Cape Breton | 7768 | 7924 | 7980 | 8523 | 7973 | 8455 | +8.84 |
| Codiac | 12,153 | 11,121 | 9514 | 8291 | 7307 | 7219 | -40.59 |
| Chatham-Kent | 6689 | 7241 | 7521 | 7915 | 7772 | 7153 | +6.93 |
| Delta | 7397 | 7726 | 7649 | 7320 | 7239 | 7202 | -2.64 |
| Kamloops | 17,938 | 17,995 | 17,004 | 16,703 | 13,219 | 13,297 | -25.87 |
| Langley Township | 12.482 | 11,051 | 10,926 | 10,906 | 8985 | 8480 | -32.06 |
| Nanaimo | 18,579 | 18,129 | 18,050 | 16,202 | 12,956 | 14,075 | -24.24 |
| North Vancouver | 6888 | 6685 | 6014 | 5671 | 4945 | 5277 | -23.39 |
| Wellington Co | 3853 | 3720 | 3445 | 3399 | 3352 | 3350 | -13.05 |

[67] Statistics Canada UCR. Crime Rate is the number of violations per 100,000 population
[68] Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics

* It should be noted that Red Deer and Lethbridge Rural Detachments are not comparator communities due to their smaller populations. They are added in this instance as any significant changes in the contiguous jurisdictions may affect the cities.

Table 1-8 above and 1-9 and 1-10 below detail the crime rates (illustrated in the graphs above) from 2004 to 2009 for the four Alberta comparator communities and the ten national comparators. The figures are arranged in categories of total violations, violent crime, and property crime as it will be seen the different category rates within one community may not change uniformly.

The overall crime rate for Red Deer has decreased by just under 20% over the six years.

Table 1-9, below, illustrates the Violent Crime Rates[69] based on the total reported *Criminal Code* violations for the comparator jurisdictions during the six-year period 2004 to 2009.

**Table 1-9 Comparator Communities – Violent Crime Rates – 2004 to 2009** [70]

| | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Change % 2004 - 2009 |
|---|---|---|---|---|---|---|---|
| Red Deer City | 2465 | 2581 | 2289 | 1806 | 1822 | 2349 | -4.70 |
| Red Deer Rural * | 1417 | 1454 | 1262 | 4298 | 5533 | 1101 | -22.30 |
| Grande Prairie | 3338 | 2601 | 2606 | 2454 | 2409 | 2536 | -24.02 |
| Lethbridge | 1500 | 1381 | 1415 | 1504 | 1574 | 1690 | +12.66 |
| Lethbridge Rural * | 2703 | 2207 | 2180 | 2045 | 963 | 766 | -71.66 |
| Medicine Hat | 1039 | 1078 | 1095 | 1144 | 1106 | 1256 | +20.88 |
| Wood Buffalo | 2974 | 2959 | 2752 | 2,594 | 2900 | 2550 | -14.26 |
| | | | | | | | |
| Brantford | 1639 | 1772 | 1988 | 1925 | 1841 | 1934 | +17.99 |
| Cape Breton | 1892 | 1744 | 1631 | 1653 | 1800 | 1865 | -1.43 |
| Codiac | 1862 | 1614 | 1331 | 1377 | 1434 | 1455 | -21.85 |
| Chatham-Kent | 862 | 994 | 1010 | 1235 | 1253 | 1022 | +18.56 |
| Delta | 995 | 970 | 1135 | 913 | 993 | 986 | -0.90 |
| Kamloops | 2733 | 2857 | 2992 | 2745 | 2419 | 2429 | -11.12 |
| Langley Township | 1150 | 1115 | 1183 | 1153 | 986 | 994 | -13.57 |
| Nanaimo | 2437 | 2624 | 2738 | 2107 | 1863 | 1853 | -23.96 |
| North Vancouver | 885 | 826 | 764 | 683 | 576 | 588 | -33.56 |
| Wellington Co | 476 | 543 | 519 | 497 | 531 | 386 | -18.91 |

As previously noted, Red Deer and Lethbridge Rural Detachments are not comparator communities due to their smaller populations. However, they are added in this instance as any significant changes in the contiguous jurisdictions may affect the cities.

The violent crime rate for Red Deer has decreased by just under 5% between 2004 to 2009.

[69] Statistics Canada UCR. Crime Rate is the number of violations per 100,000 population
[70] Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics

Table 1-10 illustrates the Property Crime Rates[71] based on the total reported *Criminal Code* violations for the comparator jurisdictions during the six-year period 2004 to 2009.

**Table 1-10 Comparator Communities – Property Crime Rates – 2004 to 2009** [72]

| | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Change % 2004 - 2009 |
|---|---|---|---|---|---|---|---|
| Red Deer City | 11,044 | 10,141 | 7468 | 6644 | 6420 | 7875 | -28.69 |
| Red Deer Rural * | 5418 | 6631 | 6251 | 19,019 | 17,862 | 5114 | -5.61 |
| Grande Prairie | 14,464 | 12,781 | 10,285 | 9393 | 8516 | 8295 | -42.65 |
| Lethbridge | 6986 | 7099 | 6499 | 7050 | 6415 | 5965 | -14.61 |
| Lethbridge Rural * | 5762 | 4219 | 3086 | 2268 | 2184 | 2273 | -60.56 |
| Medicine Hat | 6152 | 4563 | 4807 | 4640 | 3947 | 3948 | -35.83 |
| Wood Buffalo | 3314 | 4363 | 4368 | 4483 | 6038 | 4520 | +36.39 |
| | | | | | | | |
| Brantford | 6299 | 6543 | 6291 | 6260 | 5846 | 5879 | -6.67 |
| Cape Breton | 4839 | 5022 | 5062 | 4963 | 4595 | 4677 | -3.35 |
| Codiac | 6968 | 6298 | 6030 | 4935 | 3950 | 4097 | -41.20 |
| Chatham-Kent | 4582 | 4651 | 4880 | 4984 | 4642 | 4384 | -4.32 |
| Delta | 4466 | 4563 | 4887 | 4559 | 4232 | 3951 | -11.53 |
| Kamloops | 10,306 | 10,219 | 9731 | 9747 | 6775 | 5385 | -47.75 |
| Langley Township | 8787 | 7747 | 7289 | 7229 | 5891 | 5649 | -35.71 |
| Nanaimo | 11,839 | 10,257 | 9874 | 9604 | 7394 | 7545 | -36.27 |
| North Vancouver | 4930 | 4381 | 3853 | 3523 | 2908 | 2975 | -39.66 |
| Wellington Co | 2577 | 2423 | 2180 | 2127 | 2111 | 2324 | -9.82 |

Red Deer and Lethbridge Rural Detachments are not comparator communities due to their smaller populations. They are added in this instance as any significant changes in the contiguous jurisdictions may affect the cities.

The property crime rate for Red Deer decreased by just over 28% during the period 2004-2009.

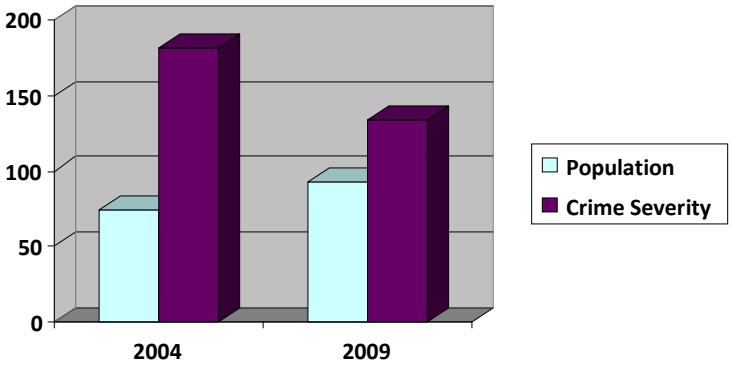
[71] Statistics Canada UCR. Crime Rate is the number of violations per 100,000 population
[72] Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics

**Table 1-11 Police-reported crime severity indexes by province and territory** [73]

| | 2009 | 2008 to 2009 | 2009 | 2008 to 2009 |
|---|---|---|---|---|
| | Total Crime Severity Index | | Violent Crime Severity Index | |
| | index | % change | index | % change |
| **Canada** | **87.2** | **-4** | **93.7** | **-1** |
| Newfoundland and Labrador | 72.1 | 0 | 60.9 | -9 |
| Prince Edward Island | 65.5 | -4 | 44.0 | 0 |
| Nova Scotia | 83.9 | 0 | 89.6 | 1 |
| New Brunswick | 70.7 | -1 | 72.0 | 6 |
| Quebec | 82.0 | -1 | 81.0 | -2 |
| Ontario | 68.9 | -3 | 81.5 | 0 |
| Manitoba | 131.1 | 2 | 175.4 | 10 |
| Saskatchewan | 149.4 | -2 | 155.2 | 1 |
| Alberta | 104.7 | -7 | 105.0 | -6 |
| British Columbia | 110.3 | -9 | 109.8 | -5 |
| Yukon | 179.9 | -1 | 198.8 | 2 |
| Northwest Territories | 323.3 | -5 | 326.4 | -4 |
| Nunavut | 336.9 | 2 | 485.5 | 1 |

Graph 1-6 below illustrates and compares the Red Deer population growth and Crime Severity Index for the years 2004 and 2009. Exact figures are included below in Tables 1-12 and 1-13.

**Graph 1-6 Red Deer Property Crime Severity Index 2004 to 2009**




[73] Statistics Canada

Table 1-12 below compares and contrasts the year of the first *Crime Prevention and Policing Study 2004* and the year 2009 for the current Review. All the comparator communities experienced population growth, varying from 15 to 27%. Four communities experienced a decline in the crime severity rate and one experienced an increase.

**Table 1-12 Alberta Comparators – Population and Crime Severity Index 2004 & 2009** [74]

| Community | Prov | 2004 pop [75] | 2009 pop | Pop % change | 2004 crime severity | 2009 crime severity | Crime % change |
|---|---|---|---|---|---|---|---|
| Red Deer | AB | 73,698 | 92,415 | +23.39 | 181.69 | 133.9 | -26.31% |
| Grande Prairie | AB | 41,786 | 52,053 | +24.57 | 232.48 | 142.6 | -38.66% |
| Lethbridge | AB | 77,439 | 89,835 | +16 | 128.04 | 115.1 | -10.11% |
| Medicine Hat | AB | 54,898 | 63,443 | +15.56 | 102.87 | 82.8 | -19.52% |
| Wood Buffalo / Fort McMurray | AB | 47,783 | 60,069 | +25.71 | 133.94 | 146.6 | +9.45% |

Table 5-13 below provides greater detail of the crime severity for the two *Review* study years, including violent and property crime severity. The rankings are national: 2004 from 1025 police services and 2009 from a 208 policing communities. The differences in numbers of participating police services are owing to a different approach by Stats Canada.

**Table 1-13 Alberta Comparators – Crime Severity Index 2004 & 2009** [76] [77]

| Community | Prov | Overall Crime Severity Index 2004 | | Overall Crime Severity Index 2009 | | Violent Crime Severity Index 2009 | | Non-violent Crime Severity Index 2009 | |
|---|---|---|---|---|---|---|---|---|---|
| | | value | rank | value | rank | value | rank | value | rank |
| Alberta | AB | 124.08 | 312 | | | | | | |
| Red Deer | AB | 181.69 | 181 | 133.9 | 34 | 121.6 | 39 | 138.6 | 33 |
| Grande Prairie | AB | 232.48 | 114 | 142.6 | 28 | 130.5 | 33 | 147.2 | 25 |
| Lethbridge | AB | 128.04 | 297 | 115.1 | 54 | 107.8 | 55 | 117.8 | 60 |
| Medicine Hat | AB | 102.87 | 422 | 82.8 | 107 | 75.6 | 107 | 85.6 | 111 |
| Fort McMurray / Wood Buffalo [78] | AB | 133.94 | 272 | 146.6 | 22 | 127.5 | 36 | 153.9 | 18 |

[74] Statistics Canada
[75] 2004 and 2009 populations Police Resources in Canada Reports 2005 & 2010
[76] Statistics Canada http://www.statcan.gc.ca/pub/85-002-x/2010002/article/11292/tbl/csivalue-igcvaleurs-eng.htm
[77] 2004 Values for 1025 Police Services Policing Communities; 2009 Values for 208 Police Services Policing Communities of over 10,000 Population
[78] The reports list 2004 as Fort McMurray and 2009 as Wood Buffalo. In 1995 the Improvement District No. 143 and the City of Fort McMurray were amalgamated to form the Municipality of Wood Buffalo; in 1996 the name was changed to Regional Municipality of Wood Buffalo. Alberta Municipal Affairs website

Tables 5-14 and 5-15 use Statistics Canada Police Resources in Canada data to provide the six-year trend from 2001 to 2007 comparing crime rates/severity to population changes. Police Resources in Canada Reports changed from Crime Rate to Crime Severity in 2008. Consequently, data cannot be compared in this form between 2004 and 2009.

**Table 1-14 Alberta Comparators – Crime Rates 2001 – 2007**[79]

| | Population 2001 | Population 2007 | Pop % change | Crime rate 2001* | Crime rate 2007 | Crime rate % change |
|---|---|---|---|---|---|---|
| Red Deer | 65,455 | 97,038[80] | +48.25% | 13,565 | 10,920 | -19.5% |
| Grande Prairie | 35,836 | 49,900 | +39.25% | 17,223 | 14,898 | -13.5% |
| Lethbridge | 69,804 | 82,146 | +17.68% | 11,319 | 10,772 | -4.83% |
| Medicine Hat | 53,427 | 60,246 | +12.76% | 7,114 | 7,536 | +5.93% |
| Fort McMurray | 39,116 | 54,813 | +40.13% | 17,106 | 16,064 | -6.09% |

**Table 1-15 Alberta Comparators – Crime Severity Rates 2008 – 2009**

| | Population 2008 | Population 2009 | Pop % change | Crime severity 2008 | Crime severity 2009 | Crime severity % change |
|---|---|---|---|---|---|---|
| Red Deer | 105,130 a | 92,415 | [81] | 113.2 | 133.9 | +18.29% |
| Grande Prairie | 51,578 | 52,053 | +0.92% | 150.5 | 142.6 | -5.25% |
| Lethbridge | 88,020 | 89,835 | +2.06% | 118.4 | 115.1 | -2.79% |
| Medicine Hat | 62,136 | 63,443 | +2.1% | 74.2 | 82.8 | +11.59 |
| Fort McMurray | 54,064 | 60,069 | +11.1% | 206.5 | 146.6 | -28.67% |

The figures show that whereas there is a constant decrease in Red Deer from 2001 to 2008, there was an increase in 2009, contrasting with three of the comparators. Wood Buffalo shows a significant decrease in 2009 but remains at a higher crime rate and higher crime severity index compared to Red Deer throughout the period. Factors that are likely to influence the crime rate/severity index are described in Chapter 3.

[79] Crime rate = total criminal code per 100,000 population
[80] 2007 population as reported in Police Resources in Canada 2008 Report ; the Red Deer census reports a population of 85,646
[81] The Red Deer 2008 population figure reported in Police Resources in Canada may include a portion of the Red Deer County and consequently the change rate is not calculated.

Tables 1-16 and 1-17 include communities with populations between 85,000 and 95,000.

**Table 1-16 Canadian Comparators 1 – Population and Crime Severity/Rate Changes** [82]

| Community | Prov | 2004 pop | 2009 pop | Pop % change | 2004 crime Severity / rate | 2009 crime Severity / rate | Crime % change |
|---|---|---|---|---|---|---|---|
| Red Deer | AB | 73,698 | 92,415 | +23.39 | 181.69 | 133.9 | -16.31% |
| Brantford | ON | 91,584 | 95,285 | +4.04 | 118.7 | 114.2 | -3.8% |
| Wellington County[83] | ON | 86,502 | 91290 | +5.54 | 43.7 | 36.8 | -15.79 |
| Kamloops | BC | 81,699 | 86,451 | +5.81 | 174.88 | 114.8 | -34.35 |
| Nanaimo | BC | 78,533 | 88,731 | +12.98 | 179.85 | 129.3 | -28.11% |
| North Vancouver District | BC | 87,694 | 89,976 | +2.6 | CSI n/a<br>Crime rate 6888 | 53.8<br>Crime rate 5277 | n/a<br>-23.24% |

Tables 1-16 and 1-17 indicate all communities experienced increases in population (between 2% and 23%) accompanied by decreases in the Crime Severity Index (between 3% and 28%).

**Table 1-17 Canadian Comparators 1 – Crime Severity Index 2004 & 2009** [84,85]

| Community | Prov | Overall Crime Severity Index 2004 | | Overall Crime Severity Index 2009 | | Violent Crime Severity Index 2009 | | Non-violent Crime Severity Index 2009 | |
|---|---|---|---|---|---|---|---|---|---|
| | | value | rank | value | rank | value | value | value | rank |
| Red Deer | AB | 181.69 | 181 | 133.9 | 34 | 121.6 | 39 | 138.6 | 33 |
| Brantford | ON | 118.7 | 342 | 114.2 | 58 | 102.8 | 61 | 118.5 | 57 |
| Wellington County | ON | 43.7 | 917 | 36.8 | 200 | 17.5 | 206 | 44.2 | 197 |
| Kamloops | BC | 174.88 | 193 | 114.8 | 55 | 116.4 | 47 | 114.1 | 64 |
| Nanaimo | BC | 179.85 | 185 | 129.3 | 37 | 99.3 | 65 | 140.9 | 28 |
| North Vancouver | BC | n/a[86] | n/a | 53.8 | 177 | 52.2 | 154 | 54.4 | 186 |

[82] 2004 and 2009 populations and Crime Severity Rates source Police Resources in Canada. Crime rates source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics, Statistics Canada
[83] Name later changed to Wellington Centre
[84] Statistics Canada www.statcan.gc.ca/pub/85-002-x/2010002/article/11292/tbl/csivalue-igcvaleurs-eng.htm
[85] 2004 Values for 1025 Police Services Policing Communities. 2009 Values for 208 Police Services Policing Communities of over 10,000 Population
[86] The 2004 figures appear to include both the City and District of North Vancouver and so are not consistent

Table 1-18 includes communities with populations between 100,000 and 110,000.

**Table 1-18 Canadian Comparators 2 – Population and Crime Severity Index Changes**

| Community | Prov | 2004 pop | 2009 pop | Pop % change | 2004 crime | 2009 crime | Crime % change |
|---|---|---|---|---|---|---|---|
| Red Deer | AB | 73,698 | 92,415 | +23.39 | 181.69 | 133.9 | -16.31 |
| Chatham-Kent | ON | 109,708 | 109,858 | +0.13 | 82.84 | 90.1 | +8.76% |
| Delta | BC | 101,848 | 106,394 | +4.46 | 76.82 | 77.1 | +0.3% |
| Victoria [87] | BC | 94,576 | 102,455 | +8.33 | 226.82 | 157.5 | -30.57% |
| Langley Township | BC | 95,073 | 102,898 | +8.22 | 140.99 | 108.1 | -23.4% |
| Codiac Regional | NB | 109,429 | 106,710 | -3.74 | 121.26 | 82.8 | -31.72% |
| Cape Breton | NS | 105,860 | 102,056 | -3.6 | 87.56 | 82.5 | -5.78% |

**Table 1-19 Canadian Comparators 2 – Crime Severity Index 2004 & 2009** [88] [89]

| Community | Prov | Overall Crime Severity Index 2004 | | Overall Crime Severity Index 2009 | | Violent Crime Severity Index 2009 | | Non-violent Crime Severity Index 2009 | |
|---|---|---|---|---|---|---|---|---|---|
| | | value | rank | value | rank | value | value | value | rank |
| Red Deer | AB | 181.69 | 181 | 133.9 | 34 | 121.6 | 39 | 138.6 | 33 |
| Chatham-Kent | ON | 82.84 | 568 | 90.1 | 94 | 64.1 | 128 | 100.1 | 80 |
| Delta | BC | 76.82 | 621 | 77.1 | 127 | 71.4 | 114 | 79.3 | 127 |
| Victoria | BC | 226.82 | 126 | 157.5 | 15 | 169.6 | 11 | 152.9 | 20 |
| Langley Township | BC | 140.99 | 257 | 108.1 | 67 | 84.3 | 88 | 117.3 | 63 |
| Codiac Regional | NB | 121.26 | 325 | 82.8 | 106 | 86.6 | 86 | 81.4 | 122 |
| Cape Breton | NS | 87.56 | 535 | 82.5 | 109 | 77.8 | 104 | 84.3 | 114 |

Tables 1-18 and 1-19, above, indicate that two communities experienced a slight loss of population, one had almost no change, and three had modest increase between 4% and 8%. One community had an increase of 8 % in CSI, one almost no change, one experienced a 5% decrease, and three reported decreases from 20% to over 30 percent.

Table 1-20, below, illustrates the national comparator crime rates (violations per 100,000 populations) from 2004 to 2009. Of the twelve communities, one experienced a very slight increase of less than 1%; two have increases less than 10%; two have decreases less than 10%; two (including Red Deer) show decreases between 10% and 20%; and five have decreases of more than 20%.

[87] Victoria includes the municipality of Esquimalt
[88] Statistics Canada
[89] 2004 Values for 1025 Police Services Policing Communities 2009 Values for 208 Police Services Policing Communities of over 10,000 Population

**Table 1-20 Canadian Comparators – Population & Crime Rate 2004 & 2009** [90]

| Community | Pop 2004 | Pop 2009 | Pop % change | All Violations per 100,000 pop 2004 | All Violations per 100,000 pop 2009 | Violations % change |
|---|---|---|---|---|---|---|
| Red Deer AB | 73,698 | 92,415 | +23.39 | 17,827 | 14,410 | -19.17% |
| Cape Breton Region NS | 105,860 | 102,056 | -3.6 | 7768 | 8455 | +8.84% |
| Codiac Regional NB | 109,429 | 106,710 | -3.74 | 12,153 | 7219 | -40.6% |
| Chatham-Kent ON | 109,708 | 109,858 | +0.13 | 6689 | 7153 | +6.93% |
| Brantford ON | 91,584 | 95,285 | +4.04 | 9380 | 9440 | +0.64% |
| Wellington County ON | 86,502 | 91290 | +5.54 | 3853 | 3350 | -13.06% |
| Lethbridge AB | 77,439 | 89,835 | +16 | 11,225 | 10,645 | -5.17% |
| Delta BC | 101,848 | 106,394 | +4.46 | 7397 | 7202 | -2.64% |
| North Vancouver District | 87,694 | 89,976 | +2.6 | 6888 | 5277 | -23.39% |
| Langley Township BC | 95,073 | 102,898 | +8.22 | 12,482 | 8480 | -32.07% |
| Kamloops BC | 81,699 | 86,451 | +5.81 | 17,938 | 13,297 | -25.88% |
| Nanaimo BC | 78,533 | 88,731 | +12.98 | 18,579 | 14,075 | -24.25% |

### 5.1.3 Similar sized communities outside of Canada

The *Review* compared Red Deer with nine communities of reasonably similar populations in the United States, United Kingdom, and Australia.[91] The comparisons were based on 2006 and 2009 populations and crime rates. Complete details are found in Appendix 1-5. In summary, the three US communities with comparable populations show a consistent trend: all have modest population increases accompanied by crime reductions of between 10 and 16% where Red Deer experienced a slight increase in crime rate.

In the United Kingdom, between 2006 and 2009 overall crime rates fell from 11,109 (thousands) to 9587 (thousands) with a 9% reduction during 2008-2009.[92]

The Australian comparators show different changes in the crime rates compared to increases in populations: two have significant increases in population (approx. 14%) but one has a crime rate decrease of 17% while the other has an increase of 19%. The third comparator has a modest increase in population (approx. 5%) and a slight decrease in the crime rate.

[90] Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics, Statistics Canada
[91] Caveat: the comparator figures are an approximate guide; the classification of offences and reporting policies may vary from country to country – however, the statistics within each table are from the same source and consequently the trend rate over the years is valid
[92] http://www.justice.gov.uk/criminal-statistics-annual-2009.pdf

### 5.1.4 Criminal Code Offences vs. Other Offences Including Enforcement of Local bylaws

The following table illustrates the numbers of incidents/offences occurring in Red Deer during 2009 where the enforcement of federal and provincial legislation, in addition to the Criminal Code was undertaken.[93]

**Table 1-21 Criminal Code and Other Enforcement**

| Legislation | Number of Offences 2009 |
|---|---|
| Total Criminal Code Violations | 12,881 |
| Total Criminal Code Violations – excluding traffic | 12,185 |
| | |
| Total Federal Statute Offences | 436 [94] |
| Canadian Environmental Protection Act | 17 |
| Corrections & Conditional Release Act (including Parole Violations) | 3 |
| Customs Act | 1 |
| Excise Act - Tobacco Products Possession & Sales | 2 |
| Explosives Act | 1 |
| Family Orders and Agreements Enforcement Assistance Act | 2 |
| Family Relations Act | 3 |
| Firearms Act | 3 |
| Fire Prevention Act | 5 |
| Liquor Act | 395 |
| Litter Act | 11 |
| Lotteries/games of chance offences | 1 |
| Mental Health Act - Offences Only | 18 |
| National Sex Offender Registry - Fail to comply with order to register | 1 |
| Off-Road Vehicle Act | 109 |
| Provincial/Territorial Environmental Legislation | 25 |
| Tobacco Act | 43 |
| Tobacco Tax Act - Provincial/Territorial | 4 |
| Transportation of Dangerous Goods Act - Provincial/Territorial | 1 |
| Trespass Act - Provincial/Territorial | 128 |
| Weights and Measures Act | 2 |
| Other Provincial/Territorial Statutes | 402 |
| **Total** | **1613** |

[93] The figures were obtained from the Red Deer RCMP PROS generated UCR data for 2009.
[94] The Federal Statute Offences do not include the other categories listed below in this table. They comprise mainly drug-related offences with only 68 being non-drug related.

It is of interest to note that 25% of all other enforcement was directly related to the Alberta *Liquor Act.* As indicated, Federal Statute offences (drugs) accounted for an additional 23% of other enforcement. In sum, alcohol and drug related enforcement comprised nearly half (48%) of other enforcement.

Table 1-22 provides a summary of the legislation used by the Red Deer RCMP to address the range of community disorder and crime issues.

**Table 1-22 Red Deer Crime 2009 – Violations/Incidents**

| Red Deer | Number of Violations / Incidents | Ratios |
|---|---|---|
| All Criminal Code Violations including. traffic[95] | 12,881 | 74.7% |
| Non-Criminal Code Enforcement[96] | 1177 | 6.8% |
| Bylaw Incidents[97] | 1786 | 10.4% |
| Provincial Traffic Offences[98] | 1402 | 8.1% |
| **Total** | **17246** | **100%** |

## 5.2 Clearance rates

Clearance rates are one of the measures used to gauge the effectiveness of the police investigational abilities. Although providing a foundation for a certain level of assessment, clearance rates are not a comprehensive measure and should be considered with other available quantitative and qualitative data. Clearance rates may be affected by many factors such as the total number and severity of offences – more serious crimes are more complex and consume more resources and will, therefore, detract from the investigation of other crimes. Additionally, the numbers and experience of personnel who are deployed to investigations and even the degree of support for the police within the community served; the transiency of the population will influence the accessibility of intelligence and accessibility of suspects and will also impact clearance rates.

There are various types of “clearance”. These types are reflected in Statistics Canada data. When a police investigation leads to the identification of a suspect against whom a charge could be laid, then that incident can be *cleared*. Criminal incidents can either be *cleared by charge* or *cleared otherwise*. When an information is laid against the suspect (i.e., the person is formally charged), then from a statistical point the related actual incident can be *cleared by charge*. In cases where the police do not lay an

[95] Statistics Canada Uniform Crime Reporting
[96] RCMP UCR 2009 submission to Statistics Canada – see Table 5-24 above not including other Federal Statutes
[97] Review Analysis of Calls for Service – Jan 2009-June 2010 with numbers adjusted
[98] RCMP UCR 2009 submission to Statistics Canada

information[99], even though they have identified a suspect and have enough evidence to support the laying of such, the incident is *cleared otherwise*. Examples include instances where extrajudicial sanctions or alternative measures are recommended by the police, where police issue a warning or caution, where the complainant requests charges not be laid or cases where the alleged offender dies before he or she can be formally charged.[100]

The *weighted clearance rate* is based on the same principle used to create the Crime Severity Index, (see above) whereby more serious offences are assigned a higher weight than less serious offences. Applying this concept to clearance rates means that, for example, the clearance of a homicide, robbery or break and enter receives a higher weight than the clearance of less serious offences such as minor theft, mischief, or disturbing the peace.

Since the process of solving crime is often time-consuming, a criminal incident may be solved months or even years after it was reported to police and recorded by the UCR Survey. Therefore, it is possible for the number of incidents cleared in a year to be greater than the total number of "actual" incidents that year, and thus for the weighted clearance rate to exceed 100%.

The following Tables 1-23, 1-24, and 1-25 illustrate Red Deer's clearance rate compared to Alberta and national comparators. Red Deer (35.7) is almost a third below the Alberta comparator's (population 50K to 99K) average of 51.9; slightly above the 5 national comparators (pop. 84K to 95K) average of 32.8; and above the 5 national comparators (pop. 100K to 110K) average of 30.2.

**Table 1-23 Alberta Comparators – Clearance Rates 2009**

| Community | | Police | Officers per 100K pop (Actual) [101] | Crime Severity Index | Weighted clearance rate |
|---|---|---|---|---|---|
| Red Deer | AB | RCMP | 140 | 133.9 | 35.7 |
| Grande Prairie | AB | RCMP | 144 | 142.6 | 47.2 |
| Lethbridge | AB | LRPS | 174 | 115.1 | 52.3 |
| Medicine Hat | AB | MHPS | 178 | 82.8 | 53.6 |
| Wood Buffalo | AB | RCMP | 190 | 146.6 | 54.6 |
| Average clearance rate of 4 comparators | | | | | 51.9 |

[99] A laying of information must be carried out before the issue of either a warrant of arrest or a summons. Any information, submitted to a Justice of the Peace (JP) or the Clerk to the Justices, leading to the issue of an arrest warrant or summons, must be in writing and must include information on the statute infringed and the nature of the charge.
[100] For a complete discussion on the concepts and definitions relating to clearance rates and weighted clearance rates, please see Uniform Crime Reporting Survey – Concepts and Definitions. Statistics Canada. In, http://www.statcan.gc.ca/imdb-bmdi/document/3302_D2_T9_V3-eng.pdf
[101] Police Resources in Canada

**Table 1-24 Canadian Comparators 1 – Clearance Rates 2009**

| Community | Prov | Police | Police officers per 100K pop (actual) | Crime Severity Index | Weighted clearance rate |
|---|---|---|---|---|---|
| Red Deer | AB | RCMP | 140 | 133.9 | 35.7 |
| Brantford | ON | BPS | 161 | 114.2 | 39.6 |
| Wellington County | ON | OPP | 114 | 36.8 | 35.6 |
| Kamloops | BC | RCMP | 139 | 114.8 | 31.5 |
| Nanaimo | BC | RCMP | 139 | 129.3 | 37.5 |
| North Vancouver | BC | RCMP | 88 | 53.8 | 19.8 |
| Average clearance rate | | | | | 32.8 |

**Table 1-25 Canadian Comparators 2 – Clearance Rates 2009**

| Community | Prov | Police | Police officers per 100K pop (actual) | Crime Severity Index | Weighted clearance rate |
|---|---|---|---|---|---|
| Red Deer | AB | RCMP | 140 | 133.9 | 35.7 |
| Chatham-Kent | ON | CKPS | 154 | 90.1 | 37.1 |
| Delta | BC | DPD | 162 | 77.1 | 24.5 |
| Victoria | BC | VPD | 236 | 157.5 | 19.4 |
| Langley Township | BC | RCMP | 120 | 108.1 | 18.1 |
| Codiac Regional | NB | RCMP | 136 | 82.8 | 42.3 |
| Cape Breton | NS | CBRP | 202 | 82.5 | 39.9 |
| Average clearance rate | | | | | 30.2 |

## 5.3 Police Reported Youth Crime

A view of youth crime most often cited in the media is the law and order perspective: a view that sees youth crime as out of control and far more serious than it was in the past. The opposing perspective, that of youth advocates, suggests that youth crime is probably no better or worse than in other time periods. However, youth who are marginalised and the social problems affecting youth are the important issues, not youth crime.[102]

In examining the issue of police reported youth crime, it is important, at the outset, to have an understanding of the current legislation which provides the framework for how the criminal justice system deals with young persons aged 12[103] to 17[104] who contravene federal laws or regulations. The youth

[102] Sandra J. Bell. *Young Offenders and Youth Justice: a century after the fact*. Thonson/Nelson Third Edition 2007.p.31.
[103] Under the age of 12, a person is considered to be a child and is dealt with under provincial child welfare statutes. In Alberta, the provincial statute is the Child*, Youth and Family Enhancement Act*, which replaced the *Child Welfare Act* in November 2004.

justice system today is substantially and structurally different from that of the 2 previous systems founded on the *Young Offenders Act* and its predecessor, the *Juvenile Delinquent Act*. Over the past 100 years Canadian society has moved from talking about youth as "delinquent" to "young offenders" to "youth criminals".[105]

The *Youth Criminal Justice Act* (*YCJA*), which officially replaced the *Young Offenders Act (YOA)* on April 1, 2003, contains both a preamble and a declaration of principles to clarify the principles and objectives of the current youth justice system. The *Act* also specifies police action when dealing with young persons in conflict with the law.

> *A police officer shall*[106], *before starting judicial proceedings or taking any other measures under this Act against a young person alleged to have committed an offence, consider whether it would be sufficient, having regard to the principles set out in section 4, to take no further action, warn the young person, administer a caution, if a program has been established under section 7, or, with the consent of the young person, refer the young person to a program or agency in the community that may assist the young person not to commit offences*. [107]

Police do not always have to charge a young person even though they have sufficient evidence to do so. As stated in the legislation, the police have the power to use discretion and not formally charge a youth.

Extrajudicial sanctions may also be employed when a young person, alleged to have committed an offence, cannot be adequately dealt with by a warning, caution or referral because of the seriousness of the offence, the nature and number of previous offences committed by the young person, or any other aggravating circumstances.[108]

Conditions also apply to the use of extrajudicial sanction which may only be used if:

> (a) it is part of a program of sanctions that may be authorized by the Attorney General or authorized by a person, or a member of a class of persons, designated by the lieutenant governor in council of the province;
> (b) the person who is considering whether to use the extrajudicial sanction is satisfied that it would be appropriate, having regard to the needs of the young person and the interests of society;
> (c) the young person, having been informed of the extrajudicial sanction, fully and freely consents to be subject to it;
> (d) the young person has, before consenting to be subject to the extrajudicial sanction, been advised of his or her right to be represented by counsel and been given a reasonable opportunity to consult with counsel;

[104] When a person reaches their 18th birthday, they are considered an adult. However, it must be remembered that it is not the age of the person at the time of arrest that is important, rather it is the age at the time of the offence which dictates whether or not the person falls under the direction of the YCJA.
[105] Bell, 2007 op cit. p. 32.
[106] Emphasis added
[107] *YCJA* section 6(1) RSC. As noted in section 6(2), the failure of a police officer to consider the options set out in subsection (1) does not invalidate any subsequent charges against the young person for the offence
[108] *YCJA* section 10(1) RSC.

(e) the young person accepts responsibility for the act or omission that forms the basis of the offence that he or she is alleged to have committed;
(f) there is, in the opinion of the Attorney General, sufficient evidence to proceed with the prosecution of the offence; and
(g) the prosecution of the offence is not in any way barred at law.[109]

Restrictions on the use of extrajudicial sanctions do apply when a young person:

(a) denies participation or involvement in the commission of the offence; or
(b) expresses the wish to have the charge dealt with by a youth justice court.[110]

There are many benefits to using extrajudicial measures.

*When youth are kept out of the court system by using extrajudicial measures, this allows the court to focus on more serious youth crimes. The Youth Criminal Justice Act requires police officers and crown prosecutors to use discretion, and make non-court measures the normal and expected result when the offence is less serious.[111]*

In the Red Deer context, the use of extrajudicial measures, by police, with respect to young persons in conflict with the law is illustrated in Table 1-26 below. Of the total 5128 incidents involving young persons between 2006 and 2009 inclusive, almost 66% were handled by police through the use of extrajudicial measures. Stated differently, 3270 incidents were dealt with other than through the courts, and as noted previously, the *Youth Criminal Justice Act* requires police officers and crown prosecutors to use discretion, and make non-court measures the normal and expected result when the offence is less serious.

**Table 1-26 Use of Extrajudicial Sanctions 2006-2009** [112]

| | Young person Chg./ Male | Young Person Chg./Female | Young Person No Chg. | Total Incidents |
|---|---|---|---|---|
| 2006 | 253 | 117 | 1034 – 74% | 1404 |
| 2007 | 373 | 154 | 894 – 63% | 1421 |
| 2008 | 389 | 139 | 726 – 51% | 1254 |
| 2009 | 306 | 127 | 706 – 70% | 1139 |
| Total | 1321 | 537 | 3360 – 66% | 5128 |

The following tables illustrate the ratios young persons and adults charged in Red Deer during 2004 and 2009.

[109] *YCJA* section 10(2) RSC.
[110] *YCJA* section 10(3) RSC.
[111] John Howard Society. "YCJA Handbook." p.10. In, http://www.johnhoward.ab.ca/pub/youthcrim/youth.pdf
[112] From RCMP PROS generated UCR data 2006-2009.

Table 1-27 compares the characteristics of persons (youths and adults) charged and not charged for offences during 2004 and 2009.

**Table 1-27 Comparators 2004 & 2009 – Crime Perpetrators** [113]

| | 2004 | | | 2009 | | |
|---|---|---|---|---|---|---|
| Community | Incidents per 100K pop | Youth rate charged per 100K pop | Adult rate charged per 100K pop | Incidents per 100K pop | Youth rate charged per 100K pop | Adult rate charged per 100K pop |
| Red Deer | 17,827 | 3304 | 3347 | 14,410 | 4639 | 3272 |
| Lethbridge | 11,225 | 6622 | 4948 | 10,645 | 6602 | 5709 |
| Chatham-Kent | 6689 | 3226 | 1895 | 7153 | 3744 | 2520 |
| Delta | 7397 | 1471 | 1040 | 7202 | 1463 | 1488 |
| Langley Township | 12,482 | 1021 | 1246 | 8480 | 1194 | 1543 |
| Codiac Regional | 12,153 | 4587 | 1959 | 7219 | 4907 | 2204 |
| Cape Breton | 7768 | 4036 | 2087 | 8455 | 5339 | 3523 |
| Brantford | 9380 | 7843 | 2313 | 9440 | 6952 | 2695 |
| Wellington County | 3853 | 2157 | 1051 | 3350 | 1934 | 935 |
| Kamloops | 17,938 | 1985 | 2367 | 13,297 | 2919 | 2478 |
| Nanaimo | 18,579 | 4384 | 3413 | 14,075 | 3921 | 3654 |
| North Vancouver | 6888 | 680 | 699 | 5277 | 945 | 778 |

During 2004 Red Deer was above the comparator average adult rate of 2197 at 3347 and below the average youth rate of 3443 at 3304. In eight of the comparators the rate of youth involvement is greater than that of adults; in two cases (including Red Deer) the ratio is almost equal; and in two the adult rate is higher.

In 2009 Red Deer is above the comparator average adult rate of 2567 at 3272 and above the average youth rate of 3713 at 4639. In ten of the comparators the rate of youth involvement is greater than that of adults; in one case the ratio is almost equal; and in one the adult rate is higher.

Table 1-28 illustrates that the *adult charge* rate has dropped slightly; the numbers of adults *charged* increased by more than 24% from 1913 to 2389. There is a significant increase in the rate (40% from 3304 to 4639) youth were *charged* as well as the number (30% from 164 to 214 for males and almost 90% from 48 to 91 for females).

[113] UCR2, Aggregate Survey, Canadian Centre for Justice Statistics, Statistics Canada

**Table 1-28 Red Deer 2004 – Crime Perpetrators** [114]

| | 2004 | 2009 | % change |
|---|---|---|---|
| Population | 73,698 | 92,415 | +23.39 |
| Incidents per 100K pop | 17,827 | 14,410 | -19.16% |
| Adult rate charged per 100K pop | 3347 | 3272 | -2.24% |
| Total Adults charged | 1913 | 2,389 | +24.88% |
| Adult males charged | 1569 | 1948 | +24.15% |
| Adult females charged | 344 | 441 | +28.19% |
| Rate, youth charged per 100,000 population aged 12 to 17 years | 3304 | 4639 | +40.4% |
| Total Youth incidents | 1065 | 891 | -16.3% |
| Total Youth Charged | 212 | 305 | +43.9% |
| Youth males charged | 164 | 214 | +30.48% |
| Youth females charged | 48 | 91 | +89.58% |
| Total youth not charged | 853 | 586 | -31.3% |
| Rate, youth not charged per 100,000 population aged 12 to 17 years | 13,292 | 8912 | -32.95% |

The total youth incidents have decreased by approximately 16% from 1065 incidents in 2004 to 891 in 2009. However the numbers of youth *not charged* have also decreased by over 30%. In 2009 police continued to employ extrajudicial measures in 65.8% of youth incidents, however this is approximately a 15% decrease from 2004 which saw 80% of incidents handled by extrajudicial measures.

One possible explanation for the decrease in the application of extrajudicial measures may be nature of the criminal acts perpetrated by the young persons. As Table 1-29 indicates, the number of reported violent offences for Red Deer in 2009 was almost 19% higher than reported offences in 2004, even though the total actual number of incidents in 2009 was less than 1% higher than 2004. Property crimes conversely were almost 11% lower in 2009 than in 2004.

[114] UCR2, Aggregate Survey, Canadian Centre for Justice Statistics, Statistics Canada

Correspondingly, the number of youth charged for violent offences increased by 80% from 2004 to 2009. Similarly, the rate of youth charged for violent offences increased by 76% from 2004 (639) to 2009 (1125). Of significance is the increase in the number of female youth charged. Youth involved in violent offences and dealt with by extrajudicial measures decreased 40% during this same time period. The number of youth charged for property related crimes increased almost by 52% between 2004 and 2009. The rate of youth charged also increased by 48% during this period. There was also a 40% decrease in the number of youth dealt with by extrajudicial measures during this time.

**Table 1-29 Youth Charged and Not Charged 2004 and 2009**

| | Red Deer Actual incidents | Youth male Chg. | Youth Female Chg. | Youth Not Chg. |
|---|---|---|---|---|
| 2004 | 13,199 | 164 | 48 | 853 |
| Total Criminal , excluding traffic | 12,541 | 138 | 41 | 819 |
| Total Violent | 1825 | 33 | 8 | 140 |
| Total Property | 8177 | 85 | 19 | 537 |
| | | | | |
| 2009 | 13,317 | 214 | 91 | 586 |
| Total Criminal , excluding traffic | 12,185 | 175 | 85 | 554 |
| Total Violent | 2,171 | 48 | 26 | 100 |
| Total Property | 7,278 | 107 | 51 | 322 |

## 5.4 Red Deer – Street Gangs and Organized Crime

During the past few years there has been extensive media coverage relating to the issue of gangs. The increase in this coverage may be the result of a combination of factors including: higher-level organized crime groups being identified as street gangs, cells from larger gangs being identified as new entities, street gangs splintering into smaller criminal groups, or gangs changing names or a combination of increased gang activity along with increased media coverage. [115]

> *News stories that focus on gangs have influenced attitudes and opinions by providing vivid public images of gang crime and criminals. Gang news not only presents information, it also articulates ideological messages concerning the meaning and definition of gangs. Moreover, news stories influence community responses to gang activities, which in turn become part of the story to be reported.*[116]

A youth's motivation to join a gang may vary depending upon his or her geographic location and socioeconomic, cultural or ethnic, age, and/or family factors. The majority of gang members are male youths aged 16 to 19, and almost half (48%) are under the age of 18.[117]

[115] Canadian Research Institute for Law and the Family. "Youth Gangs in Canada."
[116] C.Y. Thomson et al. "Representing Gangs in the News: Media Constructions of Criminal Gangs." Sociological Spectrum, Volume 20, Number 4, 1 October 2000 , pp. 409-432(24)
[117] Canadian Research Institute for Law and the Family. "Youth Gangs in Canada."

A review of literature indicates that there is no single theory to explain gang involvement. However, there is general agreement that the following factors are inextricably linked to gangs. These factors include:

- Cultural Discord
- Educational Deficiencies
- Lack of Responsibility
- Economic factors
- Parental Guidance
- Racism
- Traditional
- Gang Culture
- Ego Fulfillment

There are also other underlying factors such as: dissatisfaction with the existing social structure; lack of guidance and encouragement; lack of education or opportunity for advancement; attainment of status, respect, identity or recognition; sense of belonging, family; means to overcome language, cultural barriers; and criminal activity for profit.

The more causes or risk factors present, the stronger is the potential for gang involvement. Clearly then, differences in social, individual, and offending characteristics exist among youth with varying levels of involvement with the law, and these factors all combine to affect a youth's ability to resist criminal involvement.

Five discrete group/gang categories have been identified that demonstrate an increasing level of criminal activity, organizational structure, and recruitment strategies.[118] They are:

- *Group of Friends* groups tend to be interest-based and usually do not involve criminal activity, thus pose no threat to a community's well-being and, in many situations, should be promoted.

- *Spontaneous Criminal Activity Group/Gangs* are social in nature and derive their power and status from the size of their group. Criminal activity is situationally motivated and much of this type of gang/group activity can be categorized as gratuitous violence and bullying by misdirected and unsupervised youth. Many of the members have other options in life and are less committed to the gang or its culture than more serious type gangs.

- *Purposive Group/gangs* come together for a specific purpose. Whether stealing cars, engaging in vigilante-type violence or spontaneous mob activity, these groups/gangs can emerge from within existing larger groups/gangs or may come about for a specific purpose and are disbanded once the activity or plan has been carried out.

- *Youth Street gangs* are highly visible hard core groups that come together primarily for profit-driven criminal activity. These street gangs identify themselves as such through the adoption of a gang name, common brands, styles, colours of clothing and/or jewelry, and tattoos to openly display gang membership to other gangs. These gangs do not seem to be part of a larger criminal organization and often have a definite territory or "turf" that they claim and defend as their

[118] Ibid.

own. Street gangs appear to be stand-alone organizations that have little connection to other gangs.

- *Structured Criminal Organization* gangs are highly structured criminal networks that tend to be led by criminally experienced adults for the purpose of economic or financial gain. The criminal activities of these types of gangs tend to be serious in nature and are generally premeditated. Youth are used for specific purposes to further the gang's activities.

Other typologies for criminal gangs include both organized crime (enterprise crime) gangs and street gangs. Organized crime gangs are defined within the context of the Criminal Code of Canada:

> *"Criminal organization" means a group, however organized, that a) is composed of three or more persons in or outside of Canada; and b) has as one of its main purposes or main activities the facilitation or commission of one or more serious offences that, if committed, would likely result in the direct or indirect receipt of a material benefit, including a financial benefit, by the group or by any of the persons who constitute the group. It does not include a group of persons that forms randomly for the immediate commission of a single offence.*[119]

The hallmark of the organized crime gang:

- well organized with strong leadership
- membership is based on the worth of the individual and his/her contribution to the organisation
- discipline is highly structured and ruthlessly enforced
- criminal activity is motivated solely for profit
- leadership attempts to develop some semblance of legitimacy
- illegal gain is channeled into legitimate business enterprise
- political leverage is sought.

Street gang is a term that law enforcement traditionally uses to categorize crime groups that consisted predominantly of young males from similar ethnic backgrounds that were usually engaged in a low level of criminality, often based within a specific geographical area. While this profile continues to have some validity, increasingly there are street gangs that have evolved and now operate beyond their initial communities.[120]

Characteristics of a Street Gang include:

- higher levels of organizational and criminal sophistication
- engaging in criminality that may equal or even surpass the levels of more established organized crime groups
- an increasingly older membership within some street gangs, many of whom are often in their twenties and thirties
- greater fluidity and diversity within some street gangs with their membership increasingly including individuals from various ethnic backgrounds
- territory need not be a fixed geographic location, it can be interprovincial, intra-provincial or 'product' based

[119] Criminal code of Canada Section 467.1
[120] Criminal Intelligence Service Canada (CISC) Annual Report 2004.

The Red Deer 2008 Vital Signs report stated:

> *Approximately 350 to 400 youth (11 to 24 years old) are currently involved in gang activity in Red Deer - the majority of these are between 12 and 15 years old, and about 30 per cent are female. It is estimated by the RCMP that about 80 of them are involved in serious crimes, for example, those involving violence and weapons*.[121]

Current information, obtained from documents and interviews in the course of the *Review*, confirms the continued presence of youth gangs in Red Deer; however, the number of youth actually involved is somewhat elusive. Criminal activity among youth gangs appears centered on property offences, assaults, and drug trafficking. Of significant interest is the presence of a gang originating in Winnipeg which has now become entrenched in Red Deer. Information also indicates that this gang has branched off and another gang, principally comprised of persons from the diverse community, may have formed. Criminal activity of these street level gangs again focuses on drug trafficking and some firearm offences.

A 12 to 20 member chapter of an outlaw motorcycle gang is also resident in Red Deer. Criminal activities associated with this gang include drug trafficking, firearm offences, assaults, and prostitution.

The presence of street gang members from British Columbia and cities such as Calgary and Edmonton has further raised the ante with respect to the potential for, and actual presence of, violent criminal activity within Red Deer. The gang-related homicide in April 2009, on a residential street in Red Deer, illustrates how violent street gangs can impact the city. It was reported that police believed the murder was gang-related and alleged that the gang had participated in several violent acts against rival gangs in Calgary and other Alberta communities. This shooting was also believed to have been a direct result of conflicts between rival Southern Alberta gangs.

In responding to the issue of gangs in the community, the literature indicates that an effective strategy must have four key components:

- Education Prevention
- Early Intervention
- Disruption
- Investigation

It is noted that Red Deer has formed a High Risk Youth Committee to address the issue of serious habitual offenders in the community. Additionally, the provincially sponsored Alberta Gang Reduction Strategy, was announced in December 2010. Both the Red Deer committee and the Gang Reduction

[121] Red Deer Advocate, "Early intervention may slow gangs" October 11, 2008. In, http://www.albertalocalnews.com/reddeeradvocate/opinion/Early_intervention_may_slow_gangs.html

Strategy, with its intended approach being a balance between awareness, prevention, intervention, and enforcement, are in keeping with an effective strategic approach to gangs.

### 5.5 Social Media

Social media is the norm in today's youth culture. This integrated technology allows users to generate their own content and then share that content through various connections. While social media has benefits for families, individuals and the community, there is also a darker side to social media often associated with youth, such as, cyber-bullying – threats on line, bullying in chat rooms, distributing harmful attachments or pictures of a sexual nature.

Law enforcement officials and agencies are also using social media to communicate with their communities. This enables police to keep the public informed of up-to-the-minute safety information and disseminate information that could help capture perpetrators of crime.[122]

[122] "Police embrace Twitter but lack strategy." Bizreport September 2010. In, http://www.bizreport.com/2010/09/police-embrace-twitter-but-lack-strategy.html

## 6.0 Levels of policing

For many years the ratio of police to population was the foundation for inter-agency comparisons. Advocates of the use of this ratio, more popularly known as the "cop to pop", proposed the ratio as the barometer of policing. It was suggested that the more officers per 1000 population the better the policing. Inter-force comparisons were frequently made in an attempt to determine the effectiveness and efficiency of policing by comparing staffing ratios.

The discussion concerning the ratio of police to population is not new:

> *The ratio of one policeman to a population of about 1,000 became the rule of thumb for officialdom in Victorian England though, in reality, the ratio broadly averaged out to one to roughly one officer for 700 inhabitants in the boroughs and one to 1,500 in rural areas.*[123]

Although this issue will be addressed in greater detail in the subsequent report of Part 3, the current debate in the UK regarding the wholesale government cutbacks has raised the matter again in the UK media. With a 20% reduction in overall government[124] police funding for England and Wales over the next four years, starting with a 6% cut in the national funding grant this year, Civitas, a UK think-tank, compared crime rates and officers in European countries per 100k population. It concluded that countries with fewer police were likely to have a higher crime rate than those with larger numbers of officers. The anticipated cutbacks in the UK would, it was suggested, lower the chance of criminals being caught and sanctioned, making crime less risky and more attractive for potential offenders and pushing up crime rates. The report concluded,

> *'While police numbers and resources are far from the only contributor to police effectiveness, it seems highly unlikely that the [sweeping]cuts now being enacted will be made without significantly decreasing detection rates... It is possible that recent falls in crime will be halted or even reversed. Members of the public are at greater risk of crime in the coming year.'*

Although there is continuing debate, the police to population ratio may be viewed as a less than adequate comparison for several reasons.

- The type of policing and numbers of police personnel required are determined, in part, by the demographics of the community being served.
- The type of policing and numbers of police personnel are determined, in part, by the types of facilities such as crime or crime attractors/generators[125] located in the jurisdiction.
- Police agencies have adopted various levels of civilianization.[126] Civilian personnel are not reflected in police personnel numbers.

[123] Emsley, C. *The Great British Bobbie: A History of British Policing from the 18th Century to the Present*. Quercus, London, 2009
[124] 51% of police funding in the UK is received from the central/federal government.
[125] Brantingham P and P, *Criminality of Place: Crime Generators and Crime Attractors*, European Journal on Criminal Policy and Research Volume:3 Issue:3 Dated:(1995) Pages:1-26. "Crime generators, providing many opportunities for crime, while others are crime attractors, in which offenders seek out victims in a planned and deliberate way."

- In contracted police services, such as the RCMP or OPP the responsibility for some policing or administrative tasks is assumed by the divisions' personnel.
- The numbers of police or civilian employed by the police agency are influenced by the degree to which some tasks, such as Crime Prevention or Finance or Human Resources is assumed by the employing municipality versus the police agency.
- In some jurisdictions, specialized services such as transit or airport security have been assumed by other forms of police agency or by private security companies.
- The amount of work assumed by the police is partly determined by the degree to which other community agencies, such as Women's Shelters or Immigrant Societies, and private security become involved in community support activities.
- Many jurisdictions are subject to daily in-flow or out-flow of citizens from contiguous jurisdictions for work or entertainment purposes creating the *downtown effect* where *crime attractors* and *crime generators* are more likely present. These daily migrations impact the level of policing required however, they would not be reflected in the population figures.

The United Kingdom provides an extreme example of such migration. The City of London Police, which is deployed to police just over a square kilometre within metropolitan London, has 850 sworn personnel and 406 civilian staff. The resident population of the City of London is 7185. This equates to a ratio of 11,830 police per 100,000 population. However, the daily migration into work in this major financial centre in the UK is 300,000, which represents a ratio of 276 officers per 100,000 population during business hours.

Much the same concern is voiced by large city administrations (or Police Chiefs) in Canada. Cities such as Vancouver provide services to urban populations who move into the city from outlying municipalities such as Abbotsford, Delta, New Westminster or North Vancouver for work and entertainment. Similarly, Edmonton, for example, receives daily commuters from places such as St. Albert and Spruce Grove. None of the municipal taxes paid by these commuters, at place of residence, contribute towards the cost of policing services at place of employment or leisure activity. In a similar manner to the City of London example (above), the ratio of police to population in major Canadian urban centres is affected. In Red Deer, the day time in-migration of persons for work, school, shopping, and leisure activities alters the police to population ratio.

The example noted in Table 1-33 below, the Quesnel and Qualicum Detachments of the RCMP, provides another instance of the limitations in considering police to population in the absence of other comparative data.

It is clear that while the police to population ratio is used as a convenient measure in the absence of other suitable comparators, it should be viewed within the context of the totality of community safety and security strategies and costs.

[126] Civilianization: a commonly used term to describe replacing sworn police officers with "civilian" – that is non-sworn – staff to reduce costs or introduce specialized skills.

### 6.1 Comparison to other communities in Alberta and Canada

As described above, the daily influx of people to work and take advantage of services offered in Red Deer increases the population beyond the census numbers.[127] Some of the comparators share this characteristic while others are bedroom communities where there is a net loss of daily population. The comparators below are identified as regional centre (RC) indicating an increase in daily population, commuter belt (CB) with a loss of daily population or a community where there appears to be no or minor changes in daily populations (NK).

The following tables present staffing levels and police-population ratios for Alberta and national comparators. In Table 1-30 Red Deer's ratio of 140 (actual) officers per one hundred thousand population is below the Alberta comparators' average of 165 and the contracted policing (RCMP) average of 158. The two municipal police services compared have an average of 176 officers per one hundred thousand population. It should be noted that where the staffing levels reflect local staffing, the contracted police services' figures of the provincial police (RCMP) will not include divisional administration, training, and specialized regional services which are included in municipal police service figures. The higher figure for Wood Buffalo may reflect the unusual characteristics of the municipality. [128]

**Table 1-30 Alberta Comparators – Levels of Policing 2009 [129]**

| Community | Pop 2009 | Police service | Police Officers (Actual) | Officers per 100K pop Actual | Police Officers Authorized | Officers per 100K pop Authorized | Crime Rate |
|---|---|---|---|---|---|---|---|
| Red Deer (RC) | 92,415 | RCMP | 129[130] | 140 | 147 | 150 | 14,410 |
| Grande Prairie (RC) | 52,053 | RCMP | 75 | 144 | 80 | 154 | 16,187 |
| Lethbridge (RC) | 89,835 | LRPS | 156 | 174 | 153 | 170 | 10,645 |
| Medicine Hat (RC) | 63,443 | MHPS | 113 | 178 | 114 | 180 | 8,192 |
| Fort McMurray (NK) | 60,069 | RCMP | 114 | 190 | 130 | 216 | 16,439 |

In Table 1-31 below, Red Deer's ratio of 140 officers per one hundred thousand population is below the comparators' average of 149; but compared to the contracted policing (RCMP and OPP) Red Deer is above the average of 125. The municipal police service average is 183 which include personnel

[127] City of Red Deer website: '*Red Deer's central location, growing economy and competitive advantage are fast making the Red Deer Corridor 'Canada's Economic Capital'*
[128] The Regional Municipality of Wood Buffalo is a specialized municipality formed from the amalgamation of the City of Fort McMurray and Improvement District Number 143 in 1995. The area of the municipality is over 60,000km$^2$
[129] Police Resources in Canada Report 2009 staffing levels and 2010 Report for populations
[130] The actual figure may differ from the year-end funding figure (The *Review* was advised that the 2009 Red Deer final figure was 122.5 officer-years) which takes into account absences over 30 days which are not billed to the City.

assigned to those services which would form part of the divisionally-provided services in contracted agencies.

**Table 1-31 Canadian Comparators 1 – Levels of Policing 2009** [131]

| Community | Prov | Pop 2009 | Police | Police Officers actual | Officers per 100K pop Actual | Crime Rate |
|---|---|---|---|---|---|---|
| Red Deer (RC) | AB | 92,415 | RCMP | 129 | 140 | 14,410 |
| Brantford (RC) | ON | 95,285 | BPS | 153 | 161 | 9440 |
| Kamloops (RC) | BC | 86,451 | RCMP | 120 | 139 | 13,297 |
| Nanaimo (CR) | BC | 88,731 | RCMP | 123 | 139 | 14,075 |
| North Vancouver District (CB) | BC | 89,976 | RCMP | 79 | 88 | 5277 |
| Wellington County (NK) | ON | 91,290 | OPP | 104 | 114 | 3350 |

**Table 1-32 Canadian Comparators 2 – Levels of Policing 2009**

| Community | Prov | Pop 2009 | Police | Police Officers actual | Officers per 100K pop Actual | Crime Rate |
|---|---|---|---|---|---|---|
| Red Deer (RC) | AB | 92,415 | RCMP | 129 | 140 | 14,410 |
| Cape Breton (NK) | NS | 102,056 | CBRP | 206 | 202 | 8455 |
| Chatham-Kent (NK) | ON | 109,858 | CKPS | 169 | 154 | 7153 |
| Codiac Regional (RC) | NB | 106,710 | RCMP | 145 | 136 | 7219 |
| Delta (CB) | BC | 106,394 | DPD | 172 | 162 | 7202 |
| Langley Township (CB) | BC | 102,898 | RCMP | 123 | 120 | 8480 |
| Victoria (RC) | BC | 102,455 | VPD | 242 | 236 | [132] |

Although the previous figures provide some perspective on how Red Deer compares, the following example in Table 1-33 below illustrates how caution should be exercised when viewing the statistics in isolation.

**Table 1-33 Population-based comparators** [133]

| Community | Prov | Police | Pop 2009 | Police Officers 2009 | Pop per officer | Crime Rate | Cost per capita | Severity Index 2004 [134] | Severity Index 2009 [135] | CSI % change |
|---|---|---|---|---|---|---|---|---|---|---|
| Qualicum Beach (NK) | BC | RCMP | 8766 | 7 | 1,252 | 466 | $ 92 | 98.93 | 67.9 | -31.37% |
| Quesnel (CB) | BC | RCMP | 9710 | 21 | 462 | 2387 | $ 327 | 276.09 | 262.7 | -4.85% |

[131] Police Resources in Canada Report 2009 staffing levels and 2010 Report for populations
[132] The *Review* is presently waiting for this data and it will be input upon receipt.
[133] Ministry of Public Safety and Solicitor General, Police Resources in BC 2009
[134] Statistics Canada
[135] http://www.statcan.gc.ca/pub/85-002-x/2010002/article/11292/tbl/csivalue-igcvaleurs-eng.htm

The figures above are provided as an illustration that police staffing levels, crime rates, and policing costs are determined by a variety of factors beyond simply population figures, typically including population density, age, single-parent families, and education. What also appears to be significant is the large decrease in CSI in one community with a modest decrease in the other. The *Review* did not examine the context of these figures. This issue is also discussed in Chapter 3 with respect to criminogenic factors.

Case load is a commonly used term for the number of Criminal Code violations – 'cases' – per officer per year.[136] Table 1-34 illustrates the 'case load' of the policing comparators. The case load figures are calculated from the figures in the table, rather than taken from national averages, to provide comparisons calculated from the *Review's* figures and comparators.

**Table 1-34 Comparator Communities – Case Load – 2009**

| | Total Criminal Code Violations [137] | Authorized police staffing [138] | Officers per 100K pop (Authorized) [139] | Case load | Clearance rate [140] |
|---|---|---|---|---|---|
| Red Deer | 13,317 | 147 | 150 | 91 | 35.7 |
| Grande Prairie | 8,426 | 80 | 154 | 105 | 47.2 |
| Lethbridge | 9,563 | 153 | 170 | 63 | 52.3 |
| Medicine Hat | 5,197 | 114 | 180 | 29 | 53.6 |
| Wood Buffalo | 10,658 | 130 | 216 | 82 | 54.6 |
| | | | | | |
| Brantford | 8,995 | 156 | 165 | 58 | 39.6 |
| Cape Breton | 8,629 | 206 | 200 | 49 | 39.9 |
| Codiac | 7,703 | 144 | 137 | 53 | 42.3 |
| Chatham-Kent | 7,858 | 170 | 153 | 46 | 37.1 |
| Delta | 7,662 | 165 | 158 | 46 | 24.5 |
| Kamloops | 11,495 | 123 | 144 | 93 | 31.5 |
| Langley Township | 8,726 | 128 | 127 | 68 | 18.1 |
| Nanaimo | 12,489 | 123 | 141 | 101 | 37.5 |
| North Vancouver | 4,748 | 91 | 103 | 52 | 19.8 |
| Wellington Co | 3,058 | 104 | 115 | 29 | 35.6 |

The case load for the fourteen comparator communities averages 62. The Red Deer case load of 91 is 47% above the average. However, high case load is not solely a factor of high workload. Case load can be influenced by the range (type and severity) of cases that are taken on for investigation (versus alternative methods of addressing)

[136] The issue of case load will be further discussed and elaborated upon in Part 3 of the *Review*.
[137] Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics, Statistics Canada
[138] Police Resources in Canada 2009
[139] Police Resources in Canada 2009
[140] Police Resources in Canada 2009

### 6.2 Services provided by the Divisional RCMP

The services provided under Divisional Administration are both operational support services and administrative support services and include but are not restricted to:

- Air Support
- Computer/Informatics/Technological support
- Corporate services (budgeting, pay forecasting, strategic planning, communications)
- Emergency Response Team
- Forensic Artist
- Forensic Services
- Human Resources (staffing, compensation, pensions, recruiting, mediation, adjudications, pay negotiation, staff relation representatives, etc)
- Integrated Child Exploitation (ICE)
- Legal
- Major Crimes (to complement Detachment level services)
- Polygraph
- Tactical Troop
- Training (both developmental and mandatory recertification)
- Underwater Recovery Team
- Violent Crime Linkage System (ViCLAS) analysis[141]

[141] Police officers investigating a serious crime that qualifies as a ViCLAS reportable case are responsible to complete the questionnaire/booklet at the detachment. This is then forwarded to the ViCLAS centre in Edmonton. .

## 7.0 Police ability to respond to crime and social disorder issues

### 7.1 Policing Models

A great deal of research has been conducted into the effectiveness of various policing strategies. Most of the literature focuses on the United States and the United Kingdom.

In 1972, in examining a more scientific, rational and analytical approach to policing, the *Kansas City Patrol Experiment*[142] showed that untargeted, random police patrols are not effective in preventing crime.

In contrast, targeted police tactics based on problem analysis have been shown to reduce crime.
In summary, and as suggested by Bayley, the following are the ideas that have generated significant changes in policing.[143] These are the ideas that are considered to be important as well as controversial changes from past practice. These principles explain the foundation for determining the best approach to policing in Red Deer.

- *Community-oriented policing*, referring to the recognition that the police must act to encourage the public to share responsibility for public safety, specifically by consulting with them, adapting their operations to local conditions, mobilizing volunteer resources, and problem-solving. (Bayley 1994, Goldstein 1990, Skolnick and Bayley 1986, 1988, Trojanowicz and Bucqueroux 1990). Community-oriented policing can mobilize and coordinate the community resources and assist the police to identify community priorities. Through ongoing meaningful community liaison, the use of volunteers, and effective communication, the public police can ensure the whole is greater than the sum of the parts. (also *community policing* and *community-based policing*)

- *Problem-oriented policing*. (POP) Developed by Herman Goldstein, POP involves developing police programs that ameliorate or eliminate conditions that generate problems of insecurity and disorder that police are repeatedly called upon to prevent. (Goldstein 1979, 1990). POP can be built on the foundation of community-orientated policing. The community, community agencies, and municipal / provincial service providers can often identify underlying issues where crime and disorder are effects, allowing a coordinated response to address both causes and effects.

- *Signs-of-crime policing*, where police, drawing on the logic of "broken windows" (Wilson and Kelling 1982), prosecute minor offences that contribute to the creation of milieu of incivility. Signs-of-crime policing is an early intervention strategy to prevent conditions from deteriorating to the point where crime flourishes.

- *Hot-spots policing*, meaning the short-lived or episodic concentration of police resources on areas or situations of repeated criminal activity (Sherman et al. 1989) and requires a flexible

[142] The results indicated that police deployment strategies could be based on targeted crime prevention and service goals rather than on routine preventive patrol.
[143] Bayley, David H. Distinguished Professor, State University of New York at Albany, 2006

organisation able to respond quickly to identified crime patterns to disrupt and suppress criminal or disorderly activity

- *Compstat*, for computer-driven crime statistics, is the signature innovation in the development of evidence-based policing (McDonald 2002). Evidence-based policing means evaluating police activity by systematically collecting information about police operations and their effects. It is also a process that holds police managers accountable to action appropriate interventions. This process facilitates the intervention of the police in a timely and coordinated manner can make a significant impact on crime and public disorder levels. It is also a process that holds police managers accountable to action-appropriate interventions. (also *Strategic policing* and *Intelligence-led policing*)

In addition, commonly-used approaches in Canada include:[144]

- *Crime Control* or *Professional Response* – also referred to as the *Traditional approach*
  - Reduced crime through rapid response and follow-up investigation.
- *Order Maintenance*
  - Limiting signs of public disorder and urban decay to allow community ownership often combined with CPTED and other infrastructure initiatives.
- *Social Justice*
  - Extra vigilance in protecting those most vulnerable in society and understanding root causes.

The philosophical approaches are not discrete and organisations usually comprise elements of all philosophies but tend to be weighted in a certain culture of approach to their mandate which influences the manner in which practitioners view their activities.

For the first time, technology and computerization have enabled timely analyses of crime and policing activities. Many police forces have daily, weekly, and monthly reviews of events and trends and adapt deployment and priorities as required. The process allows for operationally effective and cost effective use of resources.

Intelligence-led policing (ILP) is a policing model that employs an analysis-driven approach to crime control. As a business model and managerial philosophy, crime intelligence and data analysis are pivotal to an objective, decision-making framework for crime reduction and prevention through strategic management and effective strategies that target prolific and serious offenders.[145] Although there is no universally accepted definition of ILP,

> *"it is a model of policing in which [criminal] intelligence serves as a guide to operations, rather than the reverse."*[146]

[144] Hovbrender, A. Evaluating the New Paradigm of Policing, Master's Thesis, Royal Roads University, 2003
[145] Ratcliffe, JH. "Intelligence-Led Policing." Willan Publishing: Cullompton, Devon. 2008.
[146] Royal Canadian Mounted Police, "Intelligence-led policing: A Definition," RCMP Criminal Intelligence Program, June 2007.

The model applies crime analysis and other criminal intelligence to help the police to work more effectively. ILP was seen as a policing framework that built on earlier paradigms, including community policing and problem-oriented policing. ILP represents a

> *"rejection of the reactive, crime focus of community policing with calls for police to spend more time emp*loying *informants and surveillance to combat recidivist offenders"*.[147]

The *Strategic* or *Intelligence-led* model incorporates the other models strategically and tactically as required. Based on *Crime and Incident Analyses*, decisions on deployment, response, and intervention strategies can be determined, for example

- *Social Justice* working with social agencies
- *Community-based* combined with *Order maintenance* in the downtown area
- *Professional response* for largely crime free areas
- *Geographic and temporal deployment* for uniform primary investigation

Tactically, timely *Crime and Incident Analysis* allows the most suitable response to be applied immediately. Supporting this, an intelligence gathering process is required to augment the more objective data-based analyses.

Many police agencies now view intelligence-led policing as a core business practice incorporating a structured analysis and response comprising:[148]

- Scanning: problem identification
- Analysis: nature and causes of problems
- Response: formulation of tailor-made strategies
- Assessment: evaluation of effectiveness.

In addition to the Intelligence-led model, it is necessary to deliver services in the most appropriate manner. The *Review* examined options which include service delivery through: police officers; peace officers; by-law enforcement; non-sworn specialists such as scenes-of-crime staff; private security personnel under contract to police agencies or municipalities; police community service officers; special constables; citizens' crime patrol; victim services; police partnerships with business improvement associations and street security patrols; partnerships with private security in stores, hotels, malls, and a variety of public spaces; partnerships with loss prevention officers (private security) working undercover in public places; and volunteers working in a number of support functions.

Effective communication with and from the community is essential for any service to be successful. Traditionally, police forces have relied on personal contact and reporting directly to a police officer. While this is often the highest form of service to the public it is resource intense and often unnecessary. The

[147] Page 4, Ratcliff, Jerry H. (2008). *Intelligence Led Policing*. Portland: Willan Publishing. ISBN: 978-1-84392-340-4
[148] SARA and a variety of similar acronyms. Police Chief Magazine, December 2010

*Review* identified a number of options which may be successful in the Red Deer context including: police officer telephone investigation; telephone report taking; internet reporting; initial telephone report and appointments for officer follow up; non-sworn staff initial report taking and investigation; and walk-in reporting at a police office.

An example of a broad communication approach is found with the West Vancouver Police Department[149]

> *West Vancouver is the first community in Canada to bring ePolicing technology to its citizens. This powerful web technology puts current and relevant information on current crime trends directly into the hands of the police department's most important stakeholders, its citizens. This tool has been used successfully by large US police departments, such as the Los Angeles Police Department, and now has been adapted and prepared to meet the needs of West Vancouver.*
>
> *From the West Vancouver Police Department website, you can sign up to receive up to date bulletins in the areas that interest you. Our interactive crime maps will provide you with current information on what is happening in your community, letting you see both what is happening in your area as well as what we're doing to proactively reduce crime based on current trends.*

The Calgary Police Service also uses the Internet to communicate with the community.[150] For example:

Citizen Online Police Report System

> *Welcome to the Calgary Police Service Citizen Online Police Report System.*
> *FOR EMERGENCIES OR CRIMES IN PROGRESS – CALL 9-1-1*
> *This system allows you to submit and print a police report if one of the following has happened to you within the City of Calgary and you do not know who did it:*
> - *You have lost or have had stolen something that is worth less than $5,000 (not including firearms, licence plates or government-issued funds or identification).*
>   *(Lost Property or Theft under $5,000)*
> - *Your property or vehicle has been vandalized.*
>   *(Damage/Mischief to Property or Vehicle under $5,000)*
> - *Your vehicle has been broken into.*
>   *(Theft from Vehicle under $5,000)*

The London Police Service, Ontario, also use Internet reporting:[151]

Online Reporting

> *Welcome to the London Police Service Citizens Online Police Reporting System. If this is an Emergency please call 911.*
> - *It is the policy of London Police Service to only accept reports that occurred within the London city limits.*
> - *Click here for City of London map.*
> - *If you were involved in a motor vehicle collision, please call Police. Click here for more information.*
> - *If someone has broken into your house or business, please call Police. Click here for more information.*

[149] West Vancouver Police Department website December 8th 2010
[150] Calgary Police Service website December 8th 2010
[151] London Police Service website December 8th 2010

- *If you have lost your wallet, click here for more information on how to protect yourself.*
- *If you believe that you are a victim of identity theft, click here for more information on how deal with this situation.*
- *If you wish to report a theft or attempted theft of a vehicle, please call Police.*
- *If this is a theft or loss of a Canadian or foreign passport and /or Federal Canadian documents, please call Police.*
- *If you have a suspect, please call Police.*
- *If you have questions about the Citizen Online Reporting System please refer to our Frequently Asked Questions page.*

The Vancouver Police Department offers Internet and telephone reporting[152]

*Report a Crime*
*Online Crime Reporting*
*Some crimes can be reported online via the web, particularly if there is no suspect. See Online Citizen Reporting to view reporting guidelines.*
*Non-Emergency? Call (604) 717-3321*
*Many reports to police do not require a police officer to attend in person. If there is no suspect or there is no potential evidence for officers to collect, your call can usually be handled over the telephone. Examples of crimes that should be reported via the non-emergency line:*

- *thefts under $5,000*
- *stolen vehicles*
- *lost property*
- *stolen or lost licence plates and validation tags*

In addition there are a variety of other services:

*A-Z List of Services*

*The Vancouver Police Department's A-Z List of Services is currently being built as the redeveloped website is indexed by search engines. Please try a Search for the information you are looking for, consult the Site Map, or see Contact the VPD for a list of contacts.*

*Some commonly requested services:*

- *Compliments & Complaints*
- *Crime Maps*
- *Crime Statistics*
- *Destruction of Fingerprints*
- *Fingerprinting Service*
- *Freedom of Information Requests*
- *Police Records Check*
- *Report a Crime*
- *Request a Copy of a Police Report*
- *Start a Block Watch*
- *Victim Services*
- *Volunteer Opportunities*

[152] Vancouver Police Department website December 8th 2010

The key component for a policing and public safety system to be able to sustain a suitable level of service is to continually assess the workload, resources available, and community needs – and structure the organisation's resources and policies to provide the most effective service as required.

### 7.2 Public perceptions

Public perceptions of crime are used as a gauge of public sentiment regarding a sense of security and as a determinant of public policy. However, there appears to be a general disconnect between actual incidence of crime and the public perception of crime. Research in the United Kingdom[153] demonstrates that the proportion of people who perceive an increase in crime nationally (75 per cent) is far higher than that which perceives an increase in crime locally (36 per cent). This finding occurs although the volume of crime such as murders, manslaughters, and child killings has dropped by 17 per cent to a 20-year low with violent crime and gun crime down by six and 17 per cent respectively; although domestic burglaries and thefts are up marginally, overall crime is down by 5 per cent. The British Crime Survey (BCS) suggests that the public generally believe crime is much more widespread and out of control than it really is. Further, this disconnect appears to be more acute when applied to distant rather than the local crime as evidenced in the proportion of people who perceive an increase in crime nationally being far higher than that which perceives an increase in crime locally. This seems to suggest that the public experience a general anxiety about the volume of crime rather than drawing a conclusion from personal experience.

Similar findings have been experienced in the United States. Gallup[154] asked respondents to rate the seriousness of crime in their local areas as well as nationally. Relatively few Americans call the nation's crime problem "extremely serious," but combined with those who call it "very serious," a majority hold negative views of the national crime problem. By contrast, only 15% of Americans consider crime in the areas where they live to be 'extremely or very serious', while 51% do not view it as 'serious'. Current perceptions of local crime in the US are similar to what Gallup found the previous two years. Since 2005, roughly half of Americans have said they believe there is "more crime in their areas compared to a year ago," while close to three in ten have said there is less crime. This is contrary to data released by the Federal Bureau of Investigations and the Department of Justice in the US which report that crime is declining or remaining the same as the previous year.

A 2007 IPSOS report in the United Kingdom stated that a large part of the explanation (in the UK) is to be found in media coverage, "... media portrayals of crime and justice do seem particularly perverse."

[153] The Big Question: Why are public perceptions of crime so at odds with the official statistics? Amol Rajan, The Independent, July 2009
[154] Gallup, Jeffrey Jones, October 2009

Local news captures large audiences.[155] News is available 24 hours and the drive for audiences pushes local news organisations to favour an action-oriented format, which is driven by crime and police-oriented content.[156]

> *If there is a choice between a sensational news item, however fleeting, and a less sensational one that may affect more members of the public or address a bigger problem, the former will generally secure front page in the newspaper or the lead story on the evening television news.*[157]

Many researchers of crime and the media suggest crime news has long been and continues to be an information priority for the media and constitutes a large percentage of news stories. The concentration on crime news not only influences public attitudes and opinions toward crime and criminals, it also helps to maintain crime as a salient political issue.[158]

In the US, the subjective reality of crime was influenced significantly more by network TV crime coverage than it was by either (a) the crime coverage of four influential national print media or (b) actual real-world crimes.[159]

In the 1997 election campaign in the UK, the Labour government ran on a platform which emphasised the need to take control of crime. In the ensuing years of Labour rule it has been suggested that 3000 pieces of legislation were introduced to address criminal issues.[160] Principal among these was legislation which addressed 'lower-level' anti-social behaviors, those behaviors which create a sense of disquiet and threat within local communities. The *Crime and Disorder Act* 1998 introduced the controversial anti-social behaviour orders (ASBOS) and parenting orders. The *Anti-Social Behaviour Act* 2003 gave police powers to disperse large groups of people, and equipped landlords with similar powers over unruly tenants. The *Criminal Justice and Immigration Act* 2008 allows police to close premises used by drug dealers or those suspected of being involved in organized crime.

In Red Deer, the course of the *Review*, participants in interviews and focus groups frequently mentioned an 'increase in crime' and 'the unsafe nature of the downtown area'. When clarification was sought regarding the nature of "unsafe", only isolated examples or hearsay anecdotes were provided. Those references alluded to panhandling and the presence of homeless people in the downtown core. Others mentioned, but without specific examples, an "increase in crime" given that Red Deer has become a city.

[155] Roper-Starch, 1994; Papper and Gerhard, 1999; Hess 1991
[156] Gilliam, F., and Iyengar, S. Prime Suspects: The influence of Local television News on the Viewing Public, American Journal of Political Science., vol. 44, no. 3, 2000
[157] Media Analysis , prepared by Linda Slobodian for Winnipeg Auto Theft Suppression Strategy, Final Evaluation 2009.
[158] C.Y. Thompson *et a*l. "Representing Gangs in the News: Media Constructions of Criminal Gangs." Sociological Spectrum, 20 p.409-432. Taylor and Francis 2000. In, http://www.hawaii.edu/hivandaids/Representing_Gangs_in_The_News__Media_Constructions_of_Criminal_Gangs.pdf
[159] The Social Construction and Subjective Reality of Crime: A Longitudinal Analysis of Media Crime Reporting, Public Perceptions of Crime and FBI Crime Statistics Dennis T. Lowry*, Tarn Ching Josephine Nio**, Kwangok Kim*, Daekyung Kim*, Yanjun Zhao*, and Dennis W. Leitner* * Southern Illinois University Carbondale ** Southern Taiwan University of Technology Presented to the Mass Communication Division of the International Communication Association at the annual conference, New Orleans, May 28, 2004.
[160] Gallup, Jeffrey Jones, October 2009

Also mentioned in interviews was the feeling of apprehension that was engendered by the implementation of Neighborhood Watch, in that if such a crime prevention program is warranted, then crime must be rife. The preventive aspects of Neighbourhood Watch were not fully appreciated.

An important aspect of perceptions of crime is the distinction between the fear of being a victim of crime and the probability of being a victim of crime. Individuals or communities that feel vulnerable to victimization are influenced by the feeling that they will be targeted by criminals or that they are unable to control their circumstances to prevent victimization. An important issue in this discussion which relates to the downtown is the need for residential, retail and entertainment facilities in the downtown. This would encourage the presence of people in the downtown core. This issue will be addressed in subsequent phases of the *Review*, however, it was frequently mentioned in interviews and focus groups that currently the downtown is largely void of citizens who interviewees considered to be mainstream or any purpose for a family to visit or spend time there. Given the current location of social support agencies and in the absence of residential, entertainment or other commercial establishments, on those occasions that mainstream citizens visit downtown the perception is that they may be outnumbered by those residents who display characteristics which are not considered, by them, to be fully desirable. The reported crime data (previously discussed) and the calls for service discussed below indicate that the perception of downtown being unsafe is predicated more on the unsupported belief that crime is rampant rather than on the reality. As noted in the call analysis, much of the crime "downtown' occurs in the vicinity of the detachment office and, further, many of these "incidents" are administrative in nature rather than actual crimes which may cause direct harm to citizens or their property.

### 7.3 Calls for Service

'Calls for service' originate from different sources and are classified as either emergency or non-emergency. An emergency call for police service generally enters the reporting system via the Red Deer Regional 911 Communication Centre, located in the Red Deer Fire Hall. As the Primary Service Answer Point (PSAP), operators will route police related calls to the Secondary Service Answer Point, which in the case of Red Deer is the RCMP Southern Alberta Operational Control Center (OCC). Here, staff members designated to receive calls for service for the City of Red Deer municipal RCMP will create files using the Computer Integrated Information and Dispatch System (CIIDS) and then route (dispatch) the file for police attention and response.[161]

Non- emergency calls for service may also enter the reporting system via the OCC. Staff at the OCC has no discretion to either filter a call or deal with the call for service in any other manner than dispatching the call to a police unit. The OCC is fully funded by the Province of Alberta and, consequently, the City has

[161] Part 3 of the Report will include further examination of this issue

limited ability to affect the policies and procedures of the OCC with respect to the dispatch of officers assigned to the Red Deer detachment.[162]

Calls for service may also be generated from the Detachment Operational Center or the Watch Office (or as it is colloquially known, the Bubble Room) which is located within the detachment and staffed 23 hours each day by two municipal employees and the additional 24th hour by one employee. The Watch Office staff monitor calls which are dispatched by the OCC to Red Deer units via CIIDS and provides administrative support in the form of, for example, the conduct of CPIC or vehicle ownership checks. The staff also dispatches units based upon calls for service that may be generated by citizens who attend the front counter at the detachment. Watch Office personnel also "convert" CIDDS files to PROS files, both of which are RCMP systems. CIIDS must be transferred to PROS format for report preparation and submission. The Watch office is funded by The City of Red Deer.[163]

Each category of call for service can be subject to different level of accuracy and specificity. Calls for service to the detachment, for example, rarely refer to an actual dispatch of a mobile unit. Many can result from the attendance of a member of the public to report a minor incident, to request information or to obtain, say, a security clearance form for volunteer work or to acquire a damage sticker to enable repair of motor vehicle damage.[164]

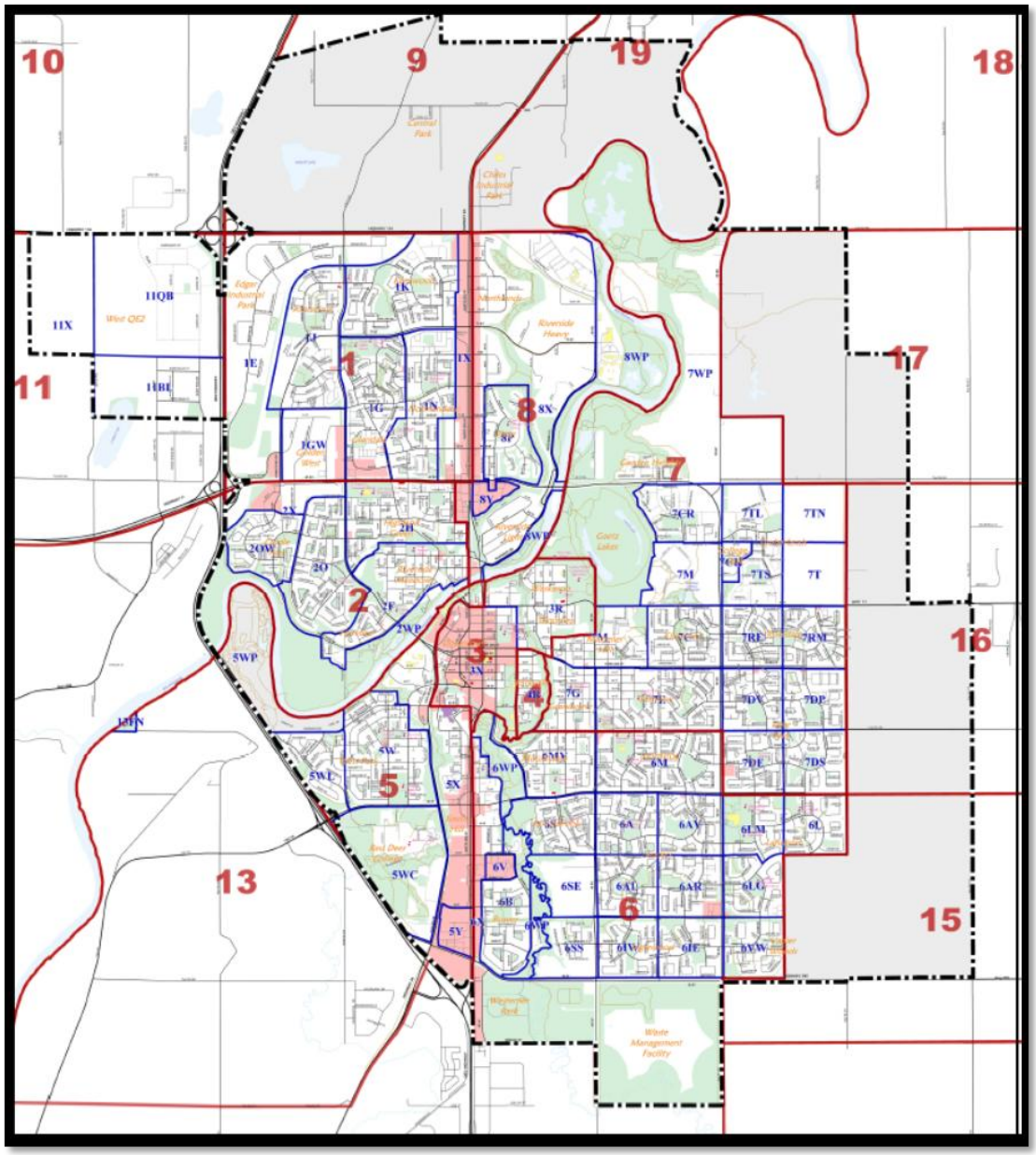
Calls for service may be generated in many ways, for example:

- By a 911 call from a citizen to the OCC
- By a non-emergency call from a citizen to OCC
- By a call or visit by a citizen to the front counter at the detachment
- By police patrol activity, for example, officer /violator contacts, such as the issuance of speeding ticket, or the arrest of an impaired driver.
- A patrol unit being hailed by a citizen on the street
- By a request for assistance from another police agency such as a request for a 'notification of death' or an administrative query.
- By a request from a unit which is at the detachment for assistance from another unit to conduct a breathalyser test.

[162] Griffiths, C., and Fenning, T., Dispatch for the City of Red Deer RCMP: Current practice, outcomes and options, 2008.
[163] Ibid. See note (page viii) *"The fiscal cost of the current dispatch is nil, as the city does not contribute to the operation of the Southern Alberta OCC."*
[164] In the course of the research, there was varying opinion as to whether "call-ins" generated a 'call for service' although some "call-ins" were addressed by counter staff, on other occasions; a unit was called via OCC. At times, even the detachment administrative office initiated a call to a unit. Such calls for service would not be logged the same as a call directed via OCC and would not be recorded under the CIIDS file process.

### 7.3.1 Calls for Service – Geographic

**Graph 1-7A Zones and Atoms in Red Deer**



As illustrated in Graph 1-7A (above)[165] the area policed by Red Deer Municipal RCMP includes the urban core ('Downtown'), peripheral neighbourhoods and rural areas within the city boundaries. The jurisdiction is divided into 18 zones. Zones are also subdivided into smaller units of measure, called atoms. The bulk of policing activity occurs in zones considered more urban. Not only do the calls for service vary within each zone, but the types of calls that occur within each of these zones also vary. Depending upon the zone under consideration, the types of calls for service occurring within the atoms comprising a particular zone also differ.[166]

In the following distribution of calls for service by zone[167] most calls for service come from Zone 3 (22.4%), the downtown core. In rank order, Zones 1, 6 and 2 generate the next highest calls for service ranging from approximately 15 – 16% of all calls for service. Specific details of calls for service are provided in Appendix 7A.

**Table 1-35 Calls for Service by Zone**

| Zone | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| 1 | 9,425 | 15.6 | 15.6 |
| 2 | 8,677 | 14.4 | 30.0 |
| 3 | 13,083 | 21.7 | 51.7 |
| 4 | 489 | .8 | 52.5 |
| 5 | 7,145 | 11.8 | 64.3 |
| 6 | 10,666 | 17.7 | 82.0 |
| 7 | 7,077 | 11.7 | 93.7 |
| 8 | 3,670 | 6.1 | 99.8 |
| 9 | 32 | .0 | 99.8 |
| 10 | 2 | .0 | 99.8 |
| 11 | 29 | .0 | 99.9 |
| 13 | 2 | .0 | 99.9 |
| 15 | 4 | .0 | 99.9 |
| 16 | 6 | .0 | 99.9 |
| 19 | 16 | .0 | 99.9 |
| | 60,323 | 100.0 | 100.0 |

[165] New electronic versions of maps have been requested from City of Red Deer and upon receipt will be substituted for the current Graphs in order to more clearly denote community boundary and name.
[166] Zones outside of the city boundaries have been established in anticipation of future annexation and growth.
[167] Data is inclusive January 2009 to June 2010

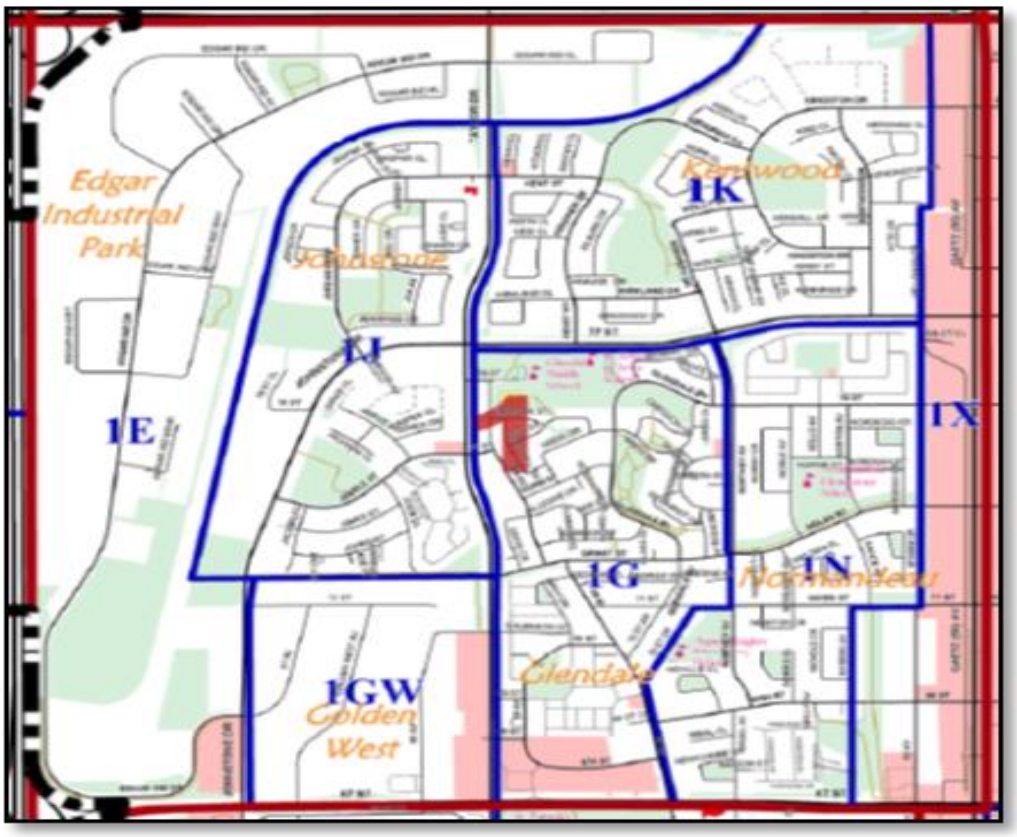
### 7.3.2 Atom Analysis by Zone

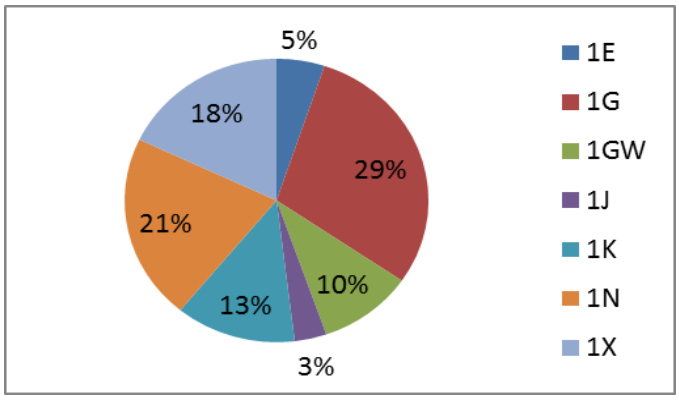
As noted previously, zones contain smaller units of measure: atoms. The number of atoms per zone ranges from 2 (zone 3) to 18 (zone 6). In an examination of the seven zones having the most calls for service,(zones 1, 2, 3, 5, 6, 7, and 8), the charts below suggest that, calls for service are not distributed evenly within the zones, just as they are not distributed equally, as noted above, between zones. The uneven distribution of calls for service within zones at the atom level suggests that policing resources cannot be evenly deployed within zones. Similarly, from a call for service perspective, police resources cannot be evenly deployed between zones.

It is noted that Zone 4, call for service accounts for less than 1% of total calls for service. As with other zones (9, 10, 11, 13, 15, 16, and 19) accounting for less than 1% of calls for service, Zone 4 is not included in the following analysis.

**Zone 1**

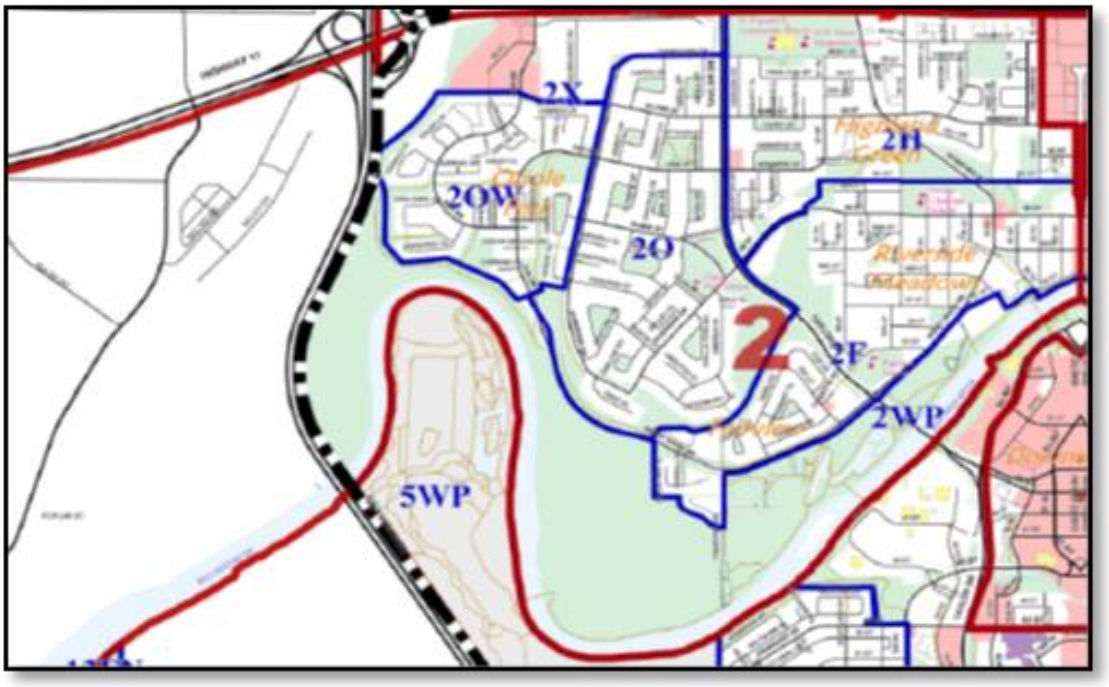
The images presented here depict the geographic space that is Zone 1, along with a pie chart that depicts how calls are distributed within the zone. The bulk of the calls for service in Zone 1 come from Atom 1G, one of the largest geographic atoms in this zone.

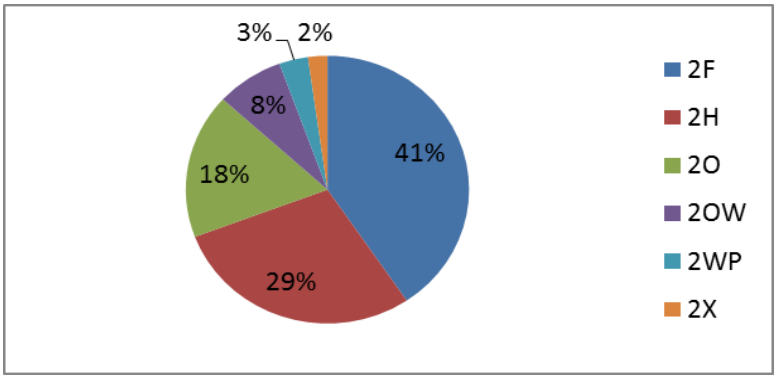


**Zone 2**

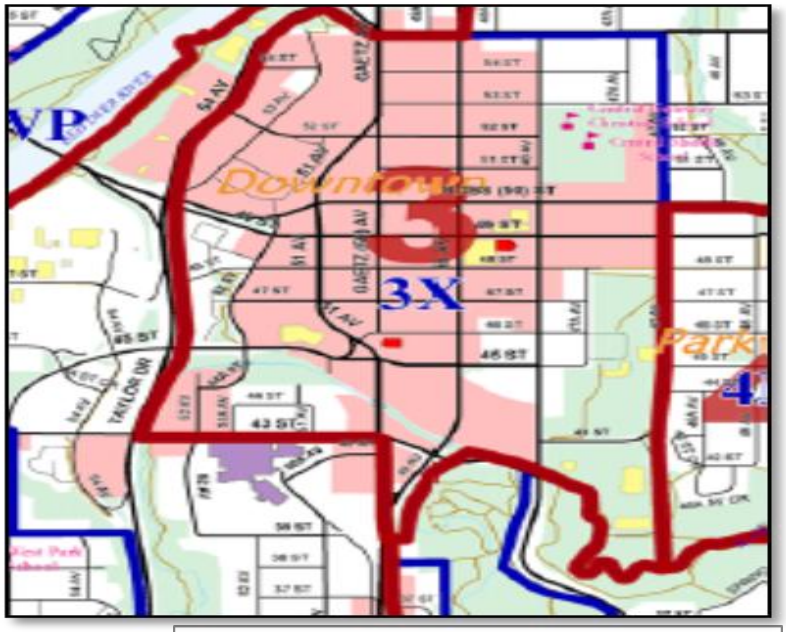
Nearly half of all calls in Zone 2 come from Atom 2F (41%). Atom 2H is the next most prolific generator of calls, accounting for nearly 29% of calls for service.



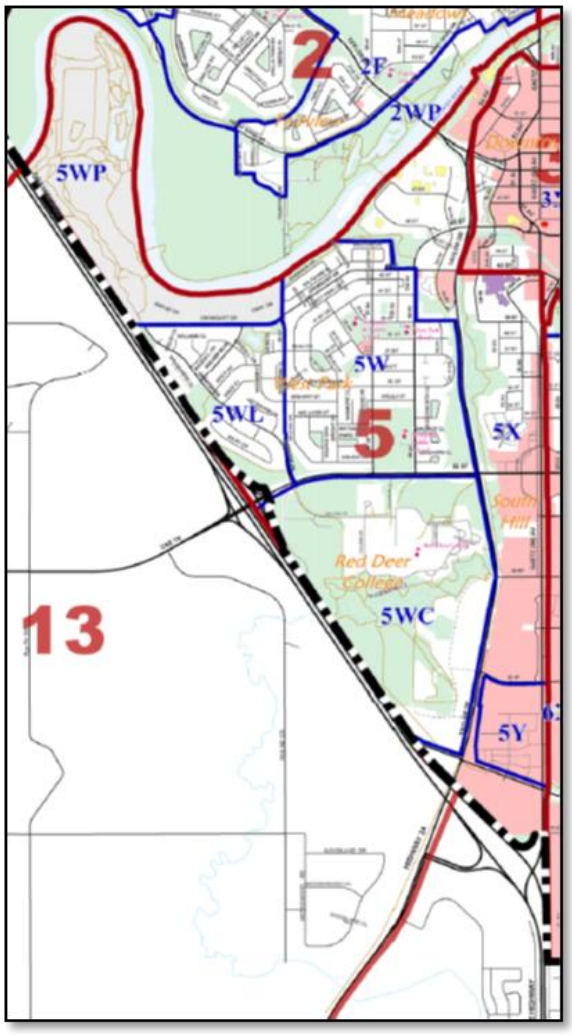
**Zone 3**

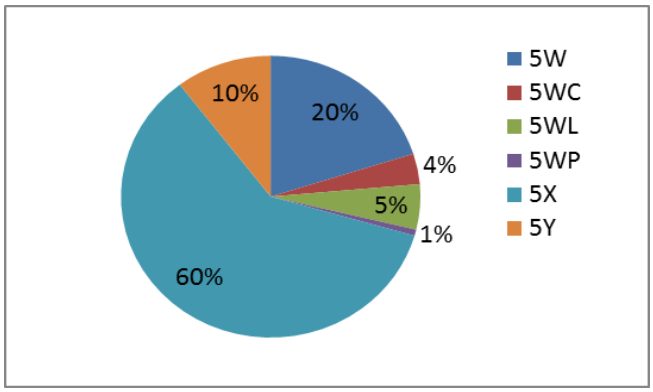
Unlike all other zones which have multiple atoms, there are two atoms in Zone 3, only one of which is evident from the map. Atom 3X, which includes the Downtown core, accounts for over 90% of the calls for service in the zone. As detailed in Appendix 1-7, the top 10 calls for service in rank order and accounting for almost 50% of calls are: Disturbing the peace (11.7%), Assistance to Canadian Province (6.3%), Traffic Collision- Property (6.1%), Theft under or equal to $5000 (4.6%), Assistance to Canadian Police (4.2%), Assault 266 CC (FIP) (3.9%), Items Lost/Found (3.4%), Municipal Bylaws – Other (3.1%), False Alarms (3%), and Other theft under $5000 (3%).



**Zone 5**

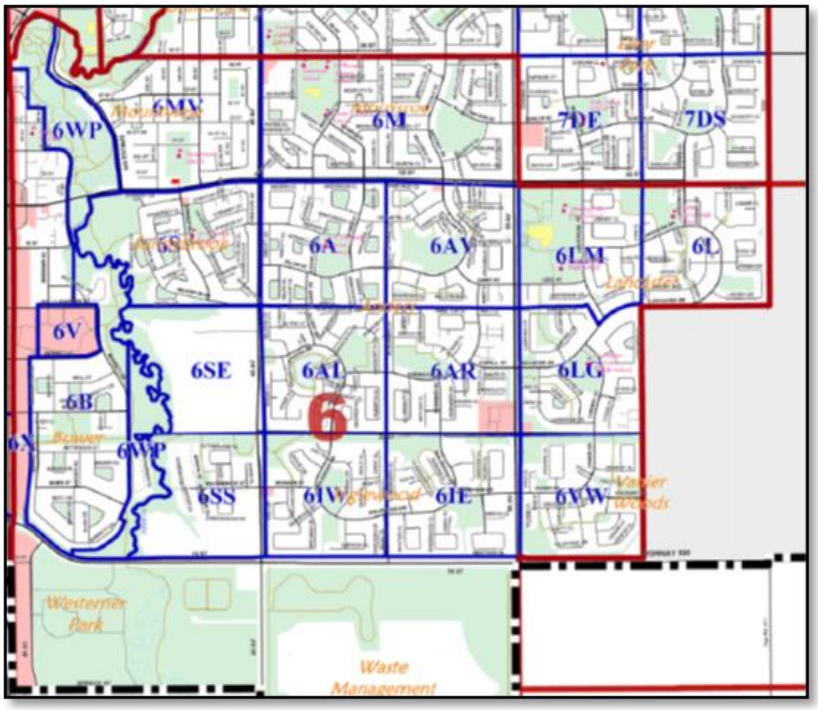
Although Atom 5X is geographically smaller than Atom 5W, Atom 5X accounts for 60% of the calls for service, and Atom 5W for 20%.

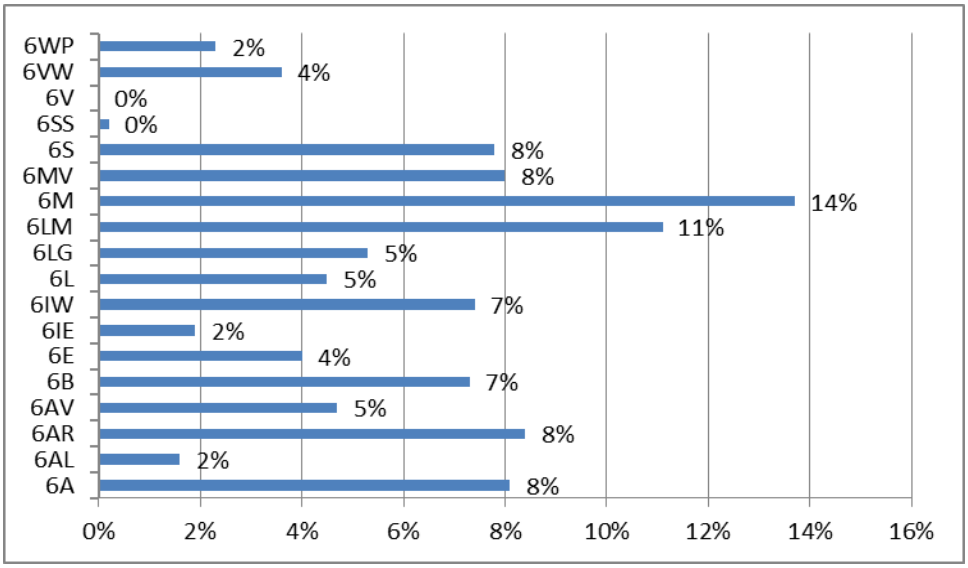


**Zone 6**

Unlike the zones considered earlier, Zone 6 has multiple atoms with a relatively more even distribution, especially once physical size of the atoms is taken into account.[168] Although Atom 6M has the most calls for service, it is also the largest atom in this zone. Many of the remaining atoms in this zone have about 5-8% of the calls for service.

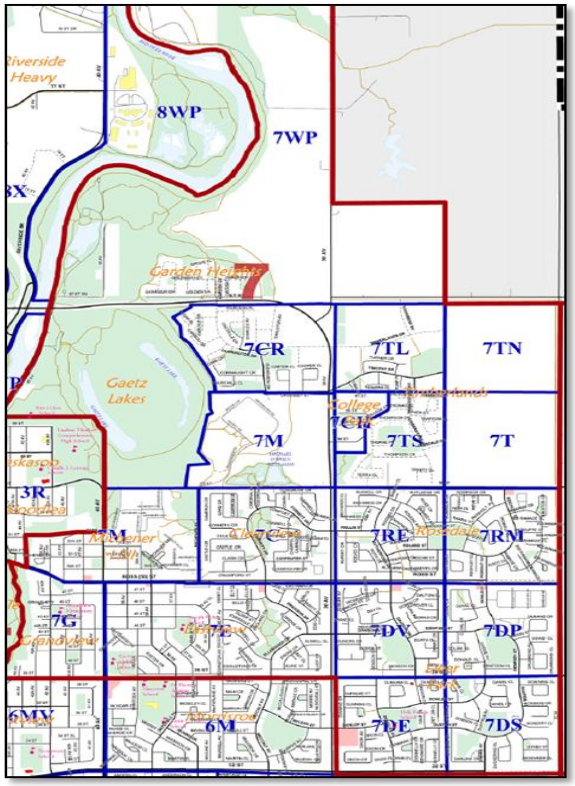


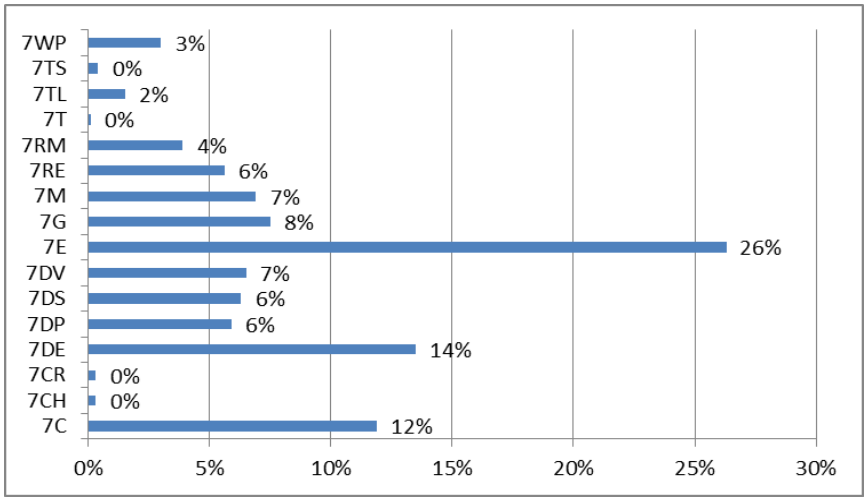




[168] For clarity, atom call for service distribution is presented in bar graph format, rather than pie chart.

**Zone 7**

In Zone 7, Atom 7E accounts for nearly 26% of the calls for service.[169] Like Atom 6M, described above, Atom 7E is comparatively larger than the other atoms in this zone. Atom 7DE accounts for 14% of the calls for service and is half the geographic size of Atom 7E.

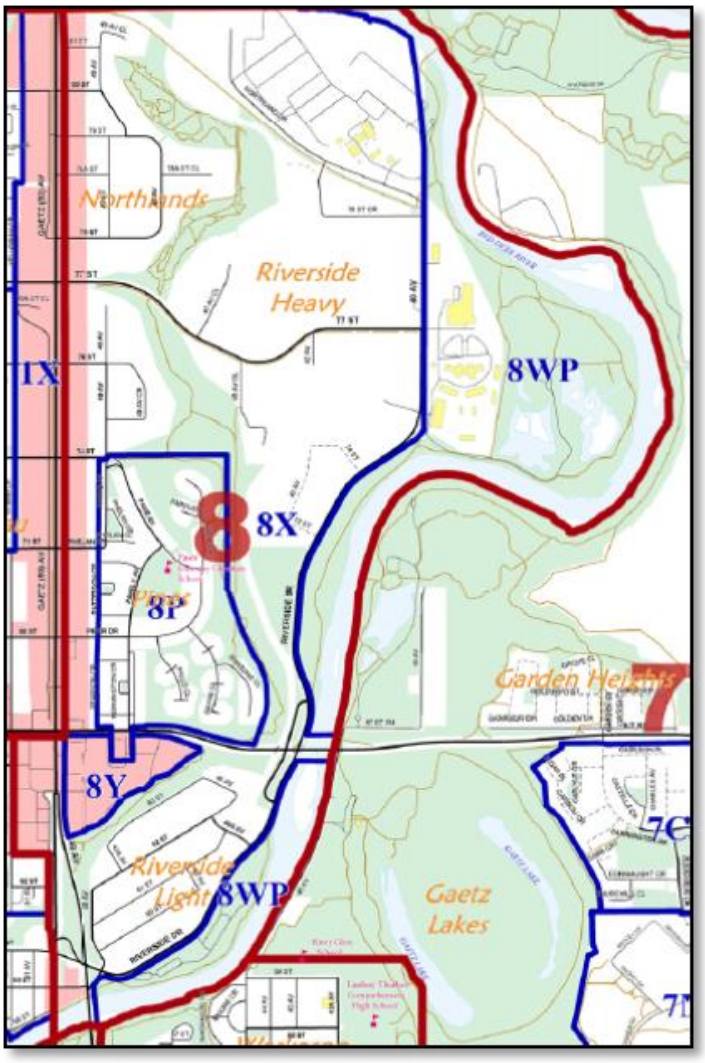


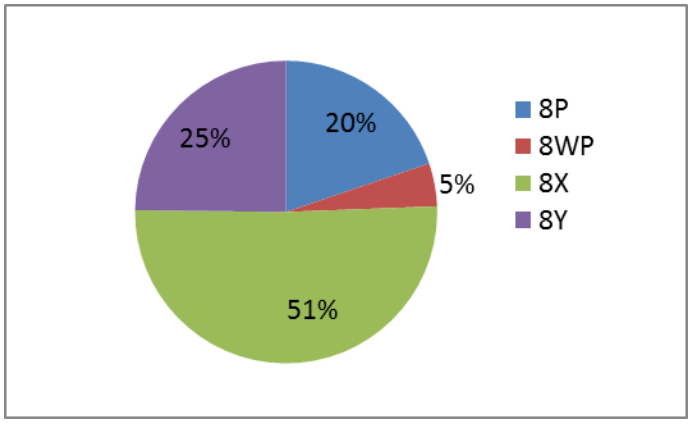




[169] Again, for clarity, atom call for service distribution is presented in bar graph format, rather than pie chart.

**Zone 8**

There are four atoms in Zone 8. Atom 8X accounts for over 51% of the calls for service, with Atoms 8P and 8Y make up 45% of the calls for service. Atom 8WP



### 7.3.3 Calls for Service, by Type

The examination that follows highlights how calls for service are distributed, prioritising zones as the focus of interest, along the following dimensions:

- types of calls for service,
- the distribution of calls for service over time (including month, day and hour),
- distribution of calls for service by call method,
- the distribution of calls for service by priority ranking, and
- the distribution of calls for service in terms of clearance type status.

The data for this analysis includes calls for service for all of 2009 and for January to July, 2010. Where appropriate, the calls for service from the first half of 2009 are compared to the first half of 2010.

The types of calls that come to the attention of the police are many and varied. In Table 1-36 below, the 15 most frequent calls for service overall for the duration of the period under examination (January 2009 – June 2010) are considered.[170] As can be seen from Table 1-36, the most frequent calls for service are those involving traffic collisions (7.4% of all calls), disturbing the peace (6.5%), false alarms (5.7%), theft under $5000 (5.5%) and violation of municipal bylaws (5.0%). The ten most frequent types of calls for service make up nearly half of all calls for service while the most frequent fifteen calls for service takes up nearly 60% of officers' time.

[170] The complete table of all 232 types of calls is provided in Appendix 7

**Table 1-36 Overall Calls for Service (January 2009 – June 2010)**

| | Type of Call | Frequency | Percent of Total Calls | Cumulative Percent |
|---|---|---|---|---|
| 1 | Traffic Collision(s) – Prop. Damage | 4489 | 7.4% | 7.4% |
| 2 | Disturbing the peace [175(1) CC] | 3984 | 6.5% | 13.9% |
| 3 | False Alarms | 3477 | 5.7% | 19.6% |
| 4 | Theft under or equal to $5000 | 3360 | 5.5% | 25.1% |
| 5 | Municipal Bylaws - Other | 3027 | 5.0% | 30.1% |
| 6 | Mischief - Damage to, or Obstruct | 2290 | 3.8% | 33.9% |
| 7 | Assault (266 CC) | 2166 | 3.5% | 37.4% |
| 8 | Other theft under $5000 [334(b) CC] | 2039 | 3.3% | 40.7% |
| 9 | Mischief equal to or under $5000 | 1998 | 3.3% | 44.0% |
| 10 | Impaired Operation (by Alcohol) | 1801 | 3.0% | 47.0% |
| 11 | Assistance to General Public | 1750 | 2.9% | 49.9% |
| 12 | Person Reported Missing | 1591 | 2.6% | 52.5% |
| 13 | Fail to Stop or Remain at Accident | 1528 | 2.5% | 55.0% |
| 14 | Other Moving Traffic Violation | 1528 | 2.5% | 57.5% |
| 15 | Suspicious Person/ Vehicle/ Prop. | 1461 | 2.4% | 59.9% |
| | **Totals** | **61023** | **59.9%** | |

The calls for service vary by zone: not all zones have the same distribution of calls, with the implication that officers will be spending their time differently depending upon which zone is being policed. As can be seen from Table 1-37 below, *traffic collisions* are not equally proportionate across the zones: Zone 5 has over 11% of *traffic collisions* as calls for service, while Zone 2 has less than half that proportion at 4.5%. Similarly, *disturbing the peace* is nearly 12% of the calls for service Zone 3, while Zone 7 has fewer than 4% of the same calls.

While the overall proportion of these calls was nearly 60%, regardless of zone, this particular selection of calls makes up different proportions of calls for service depending upon the zone being considered. In Zone 3, for example, these calls make up nearly 53% of calls for service, while in Zone 8 these types of calls constitute nearly 67% of calls for service. The implications for the types of units scheduled for any particular shift would necessarily have to reflect the nature of the calls generated by a particular zone.[171]

[171] As noted in the Introduction, no recommendations for changes to strategies are made within Part 1 of the Review. Such recommendations and discussion will be included in Parts 2 and 3.

Although, as demonstrated, the 'call for service' data indicates the types of calls in each geographical area, the time taken on types of calls is sometimes inaccurate as officers either fail to notify arrival at the scene of an incident; fail to register their departure from the scene or continue an investigation off site and do not notify despatch that the call is complete. The last case is particularly difficult to capture as an investigation may last several days or weeks or even months, given the nature of the crime, and, consequently the dispatch data would be distorted. With these caveats, time taken at calls is addressed below, in Table 1-44.

**Table 1-37 Overall Calls for Service (January 2009 – June 2010 – 18 Month Duration) by Selected Zones**

| | Type of Call | 1 | 2 | 3 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|---|
| 1 | Traffic Collision(s) – Prop. Damage | 621 (6.6%) | 388 (4.5%) | 796 (6.1%) | 811 (11.4%) | 750 (8.3%) | 386 (5.5%) | 359 (9.8%) |
| 2 | Disturbing the peace [175(1) CC] | 440 (4.7%) | 511 (5.9%) | 1525 (11.7%) | 518 (7.3%) | 338 (4.0%) | 257 (3.7%) | 243 (6.6%) |
| 3 | False Alarms | 671 (7.1%) | 349 (4.0%) | 396 (3.0%) | 353 (4.7%) | 725 (8.0%) | 446 (6.4%) | 343 (9.4%) |
| 4 | Theft under or equal to $5000 | 502 (5.3%) | 337 (3.9%) | 596 (4.6%) | 387 (5.4%) | 575 (6.4%) | 422 (6.0%) | 344 (9.4%) |
| 5 | Municipal Bylaws - Other | 513 (5.5%) | 633 (7.3%) | 407 (3.1%) | 56 (0.8%) | 506 (5.6%) | 468 (6.7%) | 98 (2.7%) |
| 6 | Mischief - Damage/Obstruct | 392 (4.2%) | 375 (4.3%) | 328 (2.5%) | 361 (3.7%) | 447 (4.9%) | 325 (4.6%) | 91 (2.5%) |
| 7 | Assault (266 CC) | 376 (4.0%) | 393 (4.6%) | 513 (3.9%) | 249 (3.5%) | 237 (2.6%) | 244 (3.5%) | 89 (2.4%) |
| 8 | Other theft under $5000 [334(b)CC] | 321 (3.4%) | 304 (3.5%) | 391 (3.0%) | 263 (3.7%) | 273 (3.0%) | 260 (3.7%) | 153 (4.2%) |
| 9 | Mischief equal to or under $5000 | 322 (3.4%) | 361 (4.2%) | 312 (3.4%) | 208 (2.9%) | 330 (3.6%) | 278 (4.0%) | 88 (2.4%) |
| 10 | Impaired Operation (Alc.) | 281 (3.0%) | 287 (3.3%) | 318 (2.4%) | 260 (3.6%) | 307 (3.4%) | 137 (2.0%) | 128 (3.5%) |
| 11 | Assistance to General Public | 322 (3.4%) | 299 (3.5%) | 320 (2.4%) | 200 (2.8%) | 241 (2.7%) | 211 (3.0%) | 75 (2.0%) |
| 12 | Person Report Missing | 367 (3.9%) | 396 (4.6%) | 110 (0.8%) | 124 (1.7%) | 123 (1.4%) | 348 (5.0%) | 28 (0.8%) |
| 13 | Fail Stop/Remain at Accident | 183 (1.9%) | 126 (1.5%) | 268 (2.1%) | 295 (4.1%) | 208 (2.3%) | 104 (1.5%) | 194 (5.3%) |
| 14 | Other Moving Traffic Violation | 253 (2.7%) | 214 (2.5%) | 209 (1.6%) | 208 (2.9%) | 254 (2.8%) | 175 (2.5%) | 115 (3.2%) |
| 15 | Suspicious Pers./ Veh./ Prop. | 218 (2.3%) | 212 (2.5%) | 275 (2.1%) | 150 (2.1%) | 254 (2.8%) | 185 (2.6%) | 91 (2.5%) |
| | Total (Percent of calls) | 9400 (61.4%) | 8627 (60.1%) | 13,068 (52.7%) | 7136 (60.6%) | 9045 (61.8%) | 7021 (60.7%) | 3664 (66.7%) |

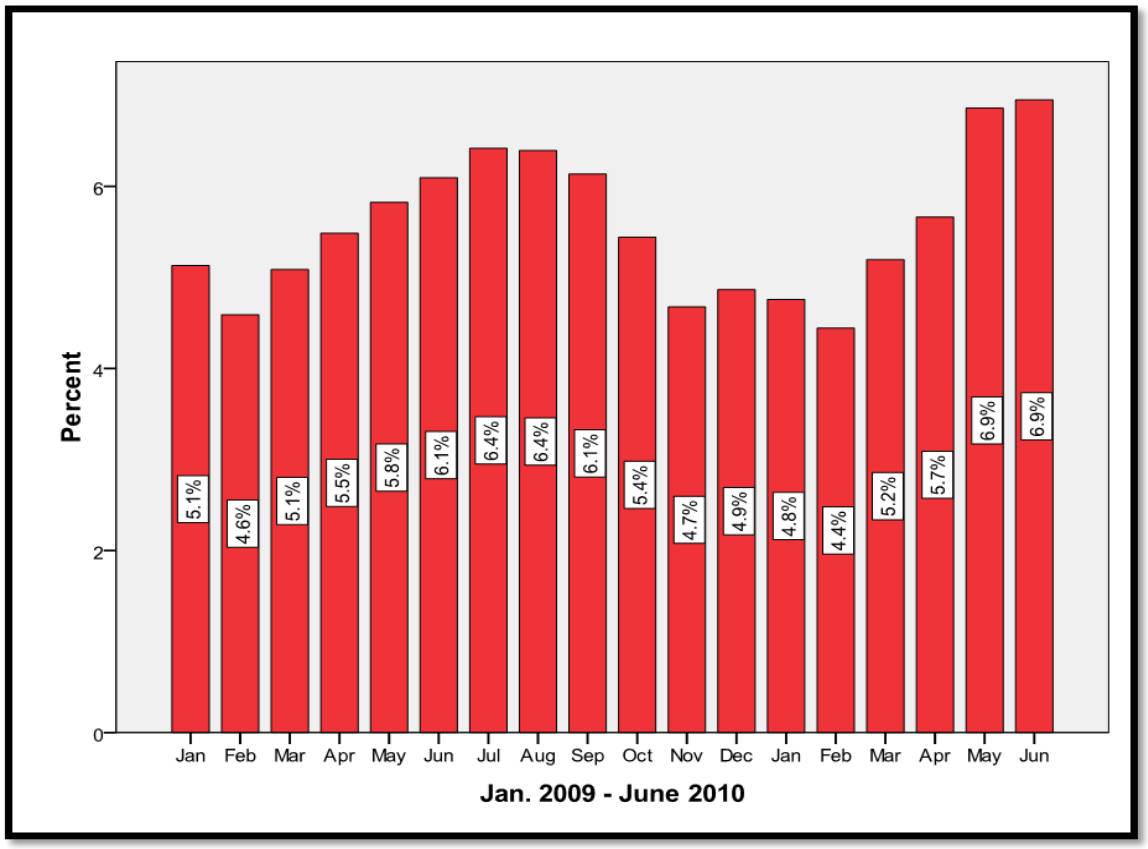
### 7.3.4 Calls for Service Temporal

#### 7.3.4.1 Month

The distribution of calls for service varies over the course of months and seasons – each of which has particular opportunities for social interaction, as well as climatic implications for the types of activities taking place. Graph 7B indicates the monthly variation of calls for service for all zones.

Graph 7B illustrates how the volume of calls for service has or has not changed over two time periods. In the first six months of 2009, from January to June, we note the following proportions of calls: 5.1%, 4.6%, 5.1%, 5.5%, 5.8%, and 6.1%, respectively. For the same months (January to June) of 2010, the proportions are: 4.8%, 4.4%, 5.2%, 5.7%, 6.9% and 6.9%, respectively. While January, February and March remain relatively consistent in both 2009 and 2010, the proportionate volume of calls during the months of April to June is somewhat higher in 2010 than in 2009.

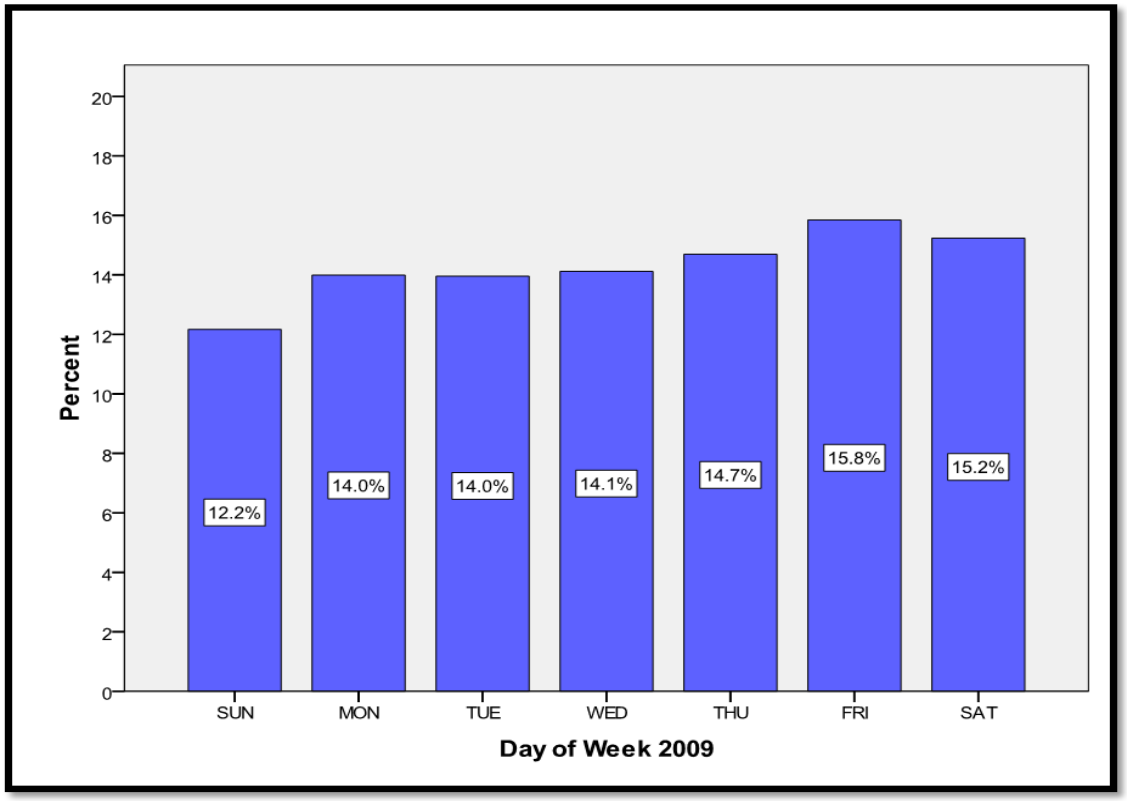
**Graph 1-8 Calls for Service by Month - Jan 2009 to June 2010**



#### 7.3.4.2 Day of Week

As noted in Graph 7C, the distribution of calls for service is greatest on Fridays, while both Thursday and Saturday remain proportionately higher than the other days of the week. Sundays are marked by a substantial decrease in volume. This pattern remained consistent across all zones.

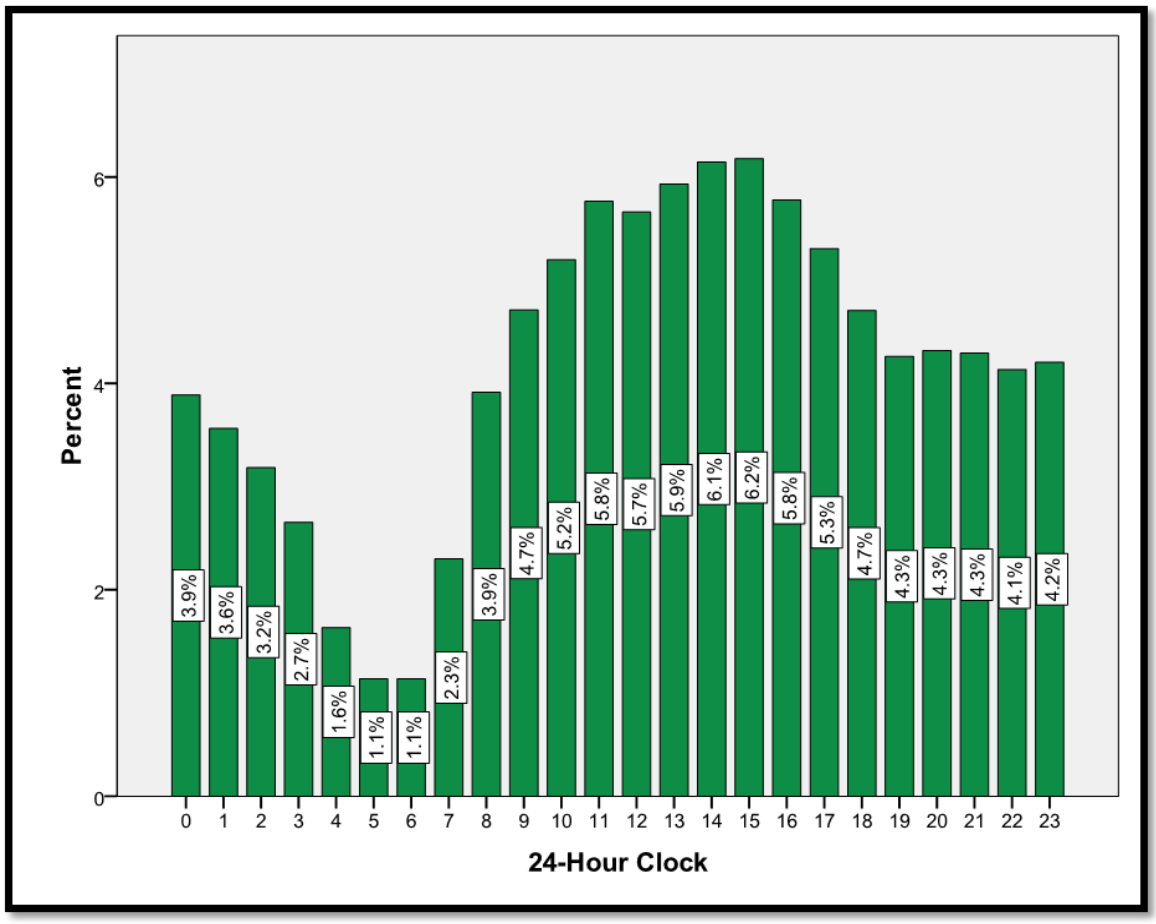
**Graph 1-9 Distribution of calls for service by day of the week (2009)**



### 7.3.4.3 Hour of Day

An observation by policing and other emergency responders is that the volume of calls varies by the time of day. These observations are largely substantiated in the analyses of the calls for service for Red Deer RCMP. Graph 7D displays the percentage volume of cases occurring over a 24-hour period. Notably, 29.5% of the calls in any given day are received between 1 and 6 pm on average: a five hour period (approximately 21% of the day) is associated with 30% of the calls for service.

**Graph 1-10 Percent of Calls over a 24 Hour Period**



### 7.4 Distribution of Calls by Call Method

An issue that substantially impacts on workload and the way in which calls for service are dealt with is the method by which calls come to the attention of police. As noted above, the term "calls for service" is somewhat nebulous – it may include a variety of methods by which service requests come to the attention of police, such as, 911 calls, telephone calls on non-emergency lines, walk-ins, and officer-generated requests.

The majority of calls, 80%, come to the attention of police via phone. The next largest proportion, though substantially less, are walk-ins at 8.5%. Unspecified calls are exactly that – unspecified – while "other" calls consist of methods such as CPIC, email, fax, internal emails and mail.

**Table 1:38: Calls for Service (January 2009 – June 2010) by Reporting Method**

| Origin of call. | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Phone | 48,856 | 80.1 | 80.1 |
| Officer | 3410 | 5.6 | 85.7 |
| Walk-In | 5208 | 8.5 | 94.2 |
| Unspecified | 2725 | 4.5 | 97.7 |
| Other | 823 | 1.3 | 100.0 |
| | 61,022 | 100.0 | |

Unfortunately, the data for this portion of the analysis are somewhat unclear as the categories do not provide much detail. While certain reporting methods have been collapsed into larger categories, the specifics of the categories that have been collapsed are not self-evident. For example, the category "phone" includes what is referred to in the data provided as "phone totals", cell-phone and pay-phone totals – these latter categories making up only a small number (approximately 15%) of the total phone calls. It is difficult to determine the proportion of these phone calls which are 9-1-1 calls versus the proportion of calls that may be a result of a non-emergency response line. These are important data which impacts the types of strategic responses to *calls for service*.

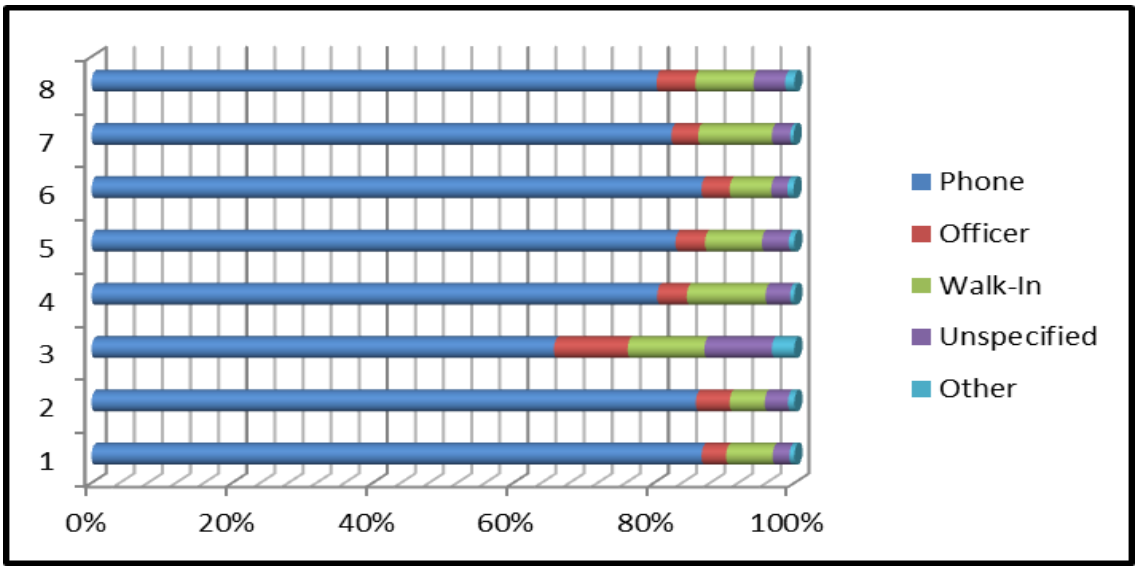
**Table 1-39 Calls for Service (January 2009 – June 2010) by Reporting Method by Selected Zones**

| | Phone | Officer | Walk-In | Unspecified | Other | Total |
|---|---|---|---|---|---|---|
| 1 | 8159 | 326 | 622 | 229 | 64 | 9400 |
| % in zone | 86.8% | 3.5% | 6.6% | 2.4% | .7% | 100.0% |
| 2 | 7416 | 413 | 430 | 284 | 84 | 8627 |
| % in zone | 86.0% | 4.8% | 5.0% | 3.3% | 1.0% | 100.0% |
| 3 | 8603 | 1368 | 1418 | 1248 | 431 | 13068 |
| % in zone | 65.8% | 10.5% | 10.9% | 9.6% | 3.3% | 100.0% |
| 5 | 5747 | 297 | 797 | 249 | 46 | 7136 |
| % in zone | 80.5% | 4.2% | 11.2% | 3.5% | .6% | 100.0% |
| 6 | 7513 | 383 | 734 | 345 | 70 | 9045 |
| % in zone | 83.1% | 4.2% | 8.1% | 3.8% | .8% | 100.0% |
| 7 | 6095 | 284 | 416 | 164 | 62 | 7021 |
| % in zone | 86.8% | 4.0% | 5.9% | 2.3% | .9% | 100.0% |
| 8 | 3023 | 140 | 386 | 96 | 19 | 3664 |
| % in zone | 82.5% | 3.8% | 10.5% | 2.6% | .5% | 100.0% |
| | (46799) | (3219) | (4815) | (2620) | (779) | (58232) |
| | 80.4% | 5.5% | 8.3% | 4.5% | 1.3% | 100.0% |

Table 1-39 provides further detail on the method of calls received by the zones. What is notable is that the proportions of calls for service received by phone vary. In Zones 1 and 7, for example, nearly 87% of the calls for service come in via phone. For Zone 3, on the other hand, only 66% of calls come in via phone with a much larger proportion coming from officer generated, walk-in calls for service and "unspecified" service requests. The differing nature of these service requests for Zone 3 make sense given the fact that the area is relatively small, densely populated and includes police facilities open to the public. The occasional presence of a downtown foot patrol may also influence the rate at which officers are summoned to incidents. However, given the high percentage of calls which emanate via 'phone, (see below) the impact of face to face reporting and its impact on reported crime rates is relatively low.

Graph 7D provides a visual representation of the data presented in Table 7-5, above.

**Graph 1-11: Reporting Methods by Selected Zones**




## 7.5 Distribution of Calls by Priority

The urgency of calls, like the nature of the calls themselves, can vary dramatically impacting on response times. The calls for service considered here were coded into four categories: “urgent”, “routine”, “information” and “unspecified”.

RCMP standard operating procedures for “K” Division Operational Communications Centres state there are four priority codes.[172]

- Priority 1 – Very Urgent – Immediate Dispatch. A major incident or incident in progress that requires immediate police presence, assistance or service. Involves the report of a loss of life or a need for police to prevent a loss of life.
- Priority 2 – Urgent – Dispatch as soon as possible. There is an urgent need for the police presence, assistance, or service. While there is no loss of life involved, the potential for escalation of violence exists.
- Priority 3 – Routine – Dispatch as soon as reasonably possible. Reports that do not require immediate police presence, assistance or service.
- Priority 4 – No immediate Action. Reports that do not require police assistance and are for information purposes only.

It is apparent that, given the priority codes, response times will differ. What is known is that the bulk of the calls for service, 85%, are considered routine, as depicted in Graph 1-12.

[172] “K” Division OCC Program Rev: 0001 July 8, 2010.

**Graph 1-12 Calls for Service by Priority (2009 to June 2010)**

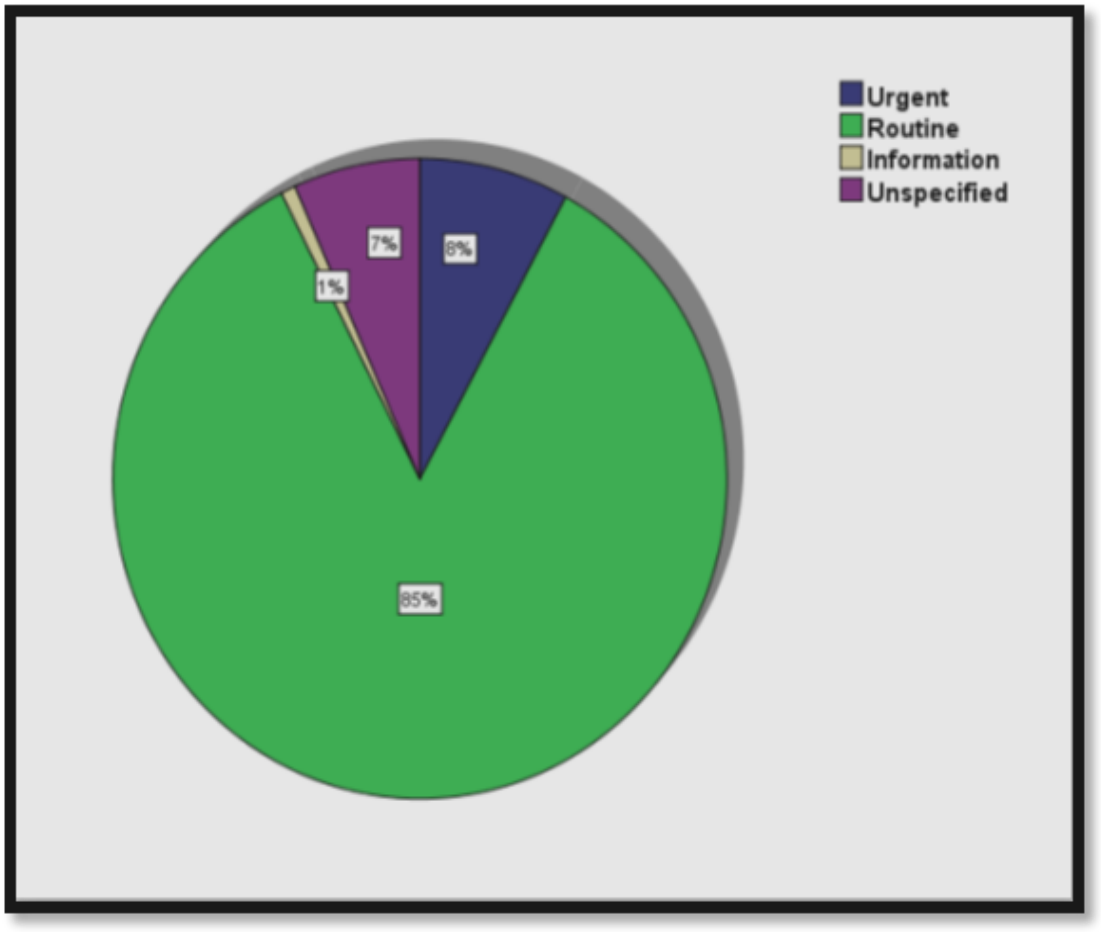



Table 1-40, below, provides further information with respect to the relationship between priority and reporting method. The data suggest that of those calls that are considered “urgent”, nearly 99% of these calls were reported by phone. Of those calls that were considered “routine”, nearly 85% were reported by phone; for “information” 76% were reported by phone and for “unspecified”, 1.3% was reported by phone.

**Table 1-40 Reporting Method by Priority (January 2009 – June 2010)**

| | Priority | | | | Total |
|---|---|---|---|---|---|
| **Method** | **Urgent** | **Routine** | **Information** | **Unspecified** | |
| **Phone** | 4754 | 43,687 | 364 | 51 | 48,856 |
| % within method | 9.7% | 89.4% | .7% | .1% | 100.0% |
| % within priority | 98.9% | 84.6% | 76.3% | 1.3% | 80.1% |
| **Officer** | 18 | 2861 | 48 | 483 | 3410 |
| % within method | .5% | 83.9% | 1.4% | 14.2% | 100.0% |
| % within priority | .4% | 5.5% | 10.1% | 11.9% | 5.6% |
| **Walk-In** | 19 | 4301 | 40 | 848 | 5208 |
| % within method | .4% | 82.6% | .8% | 16.3% | 100.0% |
| % within priority | .4% | 8.3% | 8.4% | 20.8% | 8.5% |
| **Unspecified** | 3 | 494 | 11 | 2217 | 2725 |
| % within method | .1% | 18.1% | .4% | 81.4% | 100.0% |
| % within priority | .1% | 1.0% | 2.3% | 54.5% | 4.5% |
| **Other** | 13 | 325 | 14 | 471 | 823 |
| % within method | 1.6% | 39.5% | 1.7% | 57.2% | 100.0% |
| % within priority | .3% | .6% | 2.9% | 11.6% | 1.3% |
| **Total** | **4807** | **51668** | **477** | **4070** | **61022** |
| % within method | 7.9% | 84.7% | .8% | 6.7% | 100.0% |
| % within priority | 100% | 100.0% | 100.0% | 100.0% | 100.0% |

### 7.6 Distribution of Calls by Clearance Status

Considered here (Table 1-41) are the data from 2009. It is noted that most calls for service are considered *completed*, although *unsolved*, at nearly 37% of calls for service. This refers to calls for service where all investigative efforts have been completed and an offender has not been identified or there is not sufficient evidence to proceed with a charge or clear the call otherwise. The next largest proportion of calls is those considered *completed*, though solved, at nearly 31%. This refers to an occurrence (call for service) that is non–criminal (not an offence). In comparison to these *completed* calls, significantly less are cleared by charge – nearly 14%, while less than half that amount about 7% are considered *unfounded*, that is the police investigation has determined there is no violation of the law or attempted violation.

**Table 1-41 Calls by Clearance Status 2009**

| | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Cleared by charge | 5534 | 13.7 | 13.7 |
| Cleared other - beyond control of dept | 90 | .2 | 13.9 |
| Cleared other - CO declines to lay charge | 603 | 1.5 | 15.4 |
| Cleared other | 152 | .4 | 15.8 |
| Cleared other - dept discretion | 3869 | 9.6 | 25.4 |
| Not cleared - continuing | 160 | .4 | 25.8 |
| Complete - unsolved | 14807 | 36.7 | 62.5 |
| Complete - solved | 12409 | 30.7 | 93.2 |
| Unfounded | 2734 | 6.8 | 100.0 |
| **Total** | **40358** | **100.0** | |

Clearance status may be interpreted in a number of ways and is impacted by a number of factors. For example, the reporting method may have an impact on the ways in which calls are ultimately cleared. What is noted is that of those calls reported by phone, less than 9% are cleared by charge. This is substantially different than most of the other methods. If an officer reports the call, nearly 60% are cleared by charge, compared to about 25% cleared by charge if reported via walk-in or unspecified. For calls that are phoned in, over 40% are considered as ‘complete-unsolved’, compared with 6% of officer reported calls, and 28% of walk-ins. A further discussion of interpretation of incident clearance status is contained in Appendix 6.

**Table 1-42A Clearance Status by Reporting Method**

| | Reporting Method | | | | | |
|---|---|---|---|---|---|---|
| Clearance Status | Phone | Officer | Walk-In | Unspecified | Other | Total |
| Cleared by charge | 2844 | 1274 | 885 | 477 | 54 | 5534 |
| % within clearance status | 51.4% | 23.0% | 16.0% | 8.6% | 1.0% | 100.0% |
| % within reporting method | 8.8% | 59.9% | 24.4% | 27.2% | 9.9% | 13.7% |
| Cleared other - beyond control of dept | 39 | 19 | 17 | 13 | 2 | 90 |
| % within clearance status | 43.3% | 21.1% | 18.9% | 14.4% | 2.2% | 100.0% |
| % within reporting method | .1% | .9% | .5% | .7% | .4% | .2% |
| Cleared other - CO declines to lay charge | 554 | 9 | 28 | 9 | 3 | 603 |
| % within clearance status | 91.9% | 1.5% | 4.6% | 1.5% | .5% | 100.0% |
| % within reporting method | 1.7% | .4% | .8% | .5% | .6% | 1.5% |
| Cleared other | 122 | 13 | 5 | 6 | 6 | 152 |
| % within clearance status | 80.3% | 8.6% | 3.3% | 3.9% | 3.9% | 100.0% |
| % within reporting method | .4% | .6% | .1% | .3% | 1.1% | .4% |
| Cleared other - dept discretion | 3605 | 83 | 92 | 74 | 15 | 3869 |
| % within clearance status | 93.2% | 2.1% | 2.4% | 1.9% | .4% | 100.0% |
| % within reporting method | 11.2% | 3.9% | 2.5% | 4.2% | 2.8% | 9.6% |
| Not cleared - continuing | 99 | 3 | 24 | 29 | 5 | 160 |
| % within clearance status | 61.9% | 1.9% | 15.0% | 18.1% | 3.1% | 100.0% |
| % within reporting method | .3% | .1% | .7% | 1.7% | .9% | .4% |
| Complete - unsolved | 13270 | 127 | 1029 | 308 | 73 | 14807 |
| % within clearance status | 89.6% | .9% | 6.9% | 2.1% | .5% | 100.0% |
| % within reporting method | 41.1% | 6.0% | 28.3% | 17.6% | 13.4% | 36.7% |

**Continued Table 1-42B**

**Table 1-42B Clearance Status by Reporting Method**

| Clearance Status | Phone | Officer | Walk-In | Unspecified | Other | Total |
|---|---|---|---|---|---|---|
| Complete - solved | 9456 | 456 | 1503 | 617 | 377 | 12409 |
| % within clearance status | 76.2% | 3.7% | 12.1% | 5.0% | 3.0% | 100.0% |
| % within reporting method | 29.3% | 21.4% | 41.4% | 35.2% | 69.2% | 30.7% |
| Unfounded | 2309 | 144 | 51 | 220 | 10 | 2734 |
| % within clearance status | 84.5% | 5.3% | 1.9% | 8.0% | .4% | 100.0% |
| % within reporting method | 7.1% | 6.8% | 1.4% | 12.5% | 1.8% | 6.8% |
| Total | 32298 | 2128 | 3634 | 1753 | 545 | 40358 |
| % within clearance status | 80.0% | 5.3% | 9.0% | 4.3% | 1.4% | 100.0% |
| % within reporting method | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |

## 7.7 Responding to Calls

### 7.7.1 Report, Dispatch, and Arrival Times

The following analysis uses data for which there was a recorded Computerized Integrated Information and Dispatch System (CIIDS) event.[173] Reported events are not independent. Several calls for service may refer to the same event. Also, more than one unit may be dispatched to the same event. This may occur on purpose to provide additional cover for an attending unit or inadvertently when two events are not linked and initially considered as separate events.

**Table 1-43 Summary of CIIDS Events Analyzed**

| | 2009 (January – December) # of events | 2010 (January – June) # of events |
|---|---|---|
| Reported time | 40,153 | 19,883 |
| First digital dispatch time | 34,532 | 17,674 |
| First at scene time | 16,097 | 7,789 |

There are various categorizations of calls for service.

[173] Further discussion regarding the difference between CIIDS reported events and PROS reported events can be found above in the report.

- 'Reported time' is generally the time at which the incoming call is recorded by OCC following a call by a citizen or a police officer (or some other source).
- Dispatched time is the time at which the call is dispatched to a unit by the staff at OCC (or in limited cases the Watch office at the detachment):
- Time on scene is the time at which the unit records having arrived at the scene of the incident:
- Time completed is the time at which the unit records that the call is complete.

There are caveats which must be considered when viewing call for service data.

- In particularly busy periods, such as Friday or Saturday evenings, there may be a back log of cases awaiting dispatch. On those, infrequent, occasions there would be a more protracted delay between call receipt and dispatch.
- Unless the recording of the time is computer generated, as at OCC, any time record is dependent upon the officer being able or having the inclination to record the time. Given the urgent nature of some events, the officer may simply and with urgency attend to the incident without notifying the dispatch of his/her arrival. In addition, being human, the officer may forget.
- In the case of 'call completed', incidents which require a protracted investigation and extensive report writing may not "be completed" for days or even months and, in some cases, years. The 'call completed' time tends, although not exclusively, to be entered for those incidents which are relatively quick and easy to handle.

Below, the data regarding calls for service are configured in such a way that all events (in 2009, 40,153, and for the first half of 2010, 19,883) have a "reported" date and time. Events are eliminated, however, when dispatch date and time are considered, as not all events have recorded dispatches. There may be no dispatch date/time as a result of no unit ever having been dispatched – should an event be resolved prior to dispatch, it may no longer require a dispatched unit and there would be no associated dispatch date/time. There are even fewer events that have arrival dates/times. In some instances, this may be due to human error, with officers failing to record their time of arrival, or again, it may mean that an event was resolved after dispatch and prior to units arriving on-scene. The accuracy of this data has an impact upon effective management of resources.

Finally, it is important to note that the times used for this analysis are calculated in terms of "minutes", or fractions of whole minutes.

### 7.8 Times by Zone and Priority

Tables 1-44A and 1-440B summarise the average time (in minutes) of three priority levels of events for each of the eight zones under consideration. As could be expected, the duration from "report to arrival" varies both by priority level, as well as by zone.

For priority 1 events, the zones that have the fastest "report to arrival" times are Zones 1, 2 and 3, ranging from 4.00 to 6.75 minutes. It is important to note that there are very few events that are priority 1 in any

of the zones considered. During 2009 or in the six months of data supplied for 2010, Zone 7 had 19 priority 1 events, the largest number of priority 1 events of any of the zones, with the average "report to arrival" time at under 14 minutes. This longer travel time is not surprising, given that Zone 7 covers a substantially larger area than Zones 1, 2 or 3, for example.

Considerably more priority 2 and 3 events occur than do priority 1. Given that priority 2 and 3 are characterized by less overall urgency, response times are longer as well. Zones 2, 3 and 5 average the fastest response times ("report to arrival" time) at the 8-10 minute range. All of the other zones have priority 2 averaging at about 11 minutes. Priority 3 events tend to be 2-3 times longer, on average, than priority 1 events, ranging from a low of under 11 minutes (Zone 3) to over an hour and 15 minutes (Zone 8).

**Table 1-44A Report to Arrival Times (January 2009 to June 2010)**

| **Zone 1** | | | |
|---|---|---|---|
| | Priority 1 | Priority 2 | Priority 3 |
| Report to Dispatch | 2.21 | 4.41 | 5.90 |
| Dispatch to Arrival | 5.63 | 7.05 | 10.30 |
| Report to Arrival [N] | 6.75 [8] | 10.50 [606] | 14.72 [2742] |
| **Zone 2** | | | |
| | Priority 1 | Priority 2 | Priority 3 |
| Report to Dispatch | 4.50 | 4.32 | 5.93 |
| Dispatch to Arrival | 2.40 | 5.84 | 8.77 |
| Report to Arrival [N] | 5.40 [5] | 9.07 [628] | 13.03 [2741] |
| **Zone 3** | | | |
| | Priority 1 | Priority 2 | Priority 3 |
| Report to Dispatch | 2.46 | 3.79 | 6.92 |
| Dispatch to Arrival | 2.14 | 5.09 | 6.96 |
| Report to Arrival [N] | 4.00 [7] | 7.96 [596] | 10.79 [3169] |
| **Zone 4** | | | |
| | Priority 1 | Priority 2 | Priority 3 |
| Report to Dispatch | -- | 5.63 | 6.32 |
| Dispatch to Arrival | -- | 6.89 | 8.54 |
| Report to Arrival [N] | -- | 10.07 [44] | 13.17 [186] |
| **Zone 5** | | | |
| | Priority 1 | Priority 2 | Priority 3 |
| Report to Dispatch | 0.85 | 4.31 | 5.99 |
| Dispatch to Arrival | TBA | 6.26 | 9.50 |
| Report to Arrival [N] | 50.23 [13][174] | 9.54 [366] | 13.75 [1839] |
| | | | |

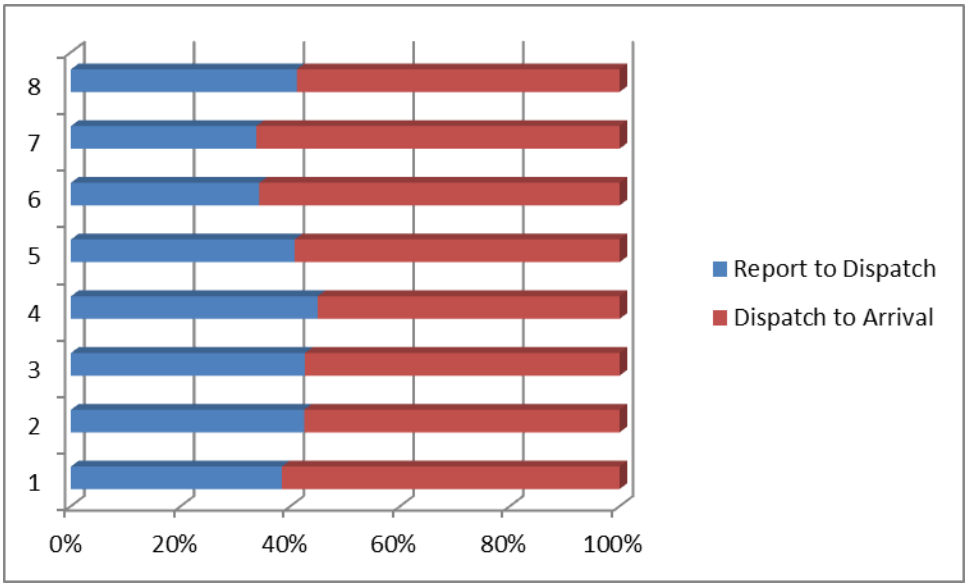
[174] There is no apparent reason for this anomaly. Zone 5 does not contain any identifiable reason such as facility, geographical feature which might account for this. It is assumed to be a reporting error..

**Continued Table 1-44B Report to Arrival Times (January 2009 to June 2010)**

| **Zone 6** | | | |
|---|---|---|---|
| | Priority 1 | Priority 2 | Priority 3 |
| Report to Dispatch | 5.90 | 4.29 | 6.20 |
| Dispatch to Arrival | 8.09 | 8.20 | 10.84 |
| Report to Arrival [N] | 15.18 [11] | 11.70 [597] | 15.41 [2785] |
| **Zone 7** | | | |
| | Priority 1 | Priority 2 | Priority 3 |
| Report to Dispatch | 3.57 | 4.11 | 17.80 |
| Dispatch to Arrival | 8.95 | 8.05 | 10.76 |
| Report to Arrival [N] | 13.47 [19] | 11.42 [463] | 15.35 [2124] |
| **Zone 8** | | | |
| | Priority 1 | Priority 2 | Priority 3 |
| Report to Dispatch | -- | 5.05 | 28.33 |
| Dispatch to Arrival | -- | 7.21 | 9.86 |
| Report to Arrival [N] | -- | 11.36 [208] | 75.12 [1107] |

Another way of looking at times is to consider the average proportion of the time spent between reporting and dispatch, and the average time between dispatch and arrival. Graph 1-13 depicts the average times (report to dispatch and dispatch to arrival) for priority 2 events across the eight zones. Note that this figure should be considered representative only, as the two measures employ different denominators. What is suggested, however, is that there may be some delay in particular zones in terms of report to dispatch. For example, it appears that in zone 4, over 40% of the average time taken to arrive at an event is the duration between report to dispatch. This differs from zones 6 and 7, who appear to use about 32% of the entire time to arrival.

**Graph 1-13 Average Times for Priority 2 Calls by Zone**



### 7.9 Times by Zone and Selected Offenses

It is clear that response times depend on a combination of geographic proximity to events, as well as the nature of the reported event. The nature of events is examined with a more detailed consideration of five specific event types (see Table 1-45). Frequencies of event types were generated and a selection of five of the most frequently occurring event types (suspicious persons/vehicles/etc., disturbing the peace, assault (level one), other theft under $5000, and property damage less than $5000) was chosen for consideration in this analysis. The "report to arrival" times are compared across each of the eight zones.

The first type of event, suspicious persons/vehicles/property reflects variation in response to arrival times from just over 10 minutes (zone 3) to about 16.5 minutes (zone 6). The variation in response times is less for disturbing the peace, ranging from just under 7 minutes (zone 3) to nearly 11 minutes (zone 4). For assault, there is a range of nearly 7.5 minutes (zone 4) to over 13 minutes (zone 6). Other theft under, suggests a range of about 14.5 minutes (zone 3) to 21 minutes (zone 8). Property damage less than $5000 varies from just over 15.5 minutes, to nearly 23.5 minutes – a difference of approximately 8 minutes.

These times are difficult to compare between jurisdictions as travel times depend upon many factors including workload; traffic density; size, geography and configuration of the jurisdiction; number of staff assigned to patrol; tipping point for incident to a specialist unit, and others.

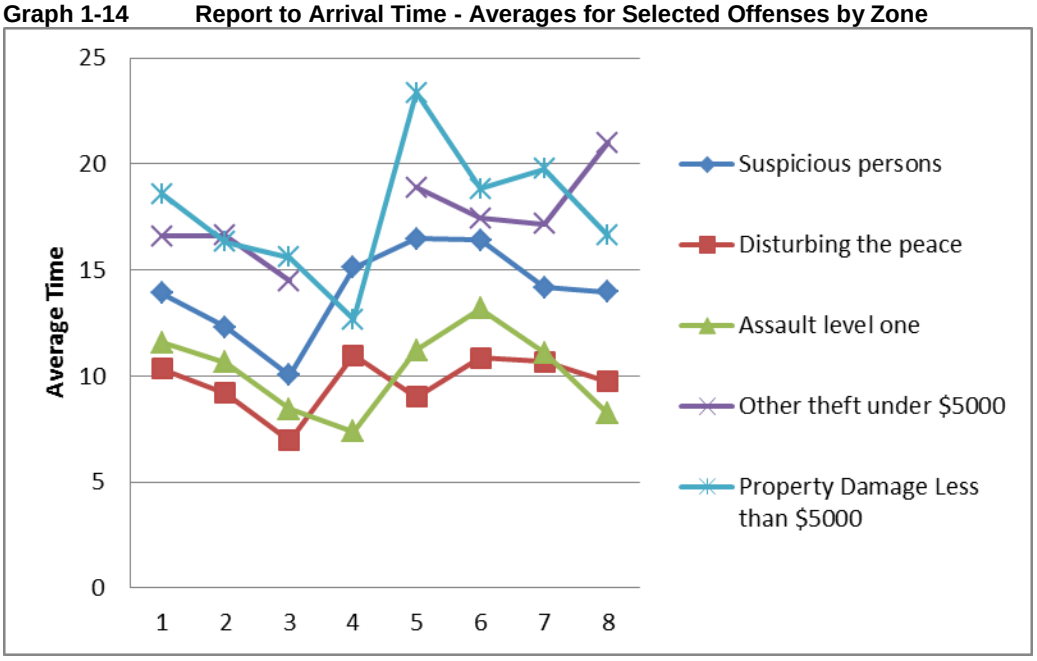
**Table 1-45 Report to Arrival Time - Averages for Selected Offenses by Zone**

| Zones | Suspicious persons/ vehicles/ property | Disturbing the peace | Assault level one | Other theft under $5000 | Property Damage Less than $5000 |
|---|---|---|---|---|---|
| 1 | 13.90 [328][175] | 10.34 [632] | 11.58 [185] | 16.6 [51] | 18.6 [59] |
| 2 | 12.29 [383] | 9.18 [737] | 10.63 [235] | 16.61 [44] | 16.33 [57] |
| 3 | 10.04 [558] | 6.95 [575] | 8.43 [249] | 14.48 [95] | 15.61 [64] |
| 4 | 15.11 [9] | 10.97 [32] | 7.37 [16] | -- | 12.67 [3] |
| 5 | 16.46 [235] | 9.02 [370] | 11.23 [128] | 18.90 [42] | 23.35 [42] |
| 6 | 16.40 [302] | 10.85 [493] | 13.19 [154] | 17.44 [55] | 18.82 [72] |
| 7 | 14.19 [268] | 10.67 [500] | 11.10 [131] | 17.18 [43] | 19.78 [59] |
| 8 | 13.98 [157] | 9.75 [134] | 8.23 [56] | 21.00 [40] | 16.61 [13] |
| Total | 13.31 [2240] | 9.49 [3473] | 10.61 [1154] | 16.99 [370] | 18.39 [369] |

[175] Brackets numeral is number of incidents to show sample size.

Graph 1-14 provides a visual representation of average “report to arrival times” for selected offenses by zone.

**Graph 1-14 Report to Arrival Time - Averages for Selected Offenses by Zone**




Beyond event type and geographic proximity, other factors impact response times such as deployment strategies.

## 8 Legislative change

Since the *2004 Crime Prevention and Policing Study* was conducted, there have been a number of legislative changes and initiatives that impact law enforcement and crime prevention. The following examples are provided.

### *Safer Communities and Neighbourhoods (SCAN) Act*[176]

SCAN, was a key recommendation from the Safer Communities and Crime Reduction Task Force, and promotes community safety by targeting/investigating properties that: negatively affect the health, safety or security of one or more persons in a neighbourhood; and/or interfere with the peaceful enjoyment of one or more properties in a community or neighbourhood.

SCAN is intended to improve community safety by targeting properties used for ongoing illegal activities such as:

- producing, selling or using illegal drugs
- solvent abuse
- unlawful sale and/or consumption of alcohol
- prostitution
- child sexual abuse; and/or
- gang & criminal organization activity.

The SCAN legislation holds property owners accountable for illegal activities regularly taking place on their property.

Two SCAN Units, with Alberta Sheriffs, operating out of northern and southern Alberta, are intended to improve community safety by investigating tips from the community about problem properties in your neighborhood.

### *Gunshot and Stab Wound Mandatory Disclosure Act* [177]

Gunshot and stab wound legislation provides clear direction on when and how much information health care workers need to disclose to police when a gunshot or stab wound victim shows up at a health care facility. The *Act* makes it mandatory for health practitioners to report such wounds and enables police to investigate and take immediate steps to prevent further violence, injury or death.

The *Act* deals with individuals who are dropped off or show up at emergency rooms or health centres seeking treatment for gunshot or stab wounds. The legislation ensures police are only provided with

[176] RSA. In, https://www.solgps.alberta.ca/safe_communities/scan/Pages/SCAN.aspx
[177] RSA. In, http://alberta.ca/home/NewsFrame.cfm?ReleaseID=/acn/201004/28077B5FFC51E-9D57-597D-C4C9B52C55A1FA9B.htm

limited information, such as the patient's name, location of health facility and type of wound and not the individual's health details.

Previously, healthcare practitioners had to use their discretion when reporting these types of wounds.

Disclosure under the enactment requires the following health information to be disclosed to the police:

- The injured person's name, if known;
- Whether the injury was a gunshot or stab wound;
- In the case of a health care facility, the name and location of the healthcare facility;
- In the case of an emergency medical technician, the location intended to treat the injured person; and
- Any other information that may be required by the regulations.

***Mental Health Act (MHA)***[178]

Individuals with serious and persistent mental disorders may be caught in a cycle of being admitted to hospital when they meet the criteria for involuntary admission, are discharged after stabilization, but deteriorate in the community, only to be readmitted. This is given as a reason for the January 2010 implementation of the Community Treatment Order, under the *Mental Health Act*. A Community Treatment Order (CTO) is a tool intended to assist patients in maintaining compliance with treatment while in the community, thereby breaking this cycle. There are criteria set out in the *Mental Health Act* that describe the conditions under which a CTO can be written.

It is noted that for the period 2009 until half way through 2010, in Red Deer, there were 1102 separate calls for service with respect to the *Mental Health Act*. This accounts for slightly less than 2% of total calls for service during this time period. When police detain individuals under Form 10 *MHA* and escort them to a facility, there may be long waits at the hospital while the patient is assessed by medical staff. This impacts availability of officers for other investigational duties.

In Calgary, police and Alberta Health Services have introduced a three year pilot project to provide treatment instead of jail for people with mental health and addiction issues who have been accused of petty crimes.

The Police And Crisis Teams (PACT), comprised of police and mental health workers, is called out to assist when street officers have determined a person could benefit from their assistance.

The Executive Director of mental health and addictions for Alberta Health Services stated:

[178] RSA. See also Community Treatment Orders section in the *Act*.

*"Research indicates that by reaching out to this vulnerable population, we can reduce the incarceration and recidivism of people with mental illness by linking them to mental health services and support. By providing early intervention for these individuals, we are more likely to see successful health outcomes."*[179]

***Protection for Persons in Care Act*** [180]

Revisions to this *Act* provide for the investigation of abuse, defined as:

- Serious emotional harm
- Serious bodily harm
- Withholding or prescribing medication for an inappropriate purpose, resulting in serious bodily harm
- Subjecting an individual to non- consensual sexual contact, activity , or behaviour
- Involves misappropriating, or improperly ,or illegally converting a significant amount of money or other valuable possessions
- Results in failing to provide adequate nutrition, adequate medical attention or another necessity of life without a valid consent, resulting in serious bodily harm.

Investigation may involve allegation of abuse at any of the following conditions: publically funded nursing homes; an approved hospital; lodge accommodation; a facility designed under the *Mental Health Act*; a social care facility; a supportive living accommodation; person that provides care support for individuals with developmental disabilities; and a person who provides day programs or residential and care services or residential and support services.

***Health Information Act*** [181]

Custodians need to consider all applicable provisions under the *Ac*t when deciding whether or not to disclose health information to police including any expressed wishes that the individual may have.

Disclosure to police may be classified in three ways:

- with consent;
- without consent; and
- mandatory.

*Disclosure to Police with Consent*

Custodians are allowed to disclose health information to a person other than the individual, when the individual or an individual with the authority to exercise rights on behalf of the individual, has consented to the disclosure.

[179] In, http://www.cbc.ca/canada/calgary/story/2010/05/18/calgary-mental-health-police-addiction-initiative.html#ixzz16hox5q9q
[180] RSA.
[181] RSA. In, http://www.oipc.ab.ca/Content_Files/Files/Publications/HIA_Guide_August_2010.pdf

*Disclosure to Police without Consent*

Disclosure may be made to the police in the following circumstances:

- Family Members: For contacting family members where an individual is injured, ill or deceased.
- Subpoenas, Warrants and Court Orders: For purposes of complying with a subpoena, warrant or order issued by a court or other persons or bodies having jurisdiction in Alberta to compel the information.
- Imminent Danger: To avert or minimize an imminent danger to the health or safety of any person.
- Best Interests: When the individual lacks capacity to provide consent, if in the opinion of the custodian, the disclosure is in the best interests of the individual.
- Enactments: When the disclosure is authorized or required by an enactment of Alberta or Canada.
- Prevent or Limit Fraud or Abuse of Health Services: If the information relates to the possible commission of an offence under a statute or regulation of Alberta or Canada and the disclosure will detect or prevent fraud or limit abuse in the use of health services.

*Mandatory Disclosure*

Although the *HIA* does not contain a mandatory disclosure to police provision, it is important to be aware of the *Gunshot and Stab Wound Mandatory Disclosure Act*. This *Act* requires health care facilities and emergency medical technicians who treat gunshot or stab wounds to disclose health information, without consent, to the police. Therefore, this is an example of disclosure without consent that is authorized or required by an enactment of Alberta.

***Protection of Children Abusing Drugs (PChAD)***[182]

The *PChAD Act*, which came into force July 2006, provides parents/guardians the ability to apply to the court to authorize an apprehension and confinement order for a child whose use of alcohol and/or other drugs has or may cause significant psychological or social harm to the child, or physical harm to the child or others. There is a PChaD house in Red Deer and currently work is being done to develop a purpose built facility for the service. Police involvement is related to the apprehension of the child based on a court order initiated by the parents.

***Traffic Safety Act*** [183]

The province changed the *Traffic Safety Act* in 2006 to allow police to take vehicles in prostitution-related offences. Impounded vehicles stay in police custody until the prostitution cases go through court.

[182] http://www.albertacourts.ab.ca/ProvincialCourt/FamilyCourt/ProtectionofChildrenAbusingDrugsAct/tabid/240/Default.aspx
[183] RSA.

***Missing Persons Act***[184]

The *Missing Persons Act* allows a police agency to obtain the personal information needed to help find missing persons in cases where the police have no reason to suspect that a crime has been committed. The legislation balances fundamental privacy rights with access to important information such as cell phone and financial records.

Previously, information that could be vital to solving a missing persons case was only available to investigators if they believed a crime has been committed. Police can now obtain this information in any missing persons case.

Police must apply to the Courts to obtain this information and fundamental privacy rights have to be balanced through the course of the investigation. In emergency situations, when the police believe a missing person may be at risk of harm or death, police can issue a demand for a specified list of records that are urgently needed to locate a missing person. Information collected under this *Ac*t will be confidential and can only be used in situations cited in the legislation. Records and information collected must be kept separate from other police agency records.

In the spring of 2010 the Alberta Association of Chiefs of Police passed a resolution asking the Government of Alberta to develop missing persons legislation. Alberta is the first jurisdiction in Canada to introduce legislation dedicated to assisting police with missing persons investigations.

## 8.1 Police Time

Policy requirements applicable to both public police in Alberta and also some specific requirements within the RCMP impact the demand on police time.[185] Some areas of concern include:

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

[184] Government of Alberta News Release, February 28, 2011. In http://alberta.ca/home/NewsFrame.cfm?ReleaseID=/acn/201102/299776E10A583-DFE7-BC52-FC0B3EAAC708D577.html
[185] Part 2,3 of the report of the *Review* will further address the issue of 'police time'

# 9 Crime Prevention

## 9.1 Introduction

The literature review conducted in support of the *Review* examines multiple stakeholder roles and responsibilities with respect to leading crime prevention programs and policing practices in provincial, national and international communities. This review is performed in consideration of the most relevant crime prevention strategies to Red Deer, and is consistent with the definitions and principles of the National Crime Prevention Council (NCPC).

The literature indicates that crime and social disorder is now viewed from a wider perspective, that the origins are multifaceted and that the resolution of crime issues is not the sole responsibility of the police. Crime prevention and policing practices (in their broadest sense), relevant to the Red Deer situation, should incorporate a comprehensive and strategic approach to crime prevention inclusive of social, situational, and community approaches which involve community partnerships at the local level. These local approaches, however, should, whenever possible incorporate provincial and federal expertise and resources in both the identification and the resolution of crime issues.

## 9.2 Perspectives on Crime Prevention and Community Safety

The responsibility for social and crime control, and community safety was traditionally that of partners within the criminal justice system. This law and order approach did little to focus on crime prevention in any other than a generalized, *ad hoc* manner. The development of crime prevention as a policy and practice alternative was due to;

- the perceived failing of the criminal justice system's capacity to address the underlying causes of crime and the identification of potential offenders;
- growth in the quantity of crime;
- the costs of criminal justice responses and its inability, in many cases, to bring about justice;
- and finally, its focus on incarceration, over rehabilitation, which in some instances, was proven to promote rather than deter crime.[186]

[186] PowerPoint Presentation to the John Howard Society: Less law, more order: shifting debate from tough/too tough to stop victimization and save taxes. Available at: http://www.johnhoward.ca-media-LessLawMoreOrder-07.ppt, and PowerPoint presentation to Safer Cities Mississauga, Convincing governments to invest in prevention: reducing crime, protecting rights. Available at http://www.safecitymississauga.on.ca/_conference/u_of_w.ppt. Based on the book by Irvin Waller Less law, more order, 2006; Great Britain. (2010). Cutting crime: The case for justice reinvestment: first report of session 2009-10. London: Stationery Office.

In response, approaches to crime prevention developed to address crime at all levels:

- primary (reducing opportunities for social disorder and crime),
- secondary (focusing on at-risk individuals, groups, or communities),
- and tertiary (preventing offenders from re-offending).

It is noted that the "National Crime Prevention Strategy", which aims to reduce crime and victimization by tackling crime before it happens, is based on the principle that the surest way to reduce crime is to focus on the factors that put an individual at risk, for example, family violence, school problems and drug abuse.[187]

Social developmental approaches to crime prevention and reduction, commonly referred to as "crime prevention through social development," or CPSD, assert that crime can be reduced or prevented by effectively eliminating criminal tendencies, or risk factors, that increase the likelihood of an individual committing a crime. Responses are designed to target "at risk" individuals, groups and communities addressing both the causes of crime and the protective factors which manage them. A number of challenges of this approach relate to the scale and costs of implementation, and the length of time before outcomes, if any, can be assessed.[188] Most governments, at some, if not all levels, have demonstrated support for this approach in official policy statements and in the provision of funding for social developmental crime prevention practices.[189]

The situational approach, developed initially by Britain's Home Office, is a rational approach to address recurrent crime focusing on how geography and physical features of a particular community relate to the prevention and reduction of crime and social disorder. This approach operates through public and private organizations, qangos, (quasi-autonomous non-governmental organizations), community agencies, and businesses, whose products, services and operations generate the conditions for effective crime prevention. In this approach, a specific response is customized to a specific situation. This specificity encourages rigorous evaluation resulting in much stronger empirical support for this approach than any other.[190] After reviewing evidence from both Moore and Tonry (1998), and Painter and Farrington (1997) Linden argues that situational prevention strategies play a critical role in the social development of communities and can be catalysts that lead to changes that would be categorized as social developmental.[191]

[187] Whitelaw, Brian and Richard Parent. Community–Based Strategic Policing in Canada. Third Edition, Nelson Education 2010. p. 85.
[188] Linden, Rick. (2007) Situational crime prevention: its role in comprehensive prevention initiatives. *IPC Review*, 1: 139-159.
[189] National Working Group on Crime Prevention. (2007) Building a safer Canada: First Report of the National Working Group on Crime Prevention. Ottawa: Institute for the Prevention of Crime, University of Ottawa; Youth Justice Board for England and Wales. (2005) Risk and protective factors; Australia - ; United States - ;
[190] Weisburd, David. (2008) Place-based policing. *Ideas in American Policing*, 9:1-16; Clarke, Ronald V. (2005) Seven misconceptions of situational crime prevention. In Nick Tilley ed, *Handbook of Crime Prevention and Public Safety*. Portland: Willan Publishing.
[191] Linden, Rick. (2007) Situational crime prevention: its role in comprehensive prevention initiatives. *IPC Review*, 1: 139-159.

Situational and social crime prevention approaches introduced the idea of coordinated, multi-agency problem-solving to develop, implement and evaluate a crime problem, while recognizing that information rests with a number of different entities each having resources to aid in the response.[192] Linden (2007) argues:

> *the most sensible strategy to pursue is one that recognizes that all crime prevention strategies have their strengths and weaknesses. A comprehensive strategy should include prevention programs that involve cooperation among different levels of government and other agencies and groups that can contribute to the solution; that are targeted to areas where they are most needed; that use a broad range of prevention approaches tailored to the specific needs of the communities; that draw upon programs that have been shown to be effective in other places; and, that give the community a meaningful role in prevention.*[193]

The development from reactive criminal justice response to proactive crime preventative response meant problem-solving methodology became central in policing approaches. Problem-Oriented Policing (POP), introduced by Herman Goldstein in 1979, offered a four-step methodology known as SARA (scan, analyze, respond, assess) which addressed real recurrent crime problems. In Canada, the Ontario Provincial Police (OPP) adopted a similar problem-solving methodology in PARE (Problem Identification, Analysis, Response and Evaluation). The RCMP have developed a problem-solving model called CAPRA (Clients, Acquire/Analyze information, Partnerships, Response, and Assessment), which is applied throughout the RCMP to a number of internal and external community problems.

The benefit of such problem-orientated approaches is the customization, and ultimately, optimization, of specific intervention strategies for specific individuals, groups and communities. Problem-oriented policing is advanced today by the Center for Problem-Oriented Policing. An evaluation of the effectiveness of the problem-oriented policing approach was recently conducted by a Campbell systematic review.[194] After an exhaustive search strategy that identified more than 5,500 articles and reports on the POP approach, the authors found only *ten* methodologically rigorous evaluations that met their inclusion criteria for meta-analysis. Findings suggest an overall modest but statistically significant impact of problem-oriented policing on crime and social disorder, but only one in ten studies reported full implementation without any implementation problems. As they concluded,

> *POP has been adopted widely across police agencies and has been identified as effective by many policing scholars. Our study supports the overall commitment of police to POP but suggests that we should not necessarily expect large crime and disorder control benefits from this approach. Moreover, funders and the police need to invest much greater effort and resources to identify the*

[192] Gilling, D (1997) *Crime Prevention: Theory, Policy and Politics.* UCL Press, London; Linden, Rick. (2007) Situational crime prevention: its role in comprehensive prevention initiatives.
[193] Linden, Rick. (2007) Situational crime prevention: its role in comprehensive prevention initiatives. *IPC Review*, 1: 139-159.
[194] A systematic review uses transparent procedures to find, evaluate and synthesize the results of relevant research. Procedures are explicitly defined in advance, in order to ensure that the exercise is transparent and can be replicated. This practice is also designed to minimize bias. Campbell reviews must include a systematic search for unpublished reports (to avoid publication bias), are usually international in scope, with a protocol (project plan) for the review developed in advance and undergoing peer review. Study inclusion and coding decisions are accomplished by at least two reviewers who work independently and compare results. In, http://www.campbellcollaboration.org/what_is_a_systematic_review/index.php

> *specific approaches and tactics that work best in combating specific types of crime problems. We conclude that the evidence base in this area is deficient given the strong investment in POP being made by the government and police agencies*.[195]

Community-Oriented Policing (COP) has been described as "policing *for* and *with* communities rather than policing *of* communities.[196] Communities were seen to possess the knowledge and resources required in the development of crime prevention strategies. In communities using this approach, citizens are empowered to become actively involved in the crime prevention planning process and response through the creation of police-community partnerships resulting in better problem-solving and development of successful strategies to effectively combat crime. Perhaps the best known and oldest community-oriented strategy is Neighbourhood Watch. This early crime prevention strategy capitalized on citizens' motivation to make their communities safer and engaged them to work together with the assistance of law enforcement to increase community safety and improve their quality of life.

Community-oriented policing is advanced by the Community Policing Consortium (CPC) in the United States, a partnership of five of the leading police organizations in the United States, representing the leadership of law enforcement:

- International Association of Chiefs of Police (IACP),
- National Organization of Black Law Enforcement Executives (NOBLE),
- National Sheriffs' Association (NSA),
- Police Executive Research Forum (PERF), and
- Police Foundation.

Today, the community policing philosophy is the standard model of service delivery for most policing agencies across Canada. The Edmonton Police Service was a pioneer in the field in adopting community policing in 1984 and the RCMP officially implemented this philosophy in 1990.[197] Since that time, other police agencies and police associations, including the Canadian Association of Chiefs of Police (CACP) and the Canadian Association of Police Boards (CAPB), have expressed strong support for the community policing philosophy. The 1997 federal Speech from the Throne confirmed that community policing was the policing service delivery of choice by stating:

> *safe communities -- a hallmark of Canada -- depend on strong crime prevention efforts. There is a growing commitment and belief that effective policing can be achieved only when there is ongoing co-operation and partnership between police and the community.*[198]

[195]Weisburd, David, et al. *Is problem-oriented policing effective in reducing crime and disorder? Findings from a Campbell systematic review*. Criminology & Public Policy, Vol. 9, No. 1, pp. 139-172.
[196]Tilley, N. (2008). *Modern Approaches to Policing: Community, Problem-orientated and Intelligence-led*. In T. Newburn (ed.), *Handbook of Policing*. Cullompton: Willan.
[197] Policing in Canada Today, Prepared by Erica McKim, Public Affairs and Information Directorate, Royal Canadian Mounted Police.
[198] Ibid, McKim, .

Historically the problem-oriented and community-oriented approaches were seen to exist as separate and distinct philosophical and practical models of crime prevention. Today they operate simultaneously as complementary, mutually beneficial approaches and most policing agencies have incorporated both approaches in their crime prevention and social disorder responses. Problem-solving methodology is evident in all of these approaches to crime prevention and social disorder in that they share a similar structure:

- beginning with the identification and diagnosis of the problem in the local context;
- the setting of priorities and selection of appropriate resources to combat the crime problem;
- the creation of strategies and targets for response; and finally,
- an evaluation of the outcome.

In the past decade, literature suggests another philosophical shift from community-oriented to intelligence-led policing (ILP) has emerged. Built on earlier problem and community-based approaches, it incorporates business principles of risk management and risk assessment. ILP embodies a vision of policing premised upon the leverage of knowledge, or intelligence. Intelligence directs action and communities become the source of knowledge rather than just partners in crime prevention. In December 2000, the RCMP's commissioner announced the operational adoption of intelligence-led policing.[199] The RCMP problem-solving model, CAPRA, was redesigned as intelligence-led policing. Since 2001, police departments across Canada, including the RCMP, OPP, regional, and municipal police services have begun adopting the intelligence-led approach and philosophy. In the United States the adoption of this policing approach has hastened because of the war on terrorism. The Federal Bureau of Investigation (FBI) modified the RCMP's CAPRA model with the inclusion of 'information' as a key component in the structure. The new acronym CIAPRA represents a second-generation intelligence-led problem solving model.

The importance of arguing for a specific philosophical approach to crime prevention lessened with social science academics' and practitioners' recognition that a comprehensive approach was needed and focused changed to "what worked best" in a specific crime prevention practice. Best practice was inherently problematic because it was subjectively defined. Given the strong investment of resources in approaches by law enforcement agencies, communities and governments the requirement for an evidence-base of rigorous, scientific, research practice gained importance.

Numerous evidence-based information resources evolved online in many sectors of society, including policing. Notable evaluative crime prevention programming information includes, but is not limited to:

- Australian Institute of Criminology
- Blueprints for Violence Prevention, Colorado
- Centers for Disease Control and Prevention(CDC), USA

[199] Ibid, McKim

- Center for Evidence-Based Crime Practice (CEBP), for adults and juveniles, for community corrections,
- Coalition for Evidence-Based Policy ("Top- Tier"),
- Crime and Justice Coordinating Group (CCJG) of the Campbell Collaboration (C2)
- Home Office in the United Kingdom
- National Crime Prevention Centre, *Promising and Model Crime Prevention Programs*, Canada
- Office of Juvenile Justice and Delinquency Prevention (OJJDP)
- Promising Practices Network
- International Campbell Collaboration
- National Registry of Evidence-based Programs and Practices (NREPP), Substance Abuse and Mental Health Services (SAMHSA), U.S. Department of Health and Human Services
- United Nations Office, *Compilation of Evidence-Based Family Skills Training Programmes*,
- *Washington State* Institute for Public Policy, *Evidence-Based Juvenile Offender Programs*

Evidence-based crime prevention was defi*ned by Welsh (2007) as programs and practi*ces that are proven to be effective through sound research methodology and have produced consistently positive patterns of results.[200] Evaluation is considered to be of high quality if the evaluation methodology is either of the experimental (randomized and non-randomized) or quasi-experimental evaluative research design, both of which possess a high degree validity - internal, construct and statistical conclusion validity.

Recent literature identifies a need remaining to place evidence into practice, especially into local context and conditions. A recent evidence-based policing matrix, developed by Lum, Koper, and Telep is described as a

> *…research-to-practice translation tool that categories and visualizes all experimental and quasi-experimental research on police and crime reduction according to three common dimensions of crime prevention – the nature of the target, the extent to which the strategy is proactive or reactive, and the specificity or generality of the strategy. This categorization and visualization of policing evaluation studies reveals three-dimensional clusters of effective studies, which we refer to as "realms of effectiveness".*[201]

These realms of effectiveness provide insights into the nature and commonalities of effective police strategies and can be used by police agencies to guide various aspects of their operations. Their mapping of 97 police evaluation studies using this tool found that proactive, place-based, and specific policing approaches are more effective at reducing crime than individual-based, reactive and general ones.[202]

[200] Welsh, Brandon C. (2007) Evidence-Based Crime Prevention: The Scientific Basis, Trends, and Results, with Implications for Canada, Final Report, Prepared for the National Crime Prevention Centre, Department of Public Safety and Emergency Preparedness Canada.
[201] Cynthia Lum, Christopher Koper, Cody Telep. Evidence-Based Policing Matrix. Center for Evidence-based Crime Policy. Journal of Experimental Criminology (13 September 2010), pp. 1-24-24. Available at: http://gunston.gmu.edu/cebcp/Matrix/index.html.
[202] Lum, Cynthia, and Christopher s. Koeper and Cody W. Telep. 2010 The Evidence-Based Policing Matrix. September 2010. Journal of Experimental Criminology, Available online at http://www.springerlink.com/content/q766n155018r4455/

### 9.3 Roles and Responsibilities of Various Stakeholders

There exists significant variation between jurisdictions, governmental administrations, governmental and non-governmental departments and agencies, police, communities, and practitioners with respect to crime prevention and how it should be implemented.

#### 9.3.1 Government

Political, social, economic, and environmental influences, more often than not, determine which crime prevention programs are selected, implemented, expanded, or dismissed. Crime prevention should be adopted as a policy principle to complement traditional law and order policy, however, shifting priorities, scarcity of resources, changes in administrations and the influence of public opinion make it difficult to implement and sustain long term policy and practice.[203] Instead, more government focus has been placed on increasing the penalties for crime than on its prevention, despite evidence that this doesn't work, and may even increase crime.[204] Further, evidence for certain practices or target populations may be overlooked because of pressure to deliver rapid responses to crime problems resulting in solutions that are not relevant to specific problems, or favour crime prevention strategies that are politically fashionable, but have no evidence-base.

Many stakeholders have identified the need to use permanent responsibility structures to sustain crime prevention initiatives over the long term. A fundamental requirement for success and sustainability of crime prevention and community safety initiatives is the establishment of a governance structure that will sustain crime reduction efforts through political and environmental change. This means:

- establishing a locus of responsibility with strong political leadership
- establishing multi-agency and multi-disciplinary partnerships in order to harness the combined expertise of different government departments, nongovernmental organizations, the corporate sector and local citizens
- mobilizing local political and administrative authorities
- emphasizing the need for greater integration of safety as a cross-cutting element of municipal planning. [205]

Recognition of the role of local government began with international conferences of municipal associations and led to the integration of recommendations into policies and guidelines in many international, federal and local governments and public and private agencies.[206] Local governments have

[203] Tonry and Farrington, 1995; Gest, 2001; Waller, 2006;
[204] Waller, 2006.
[205] Johnson and Fraser. (2007) Making Cities Safer: International Strategies and Practices.
[206] In Canada, various parliamentary committees and national organizations have recognized the need for a coordinated multi-agency approach. The Canadian Council on Social development, the two standing Committees on Justice and the Solicitor General

a role to play in mobilizing key stakeholders, developing local actions plans, and implementing short and long term solutions accomplished through collaboration with, and support from, other orders of government. While local governments often profess to have the lead role in crime prevention, they often lack authority to demand accountability from agencies and organizations that have a key role in crime reduction.[207] The involvement of municipal governments in local crime prevention and community safety initiatives is important because this governmental level is best able to identify local crime problems and the conditions that contribute to them. This is accompanied by municipal governments being able to identify and orchestrate local stakeholders. There is a need for communication between provincial and local government about transferring authority and decision-making powers to local government, securing resources, considering the non-recurrent nature of most funding, and agreements about expectations and outcomes.[208]

### 9.3.2 Criminal justice system

Police, courts, and corrections have always had a central role in crime prevention. Traditionally, the criminal justice systems' role was in enforcement, apprehension and punishment, but this approach had little deterrent effect, and partners had limited capacity to deal with the factors affecting crime and community safety including situational, social, political, and economic conditions. Policing approaches are adopted in response to community perceptions of crime, social disorder, and community safety, as well as, community expectations for the role of police. Increasing confidence in policing will bring about reductions in the concern about crime from the community.[209] Law enforcement policing practices in crime prevention typically involve increasing police visibility to deter or displace potential offenders. Increasing the number of police officers to address problems of crime and social disorder does not produce significant, nor sustainable, reductions in rates of crime or victimization.[210] In fact, as some social science evidence suggests, it has the reverse affect.[211,212] Yet, local and provincial governments in many countries continue to add more officers despite this evidence,[213] and the opinions of many policing agencies that this is an ineffective and inefficient response to crime. Through a survey of police Caputo and Vallee found that crime prevention was seen as a core policing function by Canadian police service

(The Horner Report and the Cohen Report), the Canadian Association of Chiefs of Police and the Federation of Canadian Municipalities are some.

[207] Cherney, Adrian. (2006) The role of local government in crime prevention: an overview. *Local Government Reporter*, 5(3-4): 25-28. See also addition discussion regarding oversight and accountability.

[208] Cherney, Adrian. (2006) The role of local government in crime prevention: an overview. *Local Government Reporter*, 5(3-4): 25-28.

[209] Skogan

[210] (Her Majesty's Inspectorate of Constabulary, 1998, 2000; US National Research Council, 2004 obtain complete citation).

[211] Skolnick, Jermome, and Bayley, Davide. 1985; Cameron, Samuel. 1988. Levitt, Steven D. 2004 Understanding why crime fell in the 1990s" four factors that explain the decline and six that do not. Journal of Economic Perspectives, 18(1): 163-190.

[212] See discussion in Levels of Policing, above.

[213] "Ford's plan to hire more police, only cops don't want them", December 6, 2010, thestar.com. Available at http://www.thestar.com/article/902070; "Nick Herbert: more police does not mean less crime, says minister", December 19, 2010, The Telegraph. Available at: http://www.telegraph.co.uk/news/uknews/crime/8149923/Nick-Herbert-more-police-does-not-mean-less-crime-says-minister.html.

members. Despite this, it was also the first core policing function to be suspended in times of budgetary constraints.[214] The availability of resources for proactive policing and social development approaches to crime prevention are of less of a priority than those of situational, or traditional policing approaches. Caputo and Vallee argue that police are in a unique position with respect to social development approaches since they are well positioned to facilitate an integrated, multi-agency response to social problems. This idea is supported by Jamieson, Beals, Lalonde & Associates in finding that police are indeed major participants and sponsors of crime prevention in Canada.[215] Policing partnerships provide an alternative to traditional law and order policing and facilitate the consolidation of their law enforcement and crime prevention roles.[216]

Police partnerships with community developers in situational crime prevention initiatives have a significant impact on a community by converting crime “hot spots” into community assets that promote safety and quality of life.[217] A common situational strategy is “crime prevention through environmental design", or CPTED which operates through a number of public and private organizations, agencies, businesses, whose products, services and operations generate conditions for crime. CPTED is a widely adopted crime prevention strategy worldwide. In January, 2008, Red Deer City Council approved $50,000 in funding for a crime prevention incentive program for downtown business owners. The pilot program provided funding assistance for CPTED related upgrades to downtown property or business in the areas of Natural Surveillance, Territorial Reinforcement, and Access Control.[218] The results of the pilot are not yet available.

There is a need to provide alternatives to traditional criminal justice court response. Alternative courts are needed to address specific conditions within a community as they may relate, for example, to domestic violence, drug abuse, or mental health issues. The Domestic Violence Treatment Option (DVTO) is an innovative specialized court and treatment option targeting First Nations population with high rates of domestic violence. Located in Whitehorse, Yukon, the DVTO court sought to engage multiple stakeholders, including police, probation officers, a specialized Crown attorney, victim services, and women's groups in addressing domestic violence in this community. For cases of spousal or partner abuse, this treatment option presented a comprehensive intervention system, Spousal Abuse Program (SAP), directed away from a traditional criminal justice sentencing response. Vancouver’s Downtown Community Court is another example of an innovative alternate court option. This court is designed to

[214] Caputo, Tullio and Michel Vallee. 2010, Creating Safer Communities for Children and Youth: The Role of the Police in Crime Prevention.
[215] Jamieson, Beals, Lalonde & Associates. 2000. Crime prevention practice in Canada. Ottawa: Justice Canada.
[216] Caputo, Tullio and Michel Vallee. 2010 Creating Safer Communities for Children and Youth: The Role of the Police in Crime Prevention. *International Journal of Child, Youth and Family Studies*, 1(1).
[217] Geller, Bill and Lisa Belsky. 2009. Policy-makers guide to building our way out of crime: the transformative power of police-community developer partnerships. US Dept of Justice.
[218] The City of Red Deer. CPTED Incentive Funding Pilot. Accessed December 10, 2010. Available at http://www.reddeer.ca/Residents/Crime+Prevention/Crime+Prevention+Through+Environmental+Design/CPTED+Incentive+Funding+Pilot.htm.

manage the number of offenders in downtown Vancouver have health and social problems, including alcoholism, drug addiction, mental illness, homelessness and poverty.

The immediate pressures that have led to the development of the mental health court strategy include crises in community mental health care, the drug epidemic of the 1980's and 1990's, the major increase in homelessness over the last 2 decades, and widespread jail overcrowding.[219] There are over 100 mental health courts in the United States, according to the 2006 Survey of Mental Health Courts by The National Alliance on Mental Illness.[220]

One recent initiative proposed by the Calgary Police Service (CPS) is a so-called "safe jail" to handle people with mental health issues separately and let the justice system focus on "real criminals" instead. The CPS is working on several projects designed to steer people with mental health and addiction problems into treatment rather than send them to prison.

> *"We want to develop a community diversion court – we're talking about that with our partners in the justice system – where the justice system is geared less to punishment and more to treatment for those who are suffering from drug addictions alcoholism and mental illness," "Because if we don't do it, those numbers are going to increase astronomically on the street."*[221]

A similar program already exists in the City of New York which has an integrated approach to dealing with mentally ill people and addicted people that streams them away from the punitive nature of the justice system and into treatment programs.

The criminal justice system, policing agencies and communities across many jurisdictions share a similar problem - having a significant number of people returning from prisons and jails into their communities and that many of these returning offenders will likely re-offend or violate the terms of their supervision. In response, an increasing number of law enforcement leaders are looking to correctional-based re-entry programs as part of a comprehensive effort to prevent reoffending and victimizations, reduce crime, and successfully re-integrate released prisoners to lead productive and law-abiding lives. Listwan, Cullen and Latessa (2006) suggest factors in preventing recidivism point to three principles: risks, needs, and responsivity.

> *The risk principle refers to the identification of personal attributes or circumstances that predict reoffending. This principle suggests that the most intensive correctional treatment services should target the highest risk population. The principle of classification according to needs refers to targeting the needs that underlie the specific criminal behaviours of the individual. These needs may include changing antisocial attitudes, reforming feelings and values, and addressing skill and*

[219] Souweine, Daniel. (2008) Mental Health Courts: a Primer for Policymakers and Practitioners. Washington, DC: U.S. Bureau of Justice Assistance. Available at: http://www.nicic.gov/Library/023518.
[220] Governemnt of Canada. Government of United States.
[221] CBC News March 5, 2010. "Mentally Ill need treatment." In, http://www.cbc.ca/canada/calgary/story/2010/03/05/calgary-mental-illness-jail-prison-hanson.html

*behavioural management deficiencies. Programs should be designed to address these various needs. Responsivity is the third core principle. It refers to the delivery of an intervention that matches the abilities and styles of the client.*

Additionally, they suggest that ideal models of crime prevention for offenders should have three phases:

- The first phase would begin in the institution with the delivery of services that target the inmate's needs.
- The second phase would begin as the inmate is released from the institution. The inmate's risks and needs may change significantly as he/she enters the community. Ideally, the individual would continue with treatment services and case plans that would be updated and modified as needed.
- The final phase of the re-entry model is an aftercare or relapse prevention phase in which clients receive ongoing support and services that address their needs. The role police can play in the implementation of re-entry strategies include: coordinating community policing partnerships for re-entry; participating in pre-release re-entry planning, joining parole pursuit of successful prisoner integration.

### 9.3.3 Community

Community involvement in crime prevention partnerships with police have largely been within the community-policing approach. Lately, there has been a move beyond community-oriented policing to community governance. Community governance is a philosophical approach to local governance in which municipal agencies, city leaders, and the community view themselves as partners in crime prevention and community safety initiatives and collaborate to address community problems and improve the overall quality of life.

Community-governance concept is embraced for its ability to bring together municipal agencies, community organizations, businesses and individuals. Such governance requires organizational change at the local government level. Local governments can organize to implement the four elements that compose the community governance philosophy:

- partnerships among municipal agencies
- partnerships with the community
- collaborative problem-solving efforts
- organizational change [222]

Much of this mobilization can be credited to Canada's National Crime Prevention Strategy (NCPS) which provided community-oriented project funding aimed at mobilizing communities and increasing their capacity for crime prevention. Community mobilization for crime prevention is of three inter-related types:

[222] Diamond, Drew and Deirdre mead Weiss. *Advancing community policing through community governance: a framework document*. 2009. United States. Department of Justice, Office of Community Policing Services (COPS). See also, The Asset-based Community Development Institute in http://www.abcdinstitute.org/

- *Community in support of law enforcement* – began with the emergence of community policing as a policing initiative designed to increase local knowledge, improve police-community relations, and engage citizens as active participants in service delivery. Increasing responsibilities on community residents was seen as a good strategy for reducing the opportunities for crime and increasing community solidarity, while minimizing pressure on policing resources. [223] Community mobilization has become more strategic concentrating on mobilizing residents in troubled neighbourhoods and crime "hot spots".
- *Community Mobilization to advance change within the criminal justice sector* – activists and advocates have become increasingly involved in collaborative attempts with the criminal justice system to change policies and practices so that institutional structures and processes are more responsive to the needs of diverse populations. For example, the Missing Women Task Force, which organized on behalf of missing and murdered aboriginal women in BC.
- *Community Mobilization to advance community safety and well-being* - community mobilization was integrated into social developmental approach of addressing the root causes of crime. It linked a wider range of community participants focused more broadly on community safety and well-being. An example is the TAMARACK Institute's Vibrant Communities initiative.[224]

### 9.3.4 Private – Public security partnerships

Red Deer has implemented an important element in the *continuum of public safety, law enforcement, and policing* through the understanding of "policing" as more than purely a public police function. The use of Peace Officers, Bylaw Officers, and Street Ambassadors demonstrate a commitment to allocating the appropriate resources to address public safety issues.

> *Many urban areas are witnessing not simply two-tiered policing but a continuum of agencies that are responsible for policing.*[225]

In addition, the SAFE[226] Downtown Initiatives Task Force has been established to respond to challenges and to work towards a more vibrant and (SAFE) downtown, and the City has a full-time Crime Prevention Coordinator.

The Law Commission of Canada makes the following recommendation:

> *Public Security Boards or analogous institutions should have the ability to allocate their budget to providers of policing, whether public or private, according to their demonstrated capacity and suitability for contributing to the best overall policing of communities.*[227]

As the concept develops, the *private security* component of the *continuum* is often unorganized and, when cooperation exists, it is usually based on the initiative of individuals. However, there are Canadian examples of municipal involvement and funding of private-public safety partnerships.

[223] Jamieson 2008
[224] TAMARACK. An Institute for Community Engagement. Vibrant Communities. Available at: http://tamarackcommunity.ca/g2.php.
[225] *In Search of Security: The Future of Policing in Canada Law Commission of Canada 2006*
[226] Sustainable Active Friendly Economically viable
[227] *In Search of Security: The Future of Policing in Canada Law Commission of Canada 2006*, 135

In 1994, the Vancouver Police Department (VPD) established *Operation Cooperation* in Vancouver with one of the key principals being the Downtown Vancouver Business Improvement Association (DVBIA). The Association helped *Operation Co-Operation*[228], as it now exists[229], to obtain an agreement with the VPD under the *Freedom of Information and Protection of Privacy Act* allowing and governing the protection and use of information supplied by the VPD.

The introduction of the *Personal Information Privacy Act* in 2004, which covers the Operation Cooperation members (the Downtown Vancouver Business Improvement Area, (DVBIA) private security companies, and retail security functions), facilitated this relationship with the public police where personal information must be protected. This arrangement enables the private security function to receive information on chronic offenders where police have an active investigation ongoing and require assistance to apprehend or notify the police when they encounter serial offenders or persons wanted on warrants.

> *Today, it is more accurate to suggest that policing is carried out by a complex mix of public police and private security. In many cases these networks of policing are overlapping, complimentary, and mutually supportive. Within this context, it is increasingly difficult to distinguish between public and private responsibilities.*[230]

The Downtown Ambassadors Program[231] is comprised of 32 full-time Ambassadors who are trained to provide hospitality assistance and crime prevention services to the DVBIA area and four other business neighbourhoods. The Ambassadors patrol both on foot and by bike up to 16 hours every day. The goal of the program is to address "quality of life" issues such as panhandling, litter, illegal vending, and graffiti with the understanding that these issues not only affect the general quality of life in the downtown but also the overall crime rates.

In addition, maps are forwarded to the VPD with the locations of various incidents and occurrences involving the civilian Downtown Ambassadors and Loss Prevention Team (LPT) at downtown stores: drug use, arrests, panhandling, litter, illegal vending and graffiti with the understanding that these issues not only affect the general quality of life in the downtown but also the overall crime rates. This information complements the police analyses of incidents in the area. This information provides measureable criteria to determine the effects of city or police initiatives; for example, when homeless shelters open, the amount of aggressive panhandling decreased although the overall level remained constant, that is, the level of passive panhandling increased.[232]

[228] '*Operation Cooperation'* is a term coined by the US Department of Justice which supports public-private partnerships in the field of policing
[229] Vancouver *Operation Cooperation* is led by a board of business, police, and community representation. The members pay a $25 fee to cover the minor administrative expenses. DVBIA
[230] In Search of Security: The Future of Policing in Canada Law Commission of Canada 2006
[231] Vancouver Downtown Ambassadors® Program was established by the Vancouver Downtown Business Improvement Association . All Ambassadors and LPT members are licensed under the BC Security Services Act 2007 as security personnel
[232] TBA

The LPT works closely with the DVBIA, businesses, *Operation Cooperation*, and the Vancouver Police Department which has direct web access to Ambassador data that is updated daily. Police can see at a glance what is happening either through a Google Map display or by scanning incident types and notes. During 2010 the LPT made over 600 apprehensions: 118 of these were through *Operation Cooperation* projects. In addition, there were over 30 arrests facilitated by the LPT accessing the VPD warrants photographs on the VPD web site. Operation Cooperation has expanded to include the Transit Police.[233]

The *Surrey (BC) Retail Theft Prevention Project*[234] is another example of *Operation Cooperation*.

> *The Surrey Crime Reduction Strategy is a complete paradigm shift from what is currently done in Canadian municipalities to combat crime. It seeks to implement new and innovative programs with practical applications that will result in a concrete, measurable reduction in crime.*
> *The Mayor's Task Force along with the R.C.M.P. and key stakeholders has investigated crime reduction strategies that are implemented in the United Kingdom. Crime rate reduction in the U.K. has varied to as high as 44% in some jurisdictions.*[235]

The website for the *Retail Theft Prevention Project* program contains information regarding warrants issued for persons likely to come into contact with loss prevention staff and police photographs of wanted persons. The program has the effect of coordinating the resources of retail business security and the public police.

Considering the cost of providing public safety and policing services, it is essential that the issues in the community are analyzed and the appropriate allocation of resources with the suitable mandate and authority are made. The development of such a continuum of public safety and policing allows the most cost effective use of community resources both public and private.

### 9.4 Summary of Crime Prevention approaches

In the last quarter of the 20th century, two very significant disorder related changes have occurred within communities. First, the idea has gained prominence in policing that the prevention of crime is not an adjunct to policing, rather, it is a crucial aspect of its success. Second, the police have engaged civilian personnel to participate in and, in many instances, to manage crime prevention initiatives. These two developments have further resulted in a wholesale shift in what is understood as "policing". Policing is now viewed as a task encompassing the entire community rather than a function of the specialized police organisation. A corollary of this is that there has been an associated change in the breadth of community

[233] South Coast BC Transportation Authority Police
[234] Crime Prevention Strategy: It is a collaborative strategy that has involved more than 100 individuals representing over 50 community groups and organizations as well as all 3 levels of government. City of Surrey website January 8th 2011
[235] City of Surrey website January 8th 2011

and community agency involvement in safety and security and the adoption of a more strategic, orchestrated approach to community wellbeing.

Approaches to crime prevention now view the origins of crime as being multifaceted. Prevention is now based upon more evidence-driven approaches with an attendant requirement to assess the value of strategies. Crime prevention and policing have moved from being intuitive based to a more rational and measured foundation.

Consequently, the police are now generally considered to be only one of several agencies on a continuum of law enforcement services. As indicated in the Figure 1-1, below, the responsibility to address crime is a hierarchically and laterally shared response with participation by local agencies and various levels of government. With this approach, a community is afforded a range of options to prevent, intervene or to enforce standards, as appropriate, which buttress general community safety and security.

**Figure 1-1 Continuum of crime prevention and policing**

| Citizen | Community Agencies & Organizations | Business/ Private Enterprise | City Departments<br>▪ Leadership<br>▪ Coordination<br>▪ Bylaws | Bylaw Officers/ Community Peace Officers | Public Police<br>▪ Municipal<br>▪ Provincial<br>▪ Federal |
|---|---|---|---|---|---|
| ▪ Awareness<br>▪ Support<br>▪ Reporting | ▪ Neighbourhood associations<br>▪ Social agencies<br>▪ Community organizations<br>▪ Schools<br>▪ Library | ▪ Local businesses<br>▪ Industry<br>▪ Security companies<br>▪ Media | ▪ Social Planning<br>▪ Recreation Parks and Culture<br>▪ Inspections and Licensing<br>▪ Transit | ▪ Bylaw enforcement<br>▪ Traffic Enforcement | ▪ Local police<br>▪ Sheriffs<br>▪ RCMP |

In summary, the literature asserts that it is necessary to adopt a comprehensive community based model with intervention strategies aimed at each level of crime prevention: primary (reducing opportunities for crime or social disorder), secondary (focus on at-risk individuals, groups, or communities), and tertiary (prevent offenders from re-offending).

The synopsis of the literature review, with respect to crime prevention, conducted for Part1 of the *Review* is found in Appendix 1- 8.

### 9.5 Implications for Red Deer

In looking towards a comprehensive crime prevention strategy for the City of Red Deer, this broad approach can be summarized as follows:

- A senior, council level, leadership that is committed to a strategic approach to crime prevention.
- The development of an evidence-based strategy which addresses the prevention of crime and disorder in Red Deer and encompasses those City departments which have mandates that impact on such issues.
- The implementation of constituent programs in the strategic approach which are based upon promising or successful programs.
- The identification of relevant community stakeholders which are consulted and incorporated into a partnership arrangement to actively support, and become actively involved in, the crime prevention strategy.
- The underscoring of the importance of a partner based strategic approach through documented mutual understandings of responsibilities.
- Periodic evaluation of the success against objectives and continued viability of the programs which form elements of the strategic approach.
- Periodic consultation with stakeholders and with the community regarding expectations, status of programs and the overall crime prevention approach and its impact upon quality of life in Red Deer.

### 9.6 Community Resource Inventory

An inventory detailing agencies and organisations that provide services which impact public safety: i.e. protect the client directly or assist the client with behaviour which may affect the community is provided in Appendix 9.[236] The inventory is grouped by service sectors, for example health, social services, corrections, public police or by client base, such as youth and seniors. Additionally, the agency or organisation stated mandate, if provided to the review and a general description of client service is outlined in the inventory.

[236] This inventory is currently a work in progress and will be completed for inclusion in the *Final report of the Review*.

## 10 Strategic Framework

A deliverable for Part 1 of the *Review* is the conduct of,

'a *workshop with City Council members to provide a foundation for the development of guiding principles*[237] *for crime prevention and policing in Red Deer for now and into the future, in keeping with The City of Red Deer Strategic Plan, Vision and Direction*.'

The workshop was held at the outset of the *Review* and, through an active highly participative process, the members of Council provided input to the vision for crime prevention and policing strategies.[238] As mentioned previously in this report, the sources for information in this *Review* have been broad. Following the workshop, additional information was received from interviewees and focus groups which added value to the foundation ideas of Council. Throughout the Part 1 data collection process the Strategic Framework evolved. Given the cumulative nature of the data used in the *Review* and the subsequent public telephone survey and additional data collection activities associated with Parts 2 and 3 of the *Review*, the Strategic Framework evolved further, culminating in its final form, as presented in the Part 3 report of the *Review and the Review Summation, Recommendation and Strategic Framework* document.

The Strategic Framework is synthesised from available perspectives and, equally importantly, constructed against a backdrop in Red Deer which exhibits important elements that influence the nature and feasibility of such a framework. These conditions in the city, noted below, create an environment which is conducive to the adoption of an inclusive crime prevention and law enforcement strategy:

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

[237] In discussion with the *Review* project manager and project coordinator, and accepted by the Steering Committee, the term 'Strategic Framework' was substituted for 'Guiding principles'. In discussion, it became apparent that the term 'Guiding Principles' was too limiting for the broad philosophy and practice which was being proposed.
[238] Following the October 2010 Civic election, the three new council members were also individually interviewed and their input sought with respect to the general questions posed to [then] sitting Council in August, 2011.

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

Part 1: Research and Statistical Analysis

## Part 2: Community Perception and Strategy Development

Part 3: Policing Service Model Review

**SUBMITTED TO THE**
**Mayor and Council**
**JUNE 30th 2011**

perivale + taylor

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## Part 2 Community Perception and Strategy Development

### Executive Summary

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

Additionally, a literature review of existing domestic and international crime prevention programs was undertaken and reported in Part 1 of the *Review*. As mentioned in the Part 1 Report, the purpose of the literature review was to examine the extent to which any of the 'leading practice' programs or initiatives may be applied in the Red Deer context. In looking towards a comprehensive crime prevention strategy for the City of Red Deer, the literature asserts that it is necessary to adopt a comprehensive community-based model with intervention strategies aimed at each level of prevention: primary (reducing opportunities for crime or social disorder), secondary (focus on at-risk individuals, groups, or communities), and tertiary (prevent offenders from re-offending).

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

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

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

When information obtained in the telephone survey is combined with, and compared to, focus group and stakeholder input, a picture emerges of a community (Red Deerians) engaged in, and supportive of, crime prevention initiatives. In looking towards a comprehensive crime prevention strategy for the City of Red Deer, the literature asserts that it is necessary to adopt a comprehensive community-based model with intervention strategies aimed at each level: primary (reducing opportunities for crime or social disorder), secondary (focus on at-risk individuals, groups, or communities), and tertiary (prevent offenders from re-offending). Red Deer has already undertaken a number of initiatives to work toward an integrated model.

As evidenced in the data obtained, in particular from the telephone survey, crime concerns and the 'root cause of crime' focus primarily on criminogenic factors which manifest themselves in crime and social

disorder issues such as illegal drug use, alcohol abuse, as well as issues such as, homelessness, mental health, residential structure and schools, family structure, employment, education, marital status, and age proportions and median age.

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

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

## 1 Summary: Community Consultative Process

The multifaceted community consultative process undertaken in support of the *Review* included Council workshops; stakeholder interviews; community and business focus groups; and three forms of survey: web, print, and telephone. A Community Forum was held to obtain feedback on Part 2 and Part 3 findings and associated recommendations.

Additionally, a literature review of existing domestic and international crime prevention programs was undertaken and reported in Part 1 of the *Review*. As mentioned in the Part 1 Report, the purpose of the literature review was to examine the extent to which any of the 'leading practice' programs or initiatives might be applied in the Red Deer context. In looking towards a comprehensive crime prevention strategy for the City of Red Deer, the literature asserts that it is necessary to adopt a comprehensive community-based model with intervention strategies aimed at each level of prevention: primary (reducing opportunities for crime or social disorder), secondary (focus on at-risk individuals, groups, or communities), and tertiary (preventing offenders from re-offending). Red Deer has already undertaken a number of initiatives to work toward an integrated model.

## 2 Inputs: Community Consultative Process

### 2.1 Council workshop

At the outset of the *Review* process, the Consultant facilitated a Council workshop which was designed to conduct an analysis of strengths; weaknesses; opportunities, and threats (SWOT) with respect to crime and social disorder issues. The workshop was held at the outset of the *Review* and, through a participative process, the members of Council provided input to the vision for crime prevention and policing strategies.[1] A key deliverable from the workshop was a listing of mechanisms to collect performance data from which to assess the success of crime prevention and policing initiatives, specifically:

**(Performance data)**

- Reporting
- Statistics
- Vital signs
- Accurate surveys

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

- Community feedback
- Sensitive, contextual information to media

Following the presentation of the Part 1 Draft findings, an additional workshop was held with Council and senior civic administration to specifically address the development of a strategic framework for crime prevention and law enforcement. Members of Council provided input to the framework for crime prevention and policing strategies.[2] This process, along with additional information received from interviewees, focus groups and survey inputs conducted during the *Review* process resulted in the production of the Strategic Framework. The Strategic Framework is synthesised from the diverse perspectives from the *Review*. Equally importantly, the Framework is constructed against a backdrop in Red Deer which exhibits important elements that influence the nature and feasibility of such a framework. The conditions in Red Deer, noted below, create an environment which is conducive to the adoption of an inclusive crime prevention and law enforcement strategy:

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

### 2.2 Stakeholder interviews

Stakeholder interviews were conducted with police practitioners, civic administration, social agencies, and representatives from Solicitor General and Public Security. The interviews were based upon a structured/open ended interview schedule. Where required, interviews focused upon specific areas of interest and expertise of the interviewee. Much valuable information was gained and interviewees were interested and constructive in their comments. Additional interviews were conducted during the course of the *Review* for the purpose of clarification or if, as further analysis was undertaken, an issue area required clarification. Representatives of Solicitor General and Public Security were consulted to discuss tentative options for structuring policing models given the specific Alberta context.

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

### 2.3 Agency Focus groups and Community Focus Groups

During Part 1 of the *Review*, focus groups were conducted with 20 community agencies. Additionally, a focus group was held for Red Deer Community Associations to which 23 associations were invited and 8 community associations attended. Inclement weather may have influenced attendance. A focus group with youth, facilitated by the coordinator of Street Ties, was also held. A summary of focus group input is contained in Appendix 2-2. Primary concerns expressed regarding community safety and security issues were:

- Bullying
- Gangs
- Drug houses
- Lack of police response for problems at the hospital, e.g. found drugs patients/visitors
- Mental health
- Substance abuse – drugs/liquor
  - theft
  - violence
  - drunkenness
  - domestic violence
- Personal safety
  - bullied
  - feeling safe, not abused
- Elder abuse
- Vandalism
- House Break and Enter
- Late night bar closing
- Downtown reality vs. Perception – unfounded fear
- Violence against women
  - Stranger
  - Domestic
- Lack of police foot patrol downtown

As noted in the following discussion regarding input to the telephone survey, the issues addressed during the focus groups are consistent with the four broad areas examined in the telephone survey:

- Perceptions of crime and safety;
- Personal experience with crime;
- Awareness of crime prevention initiatives; and
- Policing in Red Deer.

## 3 Surveys

### 3.1 Web and Print Survey

The *Review* provided a public input process through the Internet and an identical written response option which enabled any resident or business to add their views and opinions relating to public safety in Red Deer.[3] The questions were open ended and designed to encourage thoughtful, constructive advice. A total of 115 web responses were received and 17 written responses. The responses in the analysis, below, were grouped by neighbourhood. Respondents identified a total of 31 neighbourhoods.

It should be noted that the process is not a survey but an opportunity for persons to provide input. The *Review* contacted many of the community and social agencies[4] in Red Deer with the intention to especially gain input from persons who may not normally be inclined or asked to provide input on public safety issues. The list of agencies was considered comprehensive and gleaned from library sources, City administrative contacts, police agency liaisons, and input from the project manager and coordinator.

In the portion of the report which addresses downtown issues, responses from other areas of the city which mention downtown issues are repeated under the downtown section.

**Summary**

The responses show different perceptions from various neighbourhoods. For example, the downtown responses focus largely on police presence, while other neighbourhoods focus on crime or traffic issues. A constant theme is the need for effective two-way communication between the police and members of the community.

However, the volume of responses was different between neighbourhoods as some neighbourhoods had one or two responses, and none had more than six.

Appendix 2-8 provides a summary of public input to the survey.

[3] See http://www.perivaleandtaylor.com/reddeer_publicinput/reddeer.html Appendix 2-4 illustrates the public input webpage
[4] List of agencies provided by the City

### 3.2 Telephone Survey

The purpose of the telephone survey was to hear from Red Deerians regarding their perceptions of crime, safety, and policing at both the city and neighbourhood level. To this end, the Consultant contracted the Population Research Laboratory (PRL)[5] to conduct a telephone survey of 400 Red Deer residents aged 18 years and over using a Random-Digit Dialing (RDD) approach[6] and the Computer Assisted Telephone Interviewing (Ci3 WinCati)[7] facilities at the PRL centre at the University of Alberta. The Arts Science and Law Research Ethics Board (ASLREB) at the University of Alberta approved the PRL undertaking the survey.

The survey was supported and promoted by The City of Red Deer. Just prior to the main data collection process, a news release,[8] intended to encourage citizens to participate, was issued by the City. PRL administration noted that there was an excellent response from the citizens participating in the survey. It is believed that the media release regarding the survey contributed significantly to the positive response.

#### 3.2.1 Survey Instrument

The survey questionnaire used in the process was developed by the Consultant, with input from the *Review* Steering Committee. It was subsequently refined by the PRL working collaboratively with the Consultant. Assurance was provided to the participants that the information was voluntary, confidential and anonymous, and protected under the Freedom of Information and Protection of Privacy Act (FOIPP).

#### 3.2.2 Data Collection Process

Data collection commenced April 4, 2011 and was completed April 11, 2011. The total sample size was 402 participants. The average length of a completed interview was 14.0 minutes. The data collection procedures included refusal interviewing[9].

[5] PRL is a member of the Association of Academic Survey Research Organizations (AASRO) and seeks to advance the research, educational and service goals of the University of Alberta by helping academic researchers and policy makers design and implement applied social science research projects.
[6] The RDD method ensured that respondents had an equal chance to be contacted whether or not their household was listed in the local telephone directory.
[7] The Ci3 WinCati System is a product of Sawtooth Technologies, Inc., Northbrook, Illinois.
[8] Please see Appendix 2-1
[9] Interviewers call respondents back in an attempt to convert an initial refusal to participate into a completed interview.

#### 3.2.2.1 Cell Phones

The Red Deer RDD telephone survey was based on land-line households using working banks that had potential access to listed and unlisted cell phone numbers that were listed in a directory.[10] However, there are no exhaustive lists of cell phone - only working banks from which a sampling frame could be derived. Cell Phone Only (CPO) households could not be sampled because there are no databases at this point in time from which to draw a random sample. That being said, individuals were encountered on their cell phone and it could be that some of them participated in the study. However, of the 3,000 contact numbers used for the study, 65 or 2.2% were individuals who were called on their cell phone but did not wish to participate because it was too expensive for them to take the call. This is a typical finding in the literature.

As of 2010, according to Statistics Canada, 13% of households were CPO. Although 2010 provincial data was not available, it is known that in 2008, 11.5% of households in Alberta were CPO. CPO households tend to consist of young, single, never married males. As of 2010, 50% of CPO households in Canada were in the 18 to 34 years of age bracket.

In order to compensate for the lack of cell phone only coverage in the sample and the typical lack of coverage of individuals in the younger age categories, adjustments (weights) were applied to the sample based on the age and gender distributions of the 2010 Red Deer Municipal census. The application of these weights results in a representative sample of Red Deerians, regardless of whether they live in a CPO household, according to the latest census data. In other words, the weights adjust for younger individuals who are more likely than older people to be in a cell phone-only household.

### 3.2.3 Demographic Characteristics

A review of demographic data garnered from the 402 respondents[11] indicates that the average years lived in Red Deer is 18.5, with half the population living in Red Deer for fewer than 14.5 years. The age range of participants was 18-93 years, with the average and median ages 47 years of age. As noted in the 2004 Crime Prevention and Policing Study, the median age recorded in the 2001 Census was 33.1 years.

[10] Information in this section was provided by PRL staff: Andrea Werner-Leonard, PhD, Research Consultant, Dave Odynak, MA, Research Analyst, Tracy Kennedy, MA, Research Coordinator, Donna Fong, BA, Research Administrator.
[11] Note that totals do not always equal 402 due to some missing information regarding certain questions.

**Table 2-1: Residence and Age**

| | Range | Average | Median |
|---|---|---|---|
| Years lived in Red Deer | 0-73 | 18.5 | 14.5 |
| Age (years) | 18-93 | 47.75 | 47 |

The survey process did not have established gender quotas; for example, 50 percent women and 50 percent men. However, the process succeeded in bringing the gender distribution closer to 50-50 by the end of the data collection (46% males, n=186; 54% females, n=216). A weight (gender by age) variable was applied to the sample to make the sample demographics representative of the current population.[12]

Nearly 68% of the sample is married or common-law. Approximately 72**%** of the respondents own their homes, while another 27% rent their homes.

**Table 2-2: Marital Status**

| | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Married | 239 | 60.7 | 60.7 |
| Common-law | 28 | 7.1 | 67.8 |
| Separated | 15 | 3.8 | 71.6 |
| Divorced | 34 | 8.6 | 80.2 |
| Widowed | 21 | 5.3 | 85.5 |
| Single, never married | 57 | 14.5 | 100.0 |
| Total | 394 | 100.0 | |

The respondents came from across the city and were residents of 38 neighborhoods. The table below indicates the eleven communities from which the majority of participants were drawn (nearly 57% came from these communities). It is important to note that there was no effort to proportionately sample by neighbourhood, but larger neighborhoods are more likely to have participants drawn from them.

[12] Red Deer 2010 Census, Acknowledgements Christina Lust, Divisional Strategist, Community Services, City of Red Deer.

**Table 2-3: Community**

| | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Anders | 24 | 6.0 | 10.5 |
| Bower | 15 | 3.7 | 17.1 |
| Deer Park | 36 | 9.0 | 32.9 |
| Highland Green | 16 | 4.0 | 39.9 |
| Kentwood | 15 | 3.7 | 46.5 |
| Lancaster | 20 | 5.0 | 55.3 |
| Morrisroe | 15 | 3.7 | 61.8 |
| Normandeau | 23 | 5.7 | 71.9 |
| Oriole Park | 28 | 7.0 | 84.2 |
| Rosedale | 18 | 4.5 | 92.1 |
| Westpark | 18 | 4.5 | 100.0 |
| Total | 228 | 56.7 | |
| Other Communities | 174 | 43.3 | |
| | 402 | 100.0 | |

### 3.2.3 Survey Findings

The telephone survey provided findings with respect to four broad issues:

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

Each issue contained a number of specifically focused responses. As indicated above, demographic data was also obtained from the respondents.

## 4 Findings: Perceptions of crime and safety

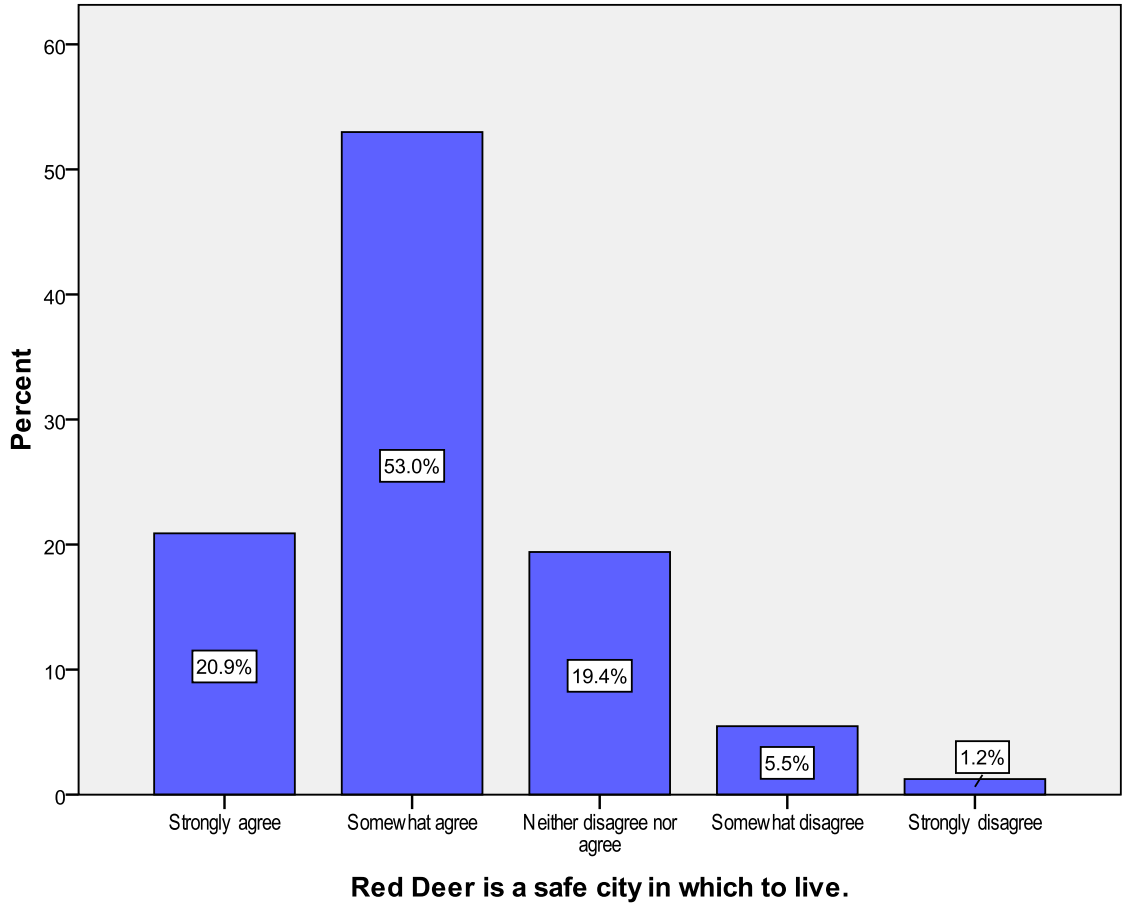
There are many factors influencing both the experience of crime and perceptions of crime. Those who have been victims of crime, for example, may perceive the nature of crime differently from those who haven't been victims. Similarly, those who have never been victims of crime may perceive that crime occurs less frequently than it does occur. In this snapshot analysis of a sample of Red Deer residents, the focus is on the impact that experience of crime has on perceptions of crime, as well as to highlight

how it is that these factors may be impacted by particular demographic characteristics (age and sex) along with residence in specific neighborhoods.

### 4.1 City and Neighbourhoods

The majority perception (73.9%) of the respondents[13], was that they somewhat agreed (53%) or strongly agreed (20.9%) that Red Deer is a safe city in which to live. This is in contrast to the October 2010, Maclean's magazine article "*Canada's Most Dangerous Cities*"[14] which ranked Red Deer, using a population of 97,038, as 36th most dangerous city in Canada with an overall crime score as a percentage difference (-11.31) from the national crime rate.

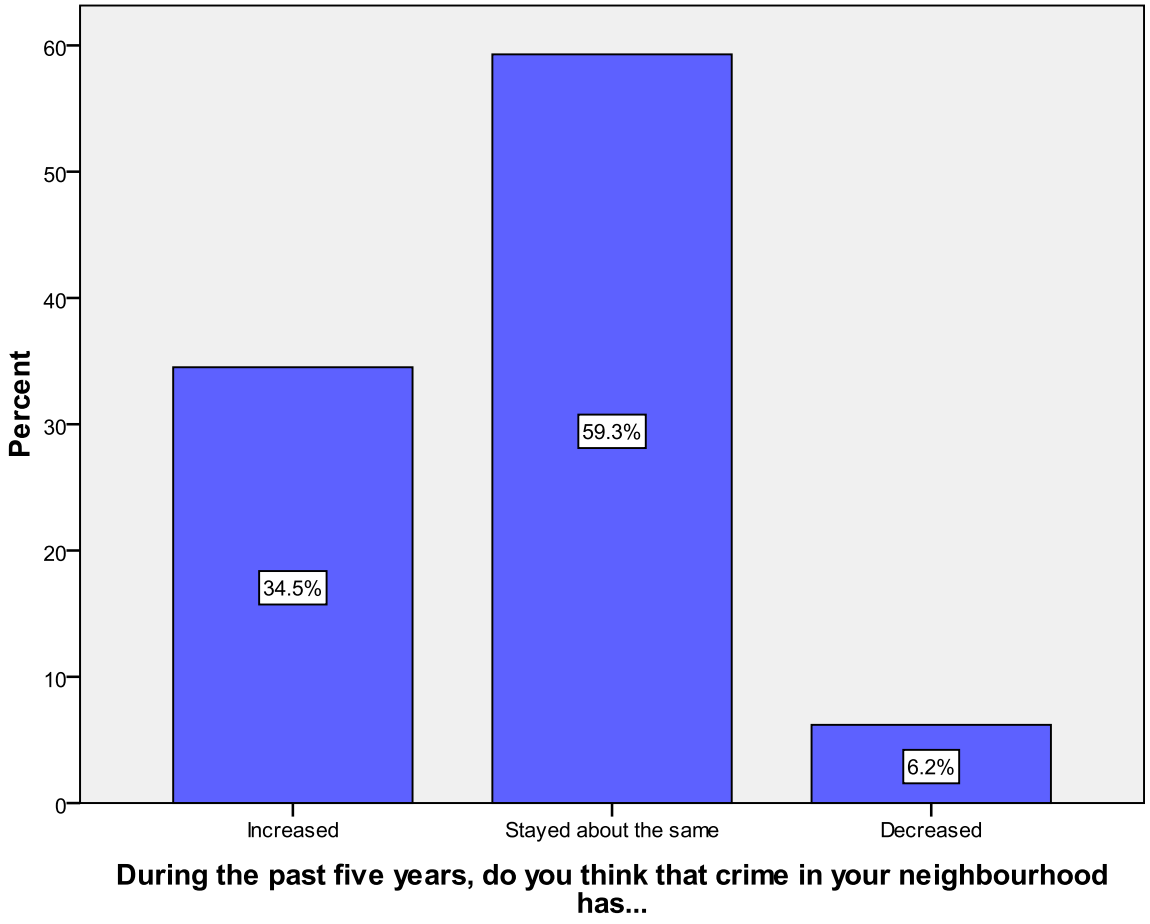
**Chart 2-1: Red Deer is a safe city in which to live.**




[13] Please see Appendix 2-4 for the Survey questions and frequency distribution.
[14] MacLean's Magazine. In, http://www2.macleans.ca/2010/10/14/national-crime-rankings-2010/

Notwithstanding the respondent's perception of safety, a majority of them were also of the opinion that during the past five years crime in the city of Red Deer had increased (67.9%) or had stayed about the same (27.1%). Data from the *Part 1 Research and Statistical Analysis* report indicates that the total reported violation trend has remained relatively constant when compared with the years from 2004 and 2009. However, there have been fluctuations within this time; for example, an 8% rise in 2005, followed by an almost 19% drop in 2006 (from the previous year) and then a gradual increase during 2007 and 2008 to a level in 2009 just under 1% higher than that of 2004.[15]

**Chart 2-2: Has crime increased/decreased/stayed the same in the city of Red Deer?**




The perception of crime increasing is contrary to statistical data regarding total reported violations (crime categories). This may be a function of how individuals receive information regarding crime in Red Deer.

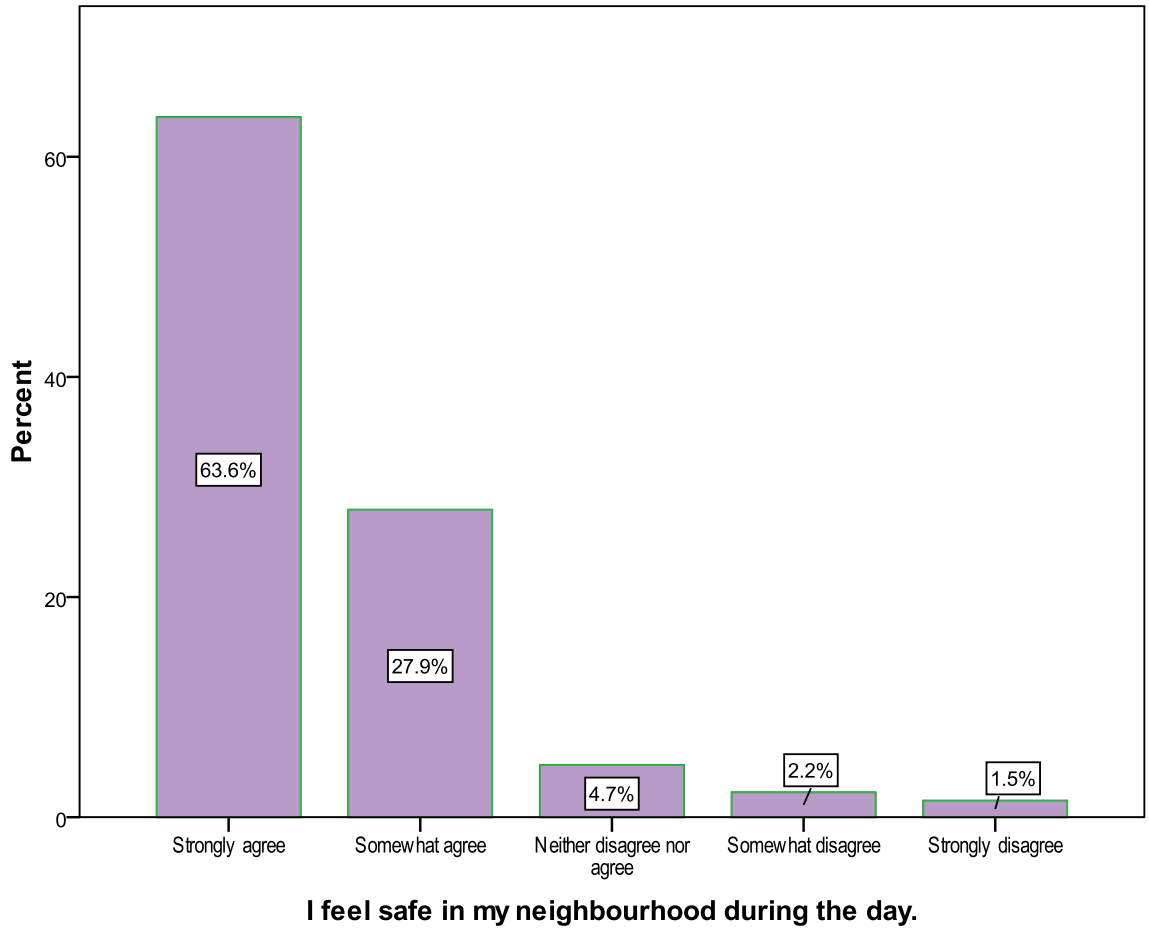
Survey respondents were asked how they receive the majority of information about crime in Red Deer. While multiple responses were allowed, it became evident that "Media" (newspapers (65.4%), radio

[15] *Red Deer Crime Prevention and Policing Review – Part 1 Highlights.* February 23, 2011,p.5.

(39.6%), television newscasts (30.3%) were the most significant contributors to respondent information regarding crime. In contrast, public service announcements (0.5%), community meetings/town halls (0.7%), and community newsletters (1.2%) were the least informative. Social media (Internet/webpages) accounted for 9.7% of information, which was lower than personal experience (11.7%) and information garnered from family and friends (27.4%).

An overwhelming majority of respondents (91.3%) strongly agreed (63.4%) or somewhat agreed (27.9%) that they felt safe in their neighbourhood during the day.[16]

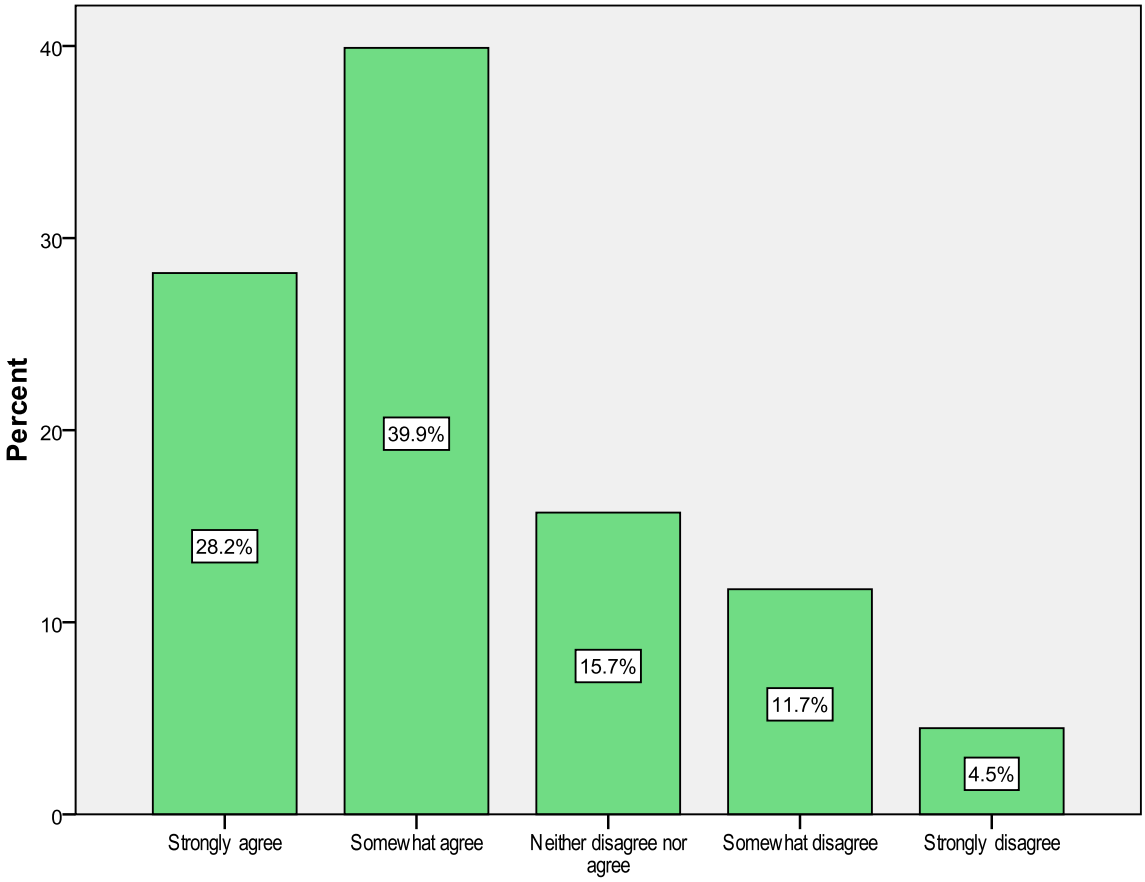
**Chart 2-3: I feel safe in my neighborhood during the day**




[16] A listing of respondent neighbourhoods is found in Appendix 2-5. In addition to established neighbourhoods, 3 areas: Aspen Ridge, Davenport and North Hill were provided by respondents as being their neighbourhood. Six respondents did not provide information concerning neighbourhood of residence.

The perception of safety during the night reduced somewhat with 68.1% of respondents strongly agreeing (28.2%) or somewhat agreeing (39.9%) to feeling safe in their neighbourhood. Approximately half of the respondents were of the opinion that crime had remained about the same in their neighbourhood over the past five years, although a third of the respondents felt that crime had increased.

**Chart 2-4: I feel safe in my neighbourhood during the night.**




Again, from a neighbourhood perspective, respondents were asked “When you think of violent crime, such as physical assault, how safe do you feel in your neighbourhood?”

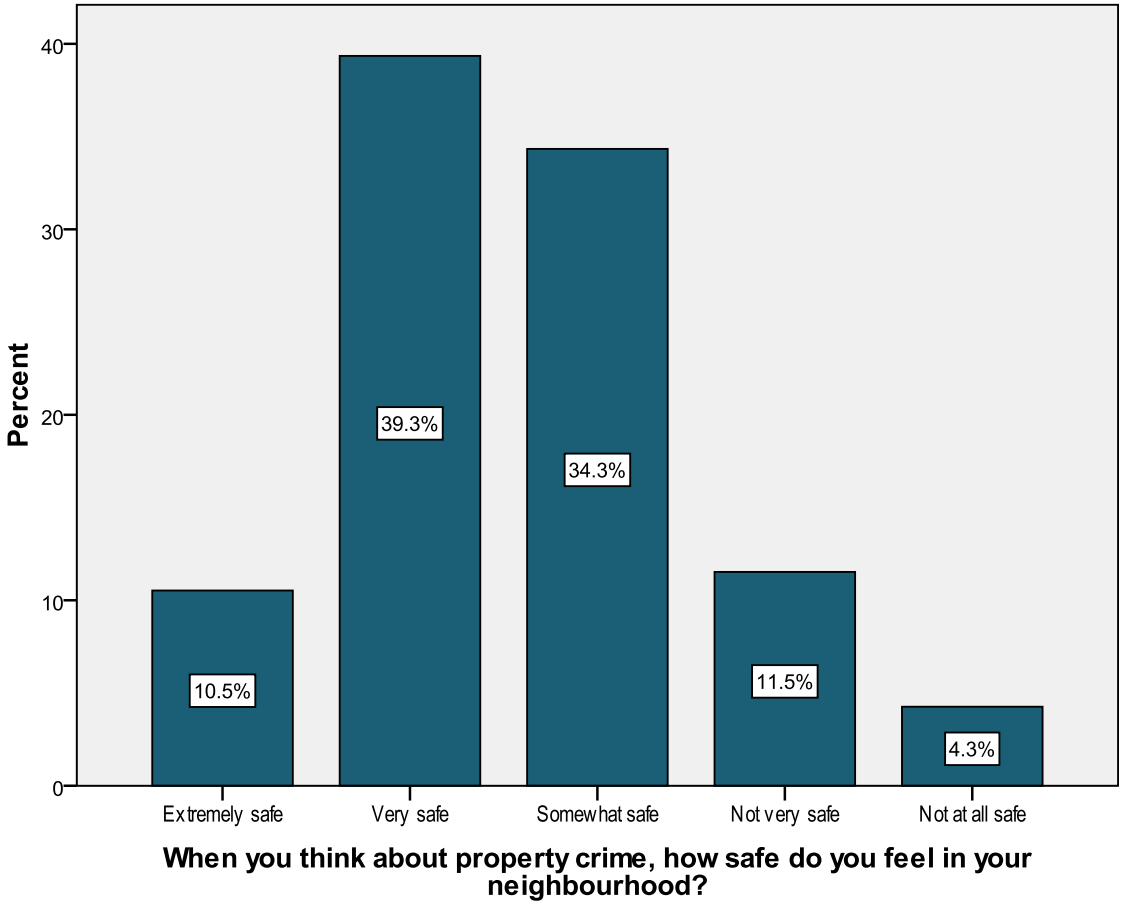
As indicated in the frequency table below, a majority of respondents (79%) felt very safe (48%) or extremely safe (31%) in their neighbourhood. When combined with the response of those who felt somewhat safe (17%), a significant proportion of residents expressed feeling safe. Just less than 4% of respondents stated they felt not very safe (2.8%) or not at all safe (1%).

**Table 2-4: When you think of violent crime, such as physical assault, how safe do you feel in your neighborhood?**

| | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Not at all safe | 4 | 1.0 | 1.0 |
| Not very safe | 11 | 2.8 | 3.8 |
| Somewhat safe | 69 | 17.3 | 21.0 |
| Extremely safe | 125 | 31.3 | 52.3 |
| Very safe | 191 | 47.8 | 100.0 |
| Total | 400 | 100.0 | |

The perception of safety in the respondents neighbourhood with respect to property crime, (essentially any crime other than a crime against one's own person) decreased to 50% of respondents who felt either very safe (39%) or extremely safe (10.5%). When the responses of individuals who felt somewhat safe (34.3%) are added, the overall sense of safety remains relatively high. It is also noted later in this report that respondents viewed property crimes such as house break and enter (40.8%), theft vehicle (17.4%) and other property (21.1%), and property damage (19.4%), as the main crimes of concern.

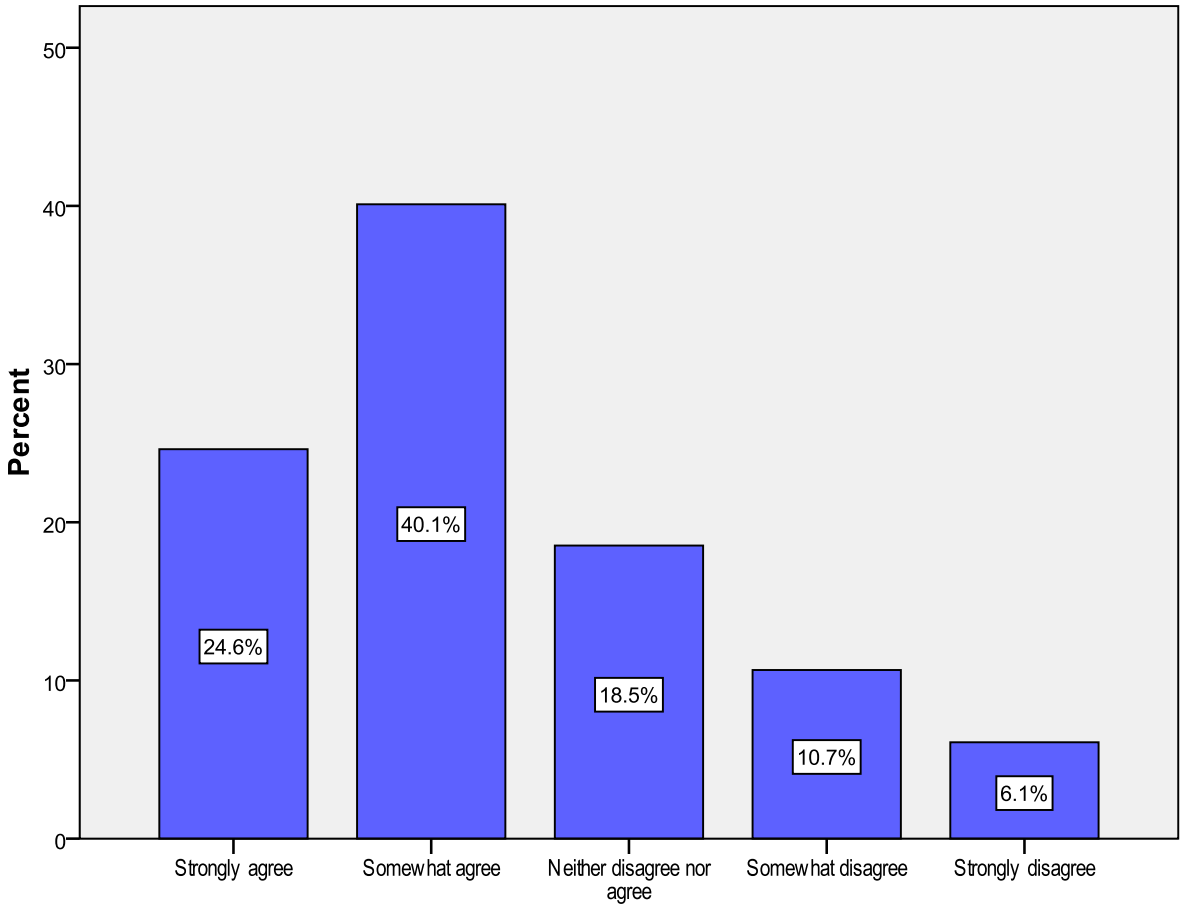
**Chart 2-5: How safe do you feel in your neighborhood?**




As previously reported in Part 1 of the *Review*, participants in interviews and focus groups frequently mentioned an 'increase in crime' and 'the unsafe nature of the downtown area' as concerns. When clarification was sought regarding the nature of "unsafe", only isolated examples or hearsay anecdotes were provided. Those references alluded to panhandling and the presence of homeless people in the downtown core. Others mentioned an "increase in crime" given that Red Deer has become a city; however, specific details were lacking. Also mentioned in interviews was the feeling of apprehension that was engendered by the implementation of Neighborhood Watch, in that if such a crime prevention program is warranted, then crime must be rife. The preventive aspects of Neighbourhood Watch did not appear to be fully appreciated or understood.

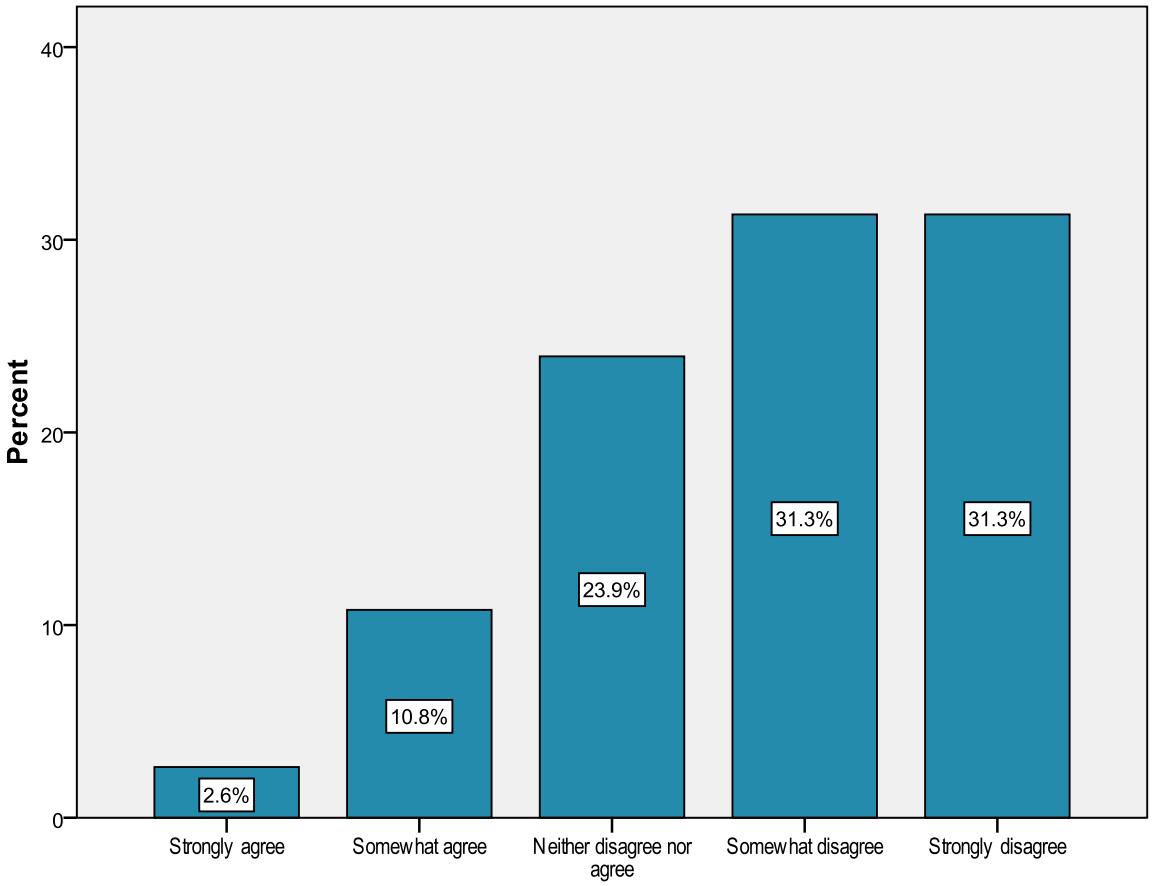
Telephone survey respondents were asked about the perception of safety in the downtown area during the day and night. A majority of respondents (64.7%) somewhat agreed (40.1%) or strongly agreed (24.6%) that they feel safe in the downtown area during the day.

**Chart 2-6: I feel safe when I am in the downtown area during the day**




However, as illustrated in the chart below, the perception of safety decreased dramatically when only 13.4% of respondents somewhat agreed (10.8%) or strongly agreed (2.65%) to feeling safe in the downtown area during the night. Stated conversely, 62.6% of the respondents either strongly disagreed (31.3%) or somewhat disagreed (31.3%) with feeling safe in the downtown area during the night.

**Chart 2-7: I feel safe when I am in the downtown area during the night.**




## 4.2 Crime Concerns

### 4.2.1 Red Deer

Respondents were asked, “What is the most important crime concern for you in Red Deer?” In this instance only one selection was allowed. The results are ordered in Table 2-5 below by most frequently cited concern to least frequently cited concern.

**Table 2-5: Most Important Crime Concern by Frequency**

| | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| House break-ins/break and enters | 73 | 18.8 | 18.8 |
| Drug-increase in dealing of illegal | 65 | 16.7 | 35.5 |
| Drug-increase in use of illegal | 53 | 13.6 | 49.1 |
| Assault causing injury | 29 | 7.5 | 56.6 |
| Other specify | 25 | 6.4 | 63.0 |
| Property damage | 24 | 6.2 | 69.2 |
| Theft-other property | 23 | 5.9 | 75.1 |
| Undesirable people | 14 | 3.6 | 78.7 |
| Gang-illegal activities | 12 | 3.1 | 81.7 |
| Theft-vehicles | 12 | 3.1 | 84.8 |
| Drug-increase in drug houses | 11 | 2.8 | 87.7 |
| None/no issue | 10 | 2.6 | 90.2 |
| Alcohol-drinking and driving | 6 | 1.5 | 91.8 |
| Panhandling/begging | 6 | 1.5 | 93.3 |
| Youth committing crimes | 6 | 1.5 | 94.9 |
| Alcohol-other related crimes | 5 | 1.3 | 96.1 |
| Drug-law enforcement | 4 | 1.0 | 97.2 |
| Traffic violations(speed, unsafe) | 3 | .8 | 97.9 |
| Youth hanging around | 3 | .8 | 98.7 |
| Sexual assault | 2 | .5 | 99.2 |
| Computer-internet/cyber crime | 1 | .3 | 99.5 |
| Domestic/family violence | 1 | .3 | 99.7 |
| Prostitution | 1 | .3 | 100.0 |
| Total | 389 | 100.0 | |

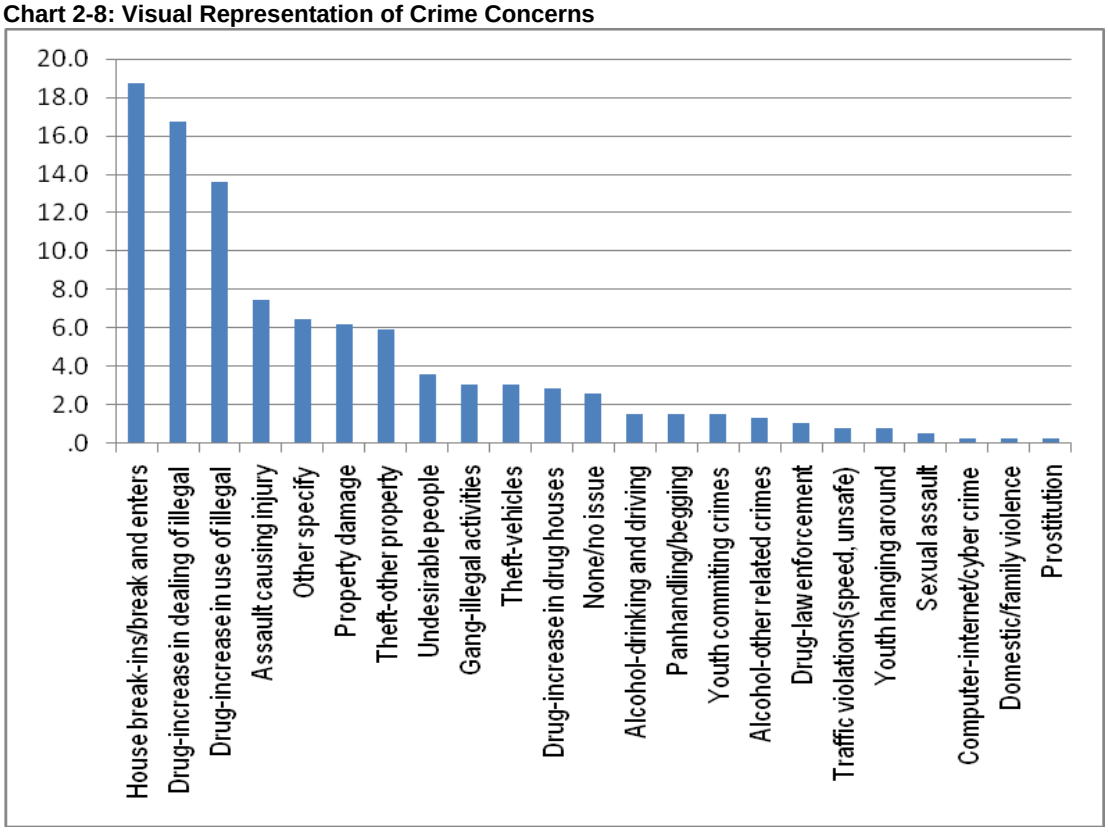
While House Break and Enter (18.8%) was the single most concern, a combination of drug related crime concerns was also significantly high (32.1%). This combination included: increase in drug houses (2.87%), increase in dealing of illegal drugs (16.7%), and increase in use of illegal drugs (13.6%). Personal safety issues – assault causing injury is also identified by 7.5% of respondents as a crime concern.

It was also noted that child abduction and child safety was a concern for some respondents (2.2%). As reported in Part 1 of the *Review*, incidents of crime involving youth and children as victims – child pornography, sexual exploitation, has become part of the criminal landscape in Red Deer, albeit infrequently. Publication of these incidents in the mass media may be a factor for increased community awareness and concern for children.

It is of interest to note that similar issues were also raised in a survey of the community in support of the 2004 *Crime Prevention and Policing Review*. At that time the issues that arose as the most urgent or significant were:

- Alcohol Abuse
- Drug Abuse
- Break and Enter
- Theft
- Vehicle Theft
- Drug/Substance Related Crimes

**Chart 2-8: Visual Representation of Crime Concerns**




In addition to identifying the most important crime concern, respondents also identified a range of other crime concerns. Respondents were asked to indicate: "What other crimes are of concern to you?" Table 2-6 indicates the number of respondents who chose that particular type of crime concern. Importantly,

respondents could choose more than one option. The frequencies for Table 2-6 therefore add up to more than 402 because multiple types of concerns may have been expressed by respondents.

**Table 2-6: Other Concerns by Frequency**

| | Frequency | Percent |
|---|---|---|
| Alcohol-drinking and driving | 20 | 5.0 |
| Alcohol-other related crimes | 22 | 5.5 |
| Assault causing injury | 76 | 18.9 |
| Cell phone use or texting while driving | 3 | 0.7 |
| Child abuse | 4 | 1.0 |
| Computer-internet/cyber crime | 1 | 0.2 |
| Domestic/family violence | 12 | 3.0 |
| Drug-increase in drug houses | 32 | 8.0 |
| Drug-increase in dealing of illegal | 70 | 17.4 |
| Drug-increase in use of illegal | 71 | 17.7 |
| Drug-law enforcement | 17 | 4.2 |
| Gang-illegal activities | 12 | 3.0 |
| Graffiti | 11 | 2.7 |
| House break-ins/break and enters | 113 | 28.1 |
| Neighbourhood noise / disturbing the peace | 4 | 1.0 |
| Organized crime | 8 | 2.0 |
| Panhandling / begging | 6 | 1.5 |
| Prostitution | 8 | 2.0 |
| Scams/frauds against seniors | 1 | 0.2 |
| Scams/frauds against others | 2 | 0.5 |
| Sexual assault | 15 | 3.7 |
| Theft identity | 10 | 2.5 |
| Theft-other property | 81 | 20.1 |
| Theft-vehicles | 59 | 14.7 |
| Traffic violations(speed, unsafe) | 21 | 5.2 |
| Undesirable people | 14 | 3.5 |
| Youth hanging around | 14 | 3.5 |
| Youth committing crimes | 22 | 5.5 |
| None/no issue | 34 | 8.5 |

In rank order the 10 most prevalent concerns were:

1. House Break and Enter (28.1%)
2. Theft property other than vehicle (20.1%)
3. Assault causing injury (18.9%)
4. Increase in use of illegal drugs (17.7%)
5. Increase in dealing of illegal drugs (17.4%)
6. Theft of vehicles (14.7%)
7. Property damage (13%)
8. Alcohol (10.5%) [drinking and driving (5%) and other related alcohol crime (5.5%)]
9. Youth (9%) [Youth crime (5.5%) and Youth hanging around (3.5%)]
10. Increase in drug houses (8%)

### 4.2.2 Downtown

Respondents were asked to think specifically about the downtown area: "Thinking now of the downtown area of Red Deer, what crimes in this area are of the most concern to you?" Table 2-7 reflects the ten responses most frequently cited (alphabetically ordered). Again, note that respondents could select more than one response.

**Table 2-7: Downtown Concerns by Frequency**

| | Frequency | Percent |
|---|---|---|
| Alcohol-other related crimes | 42 | 10.4 |
| Assault causing injury | 116 | 28.9 |
| Drug-increase in dealing of illegal | 130 | 32.3 |
| Drug-increase in use of illegal | 116 | 28.9 |
| House break-ins/break and enters | 22 | 5.5 |
| Panhandling / begging | 37 | 9.2 |
| Prostitution | 25 | 6.2 |
| Theft-other property | 49 | 12.2 |
| Theft-vehicles | 28 | 7.0 |
| Undesirable people | 49 | 12.2 |

The majority of respondents were most concerned about personal safety - assault causing injury (28.9%) and a combination of drug related issues (69.6%) comprised of increase in drug houses (5.2%), increase in dealing of illegal drugs (32.3%), increase in use of illegal drugs (28.9%), and drug law enforcement (3.2%). Panhandling/begging (9.2%), undesirable persons (12.2%) and youth hanging around (3.7%)

were other respondent concerns. Homelessness was also identified as an issue in the downtown area (2.4%).

### 4.2.3 Neighbourhoods

Along with concerns specific to all of Red Deer and the downtown area, respondents were asked about their concerns with crime in their own neighbourhoods: "When it comes to the neighbourhood in which you live, what crimes are of concern to you?" Respondents could choose more than one concern. The most frequently cited concerns are listed below in Table 2-8.

**Table 2-8: Most Important Crime Concern by Frequency**

| | Frequency | Percent |
|---|---|---|
| Drug-increase in drug houses | 23 | 5.7 |
| Drug-increase in dealing of illegal | 32 | 8.0 |
| Drug-increase in use of illegal | 26 | 6.5 |
| House break-ins/break and enters | 164 | 40.8 |
| Property damage | 78 | 19.4 |
| Theft-other property | 85 | 21.1 |
| Theft-vehicles | 70 | 17.4 |
| None/no issue | 56 | 13.9 |

In comparison to the downtown area, respondents had other crime concerns in their neighbourhoods. The majority of respondents identified house break and enter (40.8%), theft vehicle (17.4%) and other property (21.1%)], and property damage (19.4%) as the main crimes of concern. Concern for the combination of drug related issues in the downtown area, was not as prevalent with respondents from a neighbourhood focus. It is also of note that 13.9% of respondents had no crime concerns in their neighbourhood.

Consistent with the findings in the 2004 *Crime and Policing Report*, residents of Red Deer felt fairly safe in their neighbourhoods, although they feel safer from violent crime than they do from property crimes and vandalism.

### 4.3 Causes of Crime

'Risk factors' can be defined as life events or experiences that are associated with an increase in problem behaviour such as drug use or gang activities. Risk factors can be divided into five categories:

- Individual characteristics
- Peer group
- School
- Family
- Community[17]

Respondents were asked what they perceived to be the causes of crime and were asked: "What are the root causes of crime in Red Deer?" (OPTIONAL READ: "What factors contribute to crime?"). The table below indicates the most frequently cited perceptions of the causes of crime.

**Table 2-9: Perceived Causes of Crime**

| | Frequency | Percent |
|---|---|---|
| Abuse-alcohol | 67 | 16.7 |
| Education (e.g. drop out, discipline) | 16 | 4.0 |
| Homelessness | 39 | 9.7 |
| Illegal drugs-using/selling | 189 | 47.0 |
| Justice System-too lenient on criminals | 17 | 4.2 |
| Low moral standards | 27 | 6.7 |
| Policing issues | 25 | 6.2 |
| Poor parenting | 38 | 9.5 |
| Poverty | 56 | 13.9 |
| Social/recreational opportunities | 26 | 6.5 |
| Transient population | 29 | 7.2 |
| Unemployment/underemployment | 45 | 11.2 |
| Youth hanging around | 42 | 10.4 |

In rank order, the 10 most noted causes/factors mentioned by respondents to the survey were:

[17] National Crime Prevention Centre, "*Youth Gang Involvement: What are the risk factors*." In, http://www.publicsafety.gc.ca/prg/cp/bldngevd/2007-yg-2-eng.aspx#s1

1. Illegal drugs (47%)
2. Alcohol abuse (16.7%)
3. Poverty (13.9%)
4. Unemployment/underemployment (11.2%)
5. Youth hanging around (10.4%)
6. Homelessness (9.7%)
7. Poor Parenting (9.5%)
8. Transient population (7.2%)
9. Low moral standards (6.7%)
10. Social/recreational opportunities (6.5%)

It is of interest to note that substance abuse/dependency issues lead respondent's perception of root causes of crime and following this are a range of issues identified as, or associated with, criminogenic factors, such as housing and schools, family structure, employment, education, marital status, and age proportions and median age, previously discussed in Part 1 of the *Review*.[18]

### 4.4 Personal Experience of Crime

The perceptions of crime are not necessarily matched with experiences of crime. When respondents were asked if they had been the victim of a crime in the past year, 23.4% (94) indicated that they had been: 7 were victims of violent crimes and 80 were victims of property crimes (the other 7 did not specify). Of the 7 who had been the victim of a violent crime, such as an assault, 5 of these victims reported the incidents to police. Of the 80 who had experienced a property crime, 70% (56) had reported the experience to police. The remaining 24 (30%) did not report the property crime incidents to police.

Those 56 who had reported their property crime to police indicated the following levels of satisfaction with the police response:

[18] Part 1 *Crime Prevention and Policing Review* "Demographic Analysis". pp. 15-17.

**Table 2-10: Levels of satisfaction with police response to reported property crime.**

| | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Very dissatisfied | 7 | 12.5 | 12.5 |
| Somewhat dissatisfied | 10 | 17.9 | 30.4 |
| Neither dissatisfied or satisfied | 13 | 23.2 | 53.6 |
| Somewhat satisfied | 12 | 21.4 | 75.0 |
| Very satisfied | 14 | 25.0 | 100.0 |
| Total | 56 | 100.0 | |

One third (30.4%) were dissatisfied with the police response, while almost half (46.4%) were either somewhat satisfied (21.4%) or very satisfied (25%). Almost a quarter of respondents (23%) were neither satisfied, nor dissatisfied. The reasons for those who responded that they were satisfied centred on: fast response time and careful investigation.

For those who were very dissatisfied, somewhat dissatisfied or neither satisfied nor dissatisfied, respondents were asked the following question: "What problems were there with how the police responded?" Of these 30 respondents, 11 (37%) indicated that police did not attend, 10 (33%) indicated that police attended but did not seem to care, and 9 (30%) indicated that there was no follow-up regarding the status of the incident.

The 24 respondents who experienced a property crime but chose not to report it to police indicated that the main reasons were: they did not want to bother police (50%); they felt that the police could not/would not do anything anyway (50%).

The 2004 *Crime and Police Study* commented that approximately 60% of respondents who were a victim of crime were moderately or completely satisfied with how the police dealt with their particular incident, leaving 40% who were not at all satisfied with the police performance when dealing with their incidents. When respondents identified which crime they were a victim of, most indicated break and enters or property crimes. The 2004 *Crime and Police Study* further commented that the success rate of catching criminals who commit these crimes is low and the victims of the crime report not being notified of the outcome of their investigation, so the frustration and subsequent low rating given in the survey is understandable.[19]

[19] Crime and Policing in Red Deer, Converge Group, 2004. p.16.

## 5 Alternate Methods and Awareness of Crime Prevention Initiatives

### 5.1 Alternative Methods of Reporting Non-Emergency

In focus groups and interviews conducted in the course of the *Review*, police practitioners supported more creative and effective protocols for call processing through the Operational Communication Centre (OCC) and Detachment. While it is important to ensure that all incidents of crime which occur are reported to allow an accurate assessment of community safety, it is also important that expensive police resources are used in an optimum fashion. Across Canada, there are examples of web reporting, telephone reporting, telephone triage and initial investigation, and follow-up investigation appointments and other initiatives which have been implemented in an attempt to achieve this dual objective. These are described in Chapter 7.1 of Part 1 of the Report.[20]

Residents were asked if they would be interested or supportive of or would use other means of reporting non-emergency incidents. A list of items was read to participants with responses summarized in Table 2-11 below.

**Table 2-11: Alternate secure methods of reporting non-emergency incidents**

| | Frequency | Percent |
|---|---|---|
| telephone police and make the report by phone | 309 | 76.9 |
| make the report to police by Email | 96 | 23.9 |
| use police website to make a report | 90 | 22.4 |
| go to the police station | 109 | 27.9 |
| make an appointment with police for later follow up | 64 | 15.9 |
| a non-police officer authorized by City and/or police to attend your home | 105 | 26.1 |

### 5.2 Crime Prevention Initiatives

The City of Red Deer has a 'Crime Prevention Report Card'. Nearly 24% (95) of respondents were aware of this initiative. Beyond this initiative, nearly 39% (156) indicated that they were aware of other crime prevention initiatives. The 2004 *Crime and Policing Study* also noted awareness of policing and crime prevention programs was strong in general, but when respondents were asked if the program was operating in Red Deer, responses were not as strong. Further, that study commented that Red Deer

[20] Alternative Call Methods, are further discussed in Part 3 'Policing Service Model Review.' Chapter 11Calls for Service (Complaint Handling) System. pp. 98-100.

citizens are “knowledgeable of the big crime prevention or policing initiatives”, but are not as knowledgeable about the initiatives running in the city.

The range of initiatives, mentioned by respondents cited specific programs or in some instances amounted to a ‘best guess’. In sum, 25 initiatives or programs were mentioned, although not all are currently functioning, such as DARE. These included:

- Alberta Diversification Association / CARE
- Anti-graffiti program
- Bike Patrols on the paths
- Block Watch
- Boys and Girls Club
- Check Stop
- Citizen Watch
- Citizens assist the police. They are volunteer citizens that ride around with the police during the weekends
- Community Greeters
- Crime Prevention Through Environmental Design
- Crime Stoppers
- Drug Abuse Resistance Education (DARE) Program.
- The "Party Program" - it's a drinking and driving prevention program for grade nines
- Downtown Ambassadors
- Downtown business crime prevention program
- Guardian Angels
- High Risk Youth Coalition
- Homelessness initiative
- Methadone Clinic
- Mothers Against Drunk Drivers
- Neighbourhood Watch
- Parkland youth homes
- Peace Officers
- Red Berets
- School programs (police)
- Street Ties youth drop-in centre

The program most mentioned was Neighbourhood Watch.

### 5.3 Responsibility for Crime Prevention

Respondents were asked a number of questions with regard to their own responsibility for crime prevention and what programs or initiatives they would like to see used in Red Deer.

With respect to personal responsibility for crime, over 75% of respondents agree that they must take responsibility for crime.

**Table 2-12: Responsibility for crime**

| | Strongly Disagree % | Somewhat Disagree % | **Neither %** | Somewhat Agree % | Strongly Agree % |
|---|---|---|---|---|---|
| I feel it is my personal responsibility to help address crime. (N=395) | 1.8 | 5.8 | 15.4 | 34.2 | 42.8 |

In comparison, the 2004 *Crime and Policing study* found that generally, most respondents felt a personal responsibility to do their part to prevent crime, they realize that the community has as much of a part in reducing crime as the police do, and they do their part by locking their doors in their cars and homes. Although most respondents indicated they needed to do their part, a considerably lower amount of residents surveyed felt they could be doing more to prevent crime. Thus, respondents likely believed they were already doing their part or simply did not have the time to do any more about crime.[21]

Respondents were also asked if there were any programs or initiatives that they would like to see used in Red Deer. While some persons responded by naming existing programs , such as Neighbourhood Watch, there were 139 diverse responses which galvanized around sectors such as Police/Law Enforcement, Youth/Schools, Community Health/Social Services, Business, and Housing/Homelessness. Responses from the public are listed in Appendix 2-10, Community input for programs/initiatives.

### 5.4 Policing

The majority of responses suggest support for the police on a number of dimensions: over 66% agree that the police provide adequate levels of support (only 11.4% disagree); nearly 70% agree that the police use appropriate levels of authority and force (10.3% disagree); nearly 70% also agree that the police respond fairly when dealing with all segments of society (nearly 9% disagree); nearly 64% agree that the police maintain appropriate visibility when dealing with the community (16.4% disagree). There is

[21] See 'Strategic Framework' for the proposed role of citizens in crime prevention.

somewhat less agreement that the police adequately communicate crime issues and trends, with 56% agreeing (nearly 17% disagree).

**Table 2-13: Responsibility for crime**

| | Strongly Disagree % | Somewhat Disagree % | **Neither %** | Somewhat Agree % | Strongly Agree % |
|---|---|---|---|---|---|
| The police in Red Deer provide an adequate level of service to the public. (N=397) | 3.3 | 8.1 | 22.2 | 41.6 | 24.9 |
| The police in Red Deer use authority and force appropriately. (N=378) | 3.7 | 6.6 | 19.8 | 36.5 | 33.3 |
| The police in Red Deer respond fairly when dealing with all segments of the Red Deer community. (N= 370) | 3.2 | 5.7 | 21.9 | 42.2 | 27.0 |
| The police in Red Deer maintain appropriately visibility in the community. (N=396) | 3.8 | 12.6 | 19.7 | 34.3 | 29.5 |
| The police in Red Deer adequately communicate crime issues and trends to the community. (N=381) | 3.7 | 12.9 | 27.3 | 41.2 | 15.0 |

## 6 Lessons Learned

The telephone survey provided current and very valuable information concerning Red Deerian's perspectives on crime and social disorder issues in the community.

When information obtained in the telephone survey is combined with, and compared to, focus group and stakeholder input a picture emerges of a community engaged in, and supportive of, crime prevention initiatives. As previously mentioned, in looking towards a comprehensive crime prevention strategy for the City of Red Deer, the literature asserts that it is necessary to adopt a comprehensive community-based model with intervention strategies aimed at each level: primary (reducing opportunities for crime or social disorder), secondary (focus on at-risk individuals, groups, or communities), and tertiary (prevent offenders from re-offending).

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

There is also an apparent willingness by Red Deerians to further engage in crime prevention initiatives, as evidenced by the multiple suggestions put forward in the telephone survey. In order to reduce or eliminate barriers to collaboration and problem solving[22] stakeholders must consciously undertake a number of positive steps to advance crime prevention initiatives; namely:

- Planning
- Conducting thorough analysis
- Dedicating resources
- Following up on assessment
- Taking ownership/initiating process
- Translating plans into operation
- Developing collaborative approaches
- Communicating results
- Mutually defining problems
- Establishing consensus
- Recognizing technology cannot identify all problems.

To date, ownership of many community crime prevention initiatives has devolved to the Community Services Division of the City, albeit with, reported, support from the policing detachment. The alignment of policing services with community organizations which have the opportunity to intervene to address social or, more specifically, criminogenic issues is essential. Partnerships with the public police are seen as important opportunities to create a system where the whole is greater than the sum of the parts. It is seen as a proactive approach to long-term problems focusing more on the psycho-social and economic aspects of the genesis of crime.

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

[22] Brian Whitelaw and Richard Parent. Community-Based Strategic Policing in Canada. Nelson 2006.

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

Part 1: Research and Statistical Analysis
Part 2: Community Perception and Strategy Development

## Part 3: Policing Service Model Review

**SUBMITTED TO THE**
**Mayor and Council**
**JUNE 30th 2011**

perivale + taylor

## Executive Summary

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

The *Review* confirmed that Red Deer is not dissimilar to other jurisdictions with regard to community safety and security issues. Similar issues and challenges are faced by other municipalities across the country. In response, Red Deer has implemented a progressive program of public safety and community involvement. It has established a crime prevention and law enforcement continuum consistent with the vision of provincial legislation and policy direction.[1]

The recommendations provided address the issues experienced in, and perceptions of, the downtown core and a number of policing and public safety practices.

The input from stakeholders, including Council, staff, community and social agencies, and the public show strong support for crime prevention and policing initiatives and a commitment to working together.

Leading practices in crime prevention and policing are examined and Red Deer has a record of progressive measures and initiatives in prevention, intervention, and working within the continuum of crime prevention and policing.

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

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

Police service-delivery models available under the Alberta *Police Act* are examined and precedents from across the country are described. Five model options examples are considered based on actual models:

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

two are considered feasible (the RCMP Detachment and a municipal police department) and three, which although possible under the *Act,* are not considered viable owing to significant barriers and circumstances beyond the control of the City.

The two potential models, the RCMP Detachment and the Red Deer Police Department[2], are compared to identify the differences and responsibilities. The advantages and disadvantages to the City of the two models are discrete:

- The RCMP Detachments provides a more seamless regional connectivity and opportunities for "K" Division specialized support, many administrative functions are assumed by the "K" Division and Canada. The federal-municipal cost sharing agreement provides a financial advantage.
- The Police Department provides local direction through a locally appointed police commission and permanence of staff.

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

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

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

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

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## Introduction

The Part 3 report provides a cumulative knowledge of policing in the Red Deer and Alberta context. The analyses and comparisons contained in this report lead the reader through an evidentiary path to specific findings and conclusions. The Part 3 report builds upon the foundation information provided in the Part 1 and Part 2 reports previously submitted.

## A The Alberta and Red Deer Policing, Law Enforcement, and Public Safety Context

### Summary

The policing responsibilities and models in Alberta are similar to other provinces which do not have a provincial police force. The provincial (RCMP) police have responsibility for unincorporated areas and provides certain specialized services province wide. Municipalities have the option of either contracting with the federal or provincial government or another municipality for policing services, or establishing an independent municipal police force, or creating a regional police service with other municipalities which may include the provincial police where applicable.

The Province has led the establishment of a province-wide crime prevention and law enforcement continuum through the introduction of the *Peace Officer Act* and expanding the role of Sheriffs. Red Deer has engaged policing services from the provincial police (RCMP) since 1943. The current *Municipal Police Service Agreement (MPSA) w*ith the Government of Canada was signed in 1992 and expires on March 31st 2012. Under the *Agreement*, the City shall pay 90 per cent and Canada shall pay 10 per cent of the cost of the municipal police service.[3]

There are several levels of policing responsibilities.

### A1 Provincial Responsibilities

Policing in Canada is the responsibility of all three levels of government: federal, provincial/territorial, and municipal. While the federal government is responsible for criminal law, under the *Constitution Act*, each province and territory assumes responsibility for its own policing at the provincial, territorial and municipal levels. Further, many First Nations communities also administer their own police service. [4]

[3] *MPSA* Article 9.2
[4] Statistics Canada PRC 2010

The Alberta Ministry of Solicitor General and Public Security is responsible for the following: [5]

- Administration and oversight of policing
- Setting policing standards and ensuring adherence to them
- Specialized policing programs
- First Nations policing
- Sheriffs
- Peace Officers
- Policing oversight committees and commissions
- Integrated policing initiatives
- Crime prevention and crime reduction initiatives

In 2009 there were a reported 6199 police officers in the province of Alberta, including municipal and provincial officers.[6]

## A2 The Provincial Police

Alberta had its own provincial police force, the Alberta Provincial Police (APP), from 1917 to 1932. Many of its members transferred from the Royal Northwest Mounted Police to the APP. Alberta reverted to RCMP policing services on April 1, 1932 – an arrangement which continues to this day.

The Government of Alberta contracts with the federal government to have the RCMP provide policing for the province through the *Provincial Police Service Agreement* (*PPSA*). The latest agreement is a twenty-year contract between the province and the federal government that was signed in 1992 and expires in 2012. Under the *PPSA*, the Alberta government pays 70 per cent of the cost of the RCMP Provincial Police Service and the Government of Canada pay the remaining 30 per cent.

Through the *PPSA*, the RCMP provides primary policing responsibility for about 22 per cent of Alberta's population. This includes every town, village and summer village with populations of 5,000 or less, every municipal district and Metis settlement regardless of population, and First Nations communities where other policing arrangements have not been made. The Solicitor General's Public Security Division oversees the *PPSA*, and works with the RCMP to set annual priorities and goals.

"K" Division RCMP currently provides federal, provincial, municipal and First Nations policing services in Alberta through 107 detachments with more than 2200 regular (sworn) and civilian members, 150 public service employees, and about 400 municipal employees.

"K" Division is divided geographically into five districts which provide front-line policing services to Albertans under contracts with the Government of Alberta or directly with municipalities. The District Commander has a support group of District Advisory Non Commissioned Officers (DANCO's), who share

[5] Alberta Solicitor General and Public Security
[6] Statistics Canada PRC 2010

the management review functions. Along with supervision and guidance, these senior Non Commissioned Officers are able to assist and mentor Detachment Commanders as they address policing issues.

In support of detachments, specialized units and investigation sections exist to enhance the police services offered by the RCMP. A few examples of these would be the Emergency Response Team, Police Service Dogs, and Forensic Identification Section. Additional operational support available includes General Investigation Section and Major Crimes units, located at larger centres in Alberta, specifically Edmonton and Calgary.[7]

### A3 Municipalities [8]

Municipalities, that have populations greater than 5,000 must provide for their own police service. The *Police Act* provides the following options:

- Contract with the federal or provincial government or another municipality for the provision of policing services.
- Establish an independent municipal police force
- Create a regional police service with other municipalities, which may include the province where applicable.

Forty Alberta communities contract their municipal police services directly from the federal government through RCMP *MPSA's*. A municipality may assume responsibility for establishing and maintaining its own independent police service under section 27 of the *Police Act*.

There are six independent municipal police services:

- Calgary (1723 officers)
- Camrose (27)
- Edmonton (1457)
- Lacombe (13)
- Medicine Hat (113)
- Taber (14) [9]

### A4 Red Deer Policing

Red Deer maintained a municipal police force during the first half of the 20th century working alongside the provincial police.

[7] www.rcmp-grc.gc.ca/ab
[8] Alberta Solicitor General and Public Security
[9] Number of officers from Statistics Canada Police Resources in Canada, 2009

*1917: The City's police force's typical investigations involved only bylaw infractions and health code violations. The few critical cases that did occur were handled by the newly formed Alberta Provincial Police.*
*1932: The provincial government disbanded the Alberta Provincial Police, and their duties in Red Deer were taken over by the RCMP.*
*1943: Shortages also extended to the city police force, which had trouble finding recruits. Finally the aldermen decided to phase out the local constabulary and to sign a policing agreement with the RCMP. The Mounties had manpower problems of their own, but their greater supply of resources allowed them to establish a Red Deer detachment on April 1st 1943.* [10]

Red Deer has had a policing agreement for policing services from the RCMP, since April 1943.

### A5 Regional Policing [11]

Under the *Police Act*, the councils of two or more municipalities may enter into an agreement to be policed by one regional police service.[12] At present there is only one municipal regional policing arrangement – the Lethbridge Regional Police Service (156 officers) which provides policing to the municipalities of Lethbridge and Coaldale.

### A6 Sheriffs

Alberta Sheriffs have a diverse role within public security and cover a wide range of activities which include:[13]

- Alberta Security and Strategic Intelligence Support Team (ASSIST): manages counter-terrorism security information and intelligence and develops threat assessments. This area also provides a conduit for the flow of information between law enforcement, national security agencies, and the private sector as it relates to Alberta's critical infrastructure.

- Court Security and Prisoner Transport: provides court security and prisoner escorts for Alberta's 73 court facilities across the province as well as perimeter security services to regional and base court facilities.

- Executive protection services: includes personal security to the Premier, members of Cabinet as required, the Lieutenant Governor and members of the Judiciary and quasi-judicial boards.

- Facilities security: provides security consultation, audit services for provincial facilities, and maintenance of a 24-hour security control centre at Government Centre. Security services are

[10] DAWE, Michael J. Red Deer: An Illustrated History. The District Museum Society, the City of Red Deer Archives, and the Red Deer Visitor and Convention Centre. 1996
[11] Alberta Solicitor General and Public Security
[12] Section 24 (1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service.
[13] Alberta Solicitor General and Public Security

provided to key government buildings, and specialized security services are provided to conferences. Sheriffs also assist police and other agencies with public order and special events.

- Fugitive Apprehension Sheriff Support Team (FASST): finds and arrests criminals with outstanding warrants who have evaded capture (part of the Alberta Law Enforcement Response Team).

- Safer Communities and Neighbourhoods Unit (SCAN): improves community safety by targeting properties used for illegal activities such as drugs, gangs, and prostitution. It also holds owners accountable for what takes place on their property (part of the Alberta Law Enforcement Response Team).

- Sheriffs Investigative Support Unit (SISU): provides surveillance support to major police investigations (part of the Alberta Law Enforcement Response Team).

- Sheriff Operations Communications Centre (SOCC): provides provincial radio communications and dispatch for sheriffs in the Province. Central repository for Sheriff initiated warrant control and maintenance. SOCC is the sheriff branch's central hub for Canadian police information center (CPIC) data transfer.

- Traffic Sheriffs: provides highway enforcement, education and awareness initiatives. Traffic Sheriffs are deployed to reduce high-risk driving behavior. To help improve traffic enforcement on our highways, Alberta Sheriffs and RCMP Traffic Services are integrating traffic resources around the province.

### A7 Peace Officers

A Public Security Peace Officer (PSPO) is a person who works to uphold and enforce certain laws and regulations in Alberta.[14] A PSPO is given specific powers and authority, under the *Alberta Peace Officer Act* (May, 2007). They are not to be confused with Police Officers who have a much wider range of powers and authority under the *Police Act*.

Currently, there are over 3000 PSPOs in Alberta, working for some 284 different agencies, with Provincial Government offices being the largest employer. All levels of government, as well as organizations such as public health authorities and post-secondary institutions, may employ PSPOs.

Alberta Solicitor General and Public Security has overall authority for the Public Security Peace Officer Program, as provided in the *Peace Officer Act*. A policy manual is available to help employers better understand their roles and responsibilities when applying for authorization and hiring these peace officers.

[14] Alberta Solicitor General and Public Security

## B The Policing Context – Evolution of the Public Police & Models of Policing

The policing function in Red Deer – the constable[15] keeping the peace and preventing crime – has evolved over a long period of time through common law and legislation. The office of constable was mentioned in 1215 in the *Magna Carta*.

*The Statute of Westminster 1285* preserved and codified features from earlier systems, and in particular it reaffirmed the principle of local responsibility for policing.[16] The constable was referred to as the *Conservator of the Peace*. Two high constables were appointed in every hundred[17] responsible for suppressing riots and violent crimes and for the arming of the militia to enable them to do so. Under them were petty constables constituted in every hundred to prevent defaults in towns and highways.

In 1583 William Lambarde, a justice of the peace for the County of Kent, published *The Duties of Constables* describing the duties as keeping the peace, preventing offences, and using the law to punish offenders.[18]

The *Statute of Westminster* was the only general public measure of any consequence enacted to regulate the policing of the country between the Norman Conquest and *the Police Acts* of 1829, and the high and petty parish constables remained the executive legal officers in counties until the *County Police Act of 1839* allowed certain justices to establish paid police forces.

The debate regarding a suitable concept or model for public police in a democracy dates to the late 18th and early 19th centuries, especially regarding the "new police", the models which gradually replaced the parish constable model of the day.

> *… there was no single model for the new forces to follow. There had been discussions about and experiments with different forms of county policing since the beginning of the century and while there was a broad consensus that policing could and should be improved, by the 1830s and 1840s there was no general acceptance that creating a hierarchical organization of full-time, paid police officers was the best way to proceed.*[19]

The Irish Constabulary was established in 1822,[20] the London Metropolitan Police in 1829,[21] and the Cheshire Constabulary also in 1829 a few months earlier.[22] They were referred to as the *London model* and the *Irish model*. The London model was generally followed in establishing urban police forces

[15] Constable: Officer of the stable, marshal, in the Theodosian Code, A.D. 438. Oxford English Dictionary
[16] Encyclopedia Britannica
[17] A geographic division of a county
[18] The Duties of Constables. Collected and penned by William Lambarde of Lincolnes Inne. 1633
[19] Emsley, C. A History of British Policing from the 18th Century to the Present. Quercus, London, 2009
[20] Irish Constabulary Act 1822. The name of the force was changed in 1867 to the Royal Irish Constabulary
[21] Metropolitan Police Act established a police force for London, excluding the City of London, on 29 September 1829
[22] James, R W. *A Short History of the Cheshire Constabulary*, Museum of Policing in Cheshire. 2005. By an Act of Parliament dated 1st June 1829, the Magistrates of Cheshire obtained power *to appoint "Special" High Constables and "Assistant" Petty Constables and pay them. The Act might well have been the foundation of a model county police force to be followed by all counties*

throughout the United Kingdom and British Empire. The Irish model was used for colonial and territorial police forces, including the NWMP[23]. The parish constables and *new police* operated concurrently for a period of time.

The latter day equivalent of the Irish model, the RCMP, through its predecessor the NWMP, has evolved from primarily a rural police force to one which also polices urban areas. For example, the Surrey Detachment in British Columbia has approximately 600 officers[24], a complement larger than many municipal departments. The original rural/urban split of the old police models have largely disappeared although, of course, the RCMP is still the principal police agency assigned to rural areas in provinces where it is the provincial service of choice.

[23] North West Mounted Police amalgamated with the Dominion Police and renamed the RCMP in 1920
[24] Police Resources in Canada, 2010. The BC detachments of Burnaby, Coquitlam, Kelowna, Langley Township, Richmond, and Surrey have a total authorized strength of 1562

## Chapter 1 Current policing issues – perspectives of stakeholders

1.1 Council
1.2 City Staff
1.3 Community
1.4 Police – sworn & non-sworn staff

### 1.1 Council

During the *Review* process Council members identified several areas of concern:

- Unpredictable annual requests for police staffing increases which affect the budget[25]
- The perceptions and reality of downtown safety and security
- The need for more effective reporting/briefing for Council on policing issues
- The perception that officers are not able to enter data quickly and easily in the field resulting in additional time spent travelling to/from and in the Detachment office
- The limited after-hours bylaw enforcement processes

These issues are addressed in this report.

Council also, during two workshops, assisted in the development of a strategic framework for crime prevention and policing which is described in the *Review* Summary, Recommendations and Strategic Framework document.

### 1.2 City Staff

City staff, inclusive of senior administration and front line staff echoed Council's areas of concern. Additionally, input also focused on three areas:

- improved oversight; however, Council must retain control of budgets
- better communication with Council
- better social planning in the downtown

### 1.3 Community

#### 1.3.1 Community – Focus Groups

The participants in the focus groups were selected based upon their involvement and knowledge of public safety issues. Generally, they had frequent interaction with the police as part of their work mandates.

[25] City staff advised that up until 2009 there were a regular increment to staffing.

There was strong support for the City crime prevention and safety initiatives, and willingness to actively work with the police. Their concerns identified the need to have more effective working relationships with the police reflected in protocols and Memoranda of Agreement (MOU) to clarify roles and expectations. Some participants were also concerned regarding the turnover of officers in the Detachment. More specifically, the inflow of new personnel required frequent and time consuming updates for agency staff and steep learning curves for officers. Stakeholder perspectives are more fully addressed in Part 2.

### 1.3.2 Community – Input

The *Review* operated a public input website from November 1, 2010 to March 31st 2011. (In addition, a paper version of the process was provided at community outlets). A total 132 responses (115 from the web-based survey and 17 from print) was received from residents and businesses and the feedback is summarized in the *Review* Report Part 2.

### 1.3.3 Community – Telephone Survey

The *Review* facilitated a telephone survey conducted during April 2011. The responses are included in the Part 2 report.

### 1.3.4 Community – Interviews with Stakeholders

There was strong support for the public police & crime prevention strategies. There was recognition that the growth of the city is changing the perceptions of safety. The only recurring safety concern or perception of lack of safety was the downtown, especially after business hours.

### 1.3.5 Public Forum

A public forum was held to field test potential *Review* recommendations and to receive community feedback with regards to the proposed strategic framework.

### 1.4 Police – sworn and non-sworn staff

The input can be grouped into the following categories:

- A significant concern of practitioners was the frustration created by slow mobile IT systems. They felt it was more time efficient to drive from their zone to the office to use the desk-top computers than to use the laptop computers in the police cars.[26]

[26] The *Review* was advised that a pilot project (PAT) is underway to address this issue and that it is planned for the provincial system to be upgraded.

- Practitioners supported more creative and effective protocols through the Operational Communication Centre (OCC) and Detachment for call processing to allow for triage of calls and alternative response processes.

- Accessibility and communication with the public, especially complainants, when officers are not available – days off, court, training, annual leave or other absences - should be enhanced.

- Crime analysis and intelligence-led processes with accountability (Compstat[27] format) are needed to guide operational resources.

[27] This refers to management accountability in policing through *Comp*uterized *Stat*istics.

## Chapter 2 Leading Police Practices

2.1 Strategic Policing
2.2 Crime Analysis
2.3 Community-oriented Policing
2.4 Social Justice
2.5 Efficiency – Reporting Processes
2,6 Recommendations

### Summary

Accepted leading practices were described in detail in Part 1 of the *Review* Report and are included in Appendix 3-2 of this report. They can be summarized as:

- *Community-oriented policing* (also *community policing* and *community-based policing*) [28]
- *Professional model*[29]
- *Problem-oriented policing* (POP) [30]
- *Signs-of-crime policing ("broken windows")* [31]
- *Hot-spots policing* [32]
- *Compstat* [33]
- *Crime Control* or *Professional Response* [34]
- *Order Maintenance*
- *Social Justice*
- *Strategic* or *Intelligence-led* [35]

The philosophical approaches are not discrete. Police organizations usually comprise elements of all philosophies but tend to be weighted towards a certain culture of approach to their mandate which influences the manner in which practitioners view their activities. The most effective deployment and allocation of resources can be established by adopting a combined approach which includes:

- Strategic or Intelligence-led
- Crime analysis
- Community-oriented
- Social Justice

[28] Bayley 1994, Goldstein 1990, Skolnick and Bayley 1986, 1988, Trojanowicz and Bucqueroux 1990
[29] O W Wilson
[30] Goldstein 1979, 1990
[31] Wilson and Kelling 1982
[32] Sherman et al. 1989
[33] McDonald 2002
[34] Hovbrender, A. Evaluating the New Paradigm of Policing, Masters Thesis, Royal Roads University, 2003
[35] Evidence-based decision making to allocate and deploy resources scientifically for cost and operational effectiveness

## 2.1 Strategic Policing

Strategic or Intelligence-led policing combines the principles of many police models. Through crime analysis and field technology real-time reporting, it is possible for police commanders to assess crime and disorder issues in a timely manner and change the deployment and focus of police resources rapidly. The Review's visits to police services included an observation of weekly and monthly Compstat or equivalent management meetings. The weekly meetings allow senior managers to direct their resources in cooperation and support of other areas experiencing problems; the monthly meeting, led by the Chief Officer or a Deputy reviews the community issues and the police responses over the past month and assesses outcomes. Most importantly, the process gives senior managers the authority to act, and the Chief Officer the ability to demand accountability.

The monthly meeting also provides an opportunity for senior municipal managers and other community safety-related agencies and organizations to gain an understanding of the crime and community issues. This in turn increases the effectiveness of other joint police-community and police-municipal initiatives.

## 2.2 Crime Analysis

Crime Analysis identifies patterns and trends to determine the most effective use of an agency's resources. Without accurate and timely information, managers cannot deploy resources effectively, field personnel are ill equipped to target crime and disorder problems, and expensive resources are wasted.

Crime analysis provides timely information regarding crime patterns and trends, and also active offenders. Short-term analyses can be provided for immediate tactical deployment and long-term analyses for deployment strategy. It is an essential support for the Intelligence-led policing and the Compstat process.

In *Competing on Analytics*, Davenport[36] suggests that any initiatives founded on 'gut-based decisions' will only be tactical and limited in impact. Strategic decision making is based upon reliable quantitative data.

Crime analysis is a tool which provides information support for the missions of policing and/or criminal justice agencies. The crime analysis process involves the:

- study of criminal incidents
- identification of crime patterns, crime trends, and crime problems
- analysis of these patterns, trends, and problems
- dissemination of information to a police agency so that the agency can develop tactics and strategies to solve patterns, trends, and problems.

[36] Competing on Analytics, Davenport, T., Harvard Business School Press, 2007.

Police agencies are devoting more resources to crime analysis to ensure their field resources are deployed effectively. For example, the Vancouver Police Department has over twenty analysts working in a central section, in specialized investigative sections, and in the four patrol districts. Similarly, Edmonton and Calgary Police Services have the crime analysis function in support of field and specialized units. The *Review* noted that Red Deer does not have a crime analysis function and local police practitioners identified a need for this tool.

### 2.3 Community-oriented Policing

The recognition that the police must act to encourage the public to share responsibility for public safety, specifically by consulting with them, adapting their operations to local conditions, mobilizing volunteer resources, and problem-solving is the essence of community-oriented policing. Community-oriented policing can mobilize and coordinate the community resources and assist the police to identify community priorities. Through ongoing meaningful community liaison, dialogue, the use of volunteers, and effective communication, the public police can ensure the whole is greater than the sum of the parts.

Community-oriented policing is especially relevant where there are chronic public safety issues which cannot be resolved only by police response. In Red Deer the most frequently mentioned area was the downtown with social issues, competing business interests, and perceptions of crime and disorder which may or may not be accurate.[37]

### 2.4 Social Justice

Extra vigilance in protecting those most vulnerable in society and understanding root causes of crime and social disorder is essential. Typical examples include officers specifically trained and assigned to work with vulnerable groups such as youth-at-risk, victims of violence against women, and mental health issues.

### 2.5 Partnerships with the Community

The community feedback strongly supported partnerships with the police and social/community agencies as described in the provincial plan:

> *Continue to assist policing partners and community stakeholders in the development and delivery of culturally relevant crime prevention initiatives and programs to address local crime concerns.*

[37] See quantitative analysis in Part 1 and Part 2 telephone survey results.

### 2.6 Efficiency – Reporting Processes

The vast majority of incidents, eighty per cent come to the attention of the police through telephone calls.[38] The OCC[39] policies require the operators to dispatch all Red Deer incidents to the detachment members. While the OCC has no established capacity to triage or otherwise process the information, calls are filtered by degree of severity, (priority 1 to 4[40]) with priority 1 and 2 being dispatched. The Consultants were advised that a pilot project, 'Member Operational Support Section' (MOSS) commenced operation in "K" Division, May 24, 2011 and is operated from the Northern Alberta OCC (NAOCC) but covers the entire province. MOSS entails a senior police officer being present in NAOCC to monitor calls for service and supply guidance and direction to front line operational members. Additionally, "K" MOSS member will become the Emergency Vehicle Operator (EVO Pursuit Coordinator in all instances; review calls from public to non-24 hour Detachments to determine the need for immediate member attendance; initiate discussion with a member of the public who desires to make a complaint or inquiry about a particular member's actions and assist front line members in determining the need for a Critical Incident Team (ERT *et al*) call-out in consultation with the detachment and district.

Additionally, a second program - first instance file conclusion by the watch clerks at the Red Deer City Detachment, is now underway. This program focuses on low priority calls that are placed in the "stack" for the watch clerks to complete. The civilian watch clerks contact the complainant and ensure all details are gathered and conclude the files.

There are many examples in Canadian jurisdictions of using web reporting, telephone reporting, telephone triage and initial investigation, and follow-up investigation appointments to improve the efficiency of reporting processes. Examples are described in Appendix 3-3.

In addition, some police practitioners, Council members, and City staff reported frustration at the challenges experienced by police personnel in inputting data into the mobile laptops. The *Review* was advised that the current IT infrastructure is slow to process the data transmission from laptops in mobile units. As noted previously this is being currently addressed through a pilot project.

As indicated in the Part 2 report, public feedback expressed a need for enhanced two-way communication between complainants and witnesses and investigating officer, especially when the officer is off duty. Officer deployment, such as night shift followed by days off caused frustration to victims,

[38] See Part 1 report of the *Review*
[39] Southern Alberta Operational Communication Centre (OCC) for police dispatch and 911 communications. The shortened form OCC will be used in this report unless otherwise specified.
[40] Priority 1- Very Urgent - Immediate Dispatch; Priority 2 - Urgent – Dispatch as soon as possible. See also Part 1 report of the *Review,* Chapter 7.5.

witnesses and general public when they were unable to connect with officers for what was perceived to be a protracted period of time.

### 2.7 Summary of Community and Police Response

The following table lists and describes the various approaches to policing and public safety; the nomenclature is frequently used in the literature. There is overlap between many of the models and some encompass others.

| Response | Description | Examples of Application in Red Deer (this list is not all inclusive but seeks to explain through some examples) |
|---|---|---|
| Professional (Traditional) Response Model | Random patrol, rapid response and reactive investigation. Respond quickly to events and crime, apprehend offenders | General duty uniform officers respond 24/7 to events on a priority basis |
| Community-oriented policing | Consulting and partnering with the community and especially community & social agencies | Town hall meetings, SAFE Committee, Crime Prevention Advisory Committee, liaison with other city departments and agencies, Neighbourhood Watch |
| Problem-orientated policing (POP) | Eliminate conditions that generate problems of insecurity and disorder | Prolific offenders targeting, CPTED initiatives |
| Signs-of-crime policing | Prosecute minor offences that contribute to the creation of milieu of incivility and fear | Focus on the downtown |
| Hot spots policing | Flexible organization able to respond quickly to identified crime patterns to disrupt and suppress criminal activity | As with POP |
| Order maintenance | Limiting signs of public disorder and urban decay to allow community ownership often combined with CPTED and other infrastructure initiatives. | Focus on the downtown, CPTED evaluations, Community Standards By-law |
| Social Justice | Extra vigilance in protecting those most vulnerable in society and understanding root causes | Domestic violence partnerships |
| CompStat (computer-based statistics) | Evidence-based by evaluating police activity: systematically collecting information about police operations and their effects. It is also a process that holds police managers accountable to action appropriate interventions. (Originally developed in New York City *circa*1990s and replicated under various names in Canadian and US law enforcement agencies.) | Gang Mitigation Strategy, Organized crime operations |
| Strategic | Combines the principles of several models, especially crime analysis and CompStat principles leading to the application of the appropriate strategic and tactical responses | Included above |

## Chapter 3 Police Service Levels

3.1 Comparison to other communities in Alberta and Canada
3.2 Levels and Types of Service
3.3 Response times

### Summary

The *Review* examined the types of services provided by the comparator agencies. The results show that service levels are very similar. Successful innovations in policing are quickly adopted and consequently police services are very similar.

### 3.1 Comparison to other communities in Alberta and Canada

The daily influx of people coming for work and to take advantage of services offered in Red Deer increases the population beyond the census numbers.[41] Some of the comparators share this characteristic while others are bedroom communities where there is a net loss of daily population. The comparators below are identified as regional centre (RC) indicating an increase in daily population, commuter belt (CB) with a loss of daily population, or a community where there appears to be no or minor changes in daily populations (MC).

The following tables present staffing levels and police-population ratios for Alberta and national comparators. In the table below, Red Deer's ratio of 140 (actual) officers per one hundred thousand population is below the Alberta comparators' average of 165 and the engaged policing (RCMP) average of 158. The two municipal police services compared have an average of 176 officers per one hundred thousand population. It should be noted that where the staffing levels reflect local staffing, the engaged police services' figures of the provincial police (RCMP) will not include divisional administration, training, and specialized regional services which are included in municipal police service figures. The population Wood Buffalo/Fort McMurray may reflect only the Fort McMurray area.[42]

It should be noted that there are some caveats to such comparisons. The division of labour between field and centralized services may influence the relative need for officers in different jurisdictions. In addition, the demographics and other factors in each jurisdiction influence the number and type (primary investigation vs. specialized functions) of officers required, as illustrated below.

[41] City of Red Deer website: '*Red Deer's central location, growing economy and competitive advantage are fast making the Red Deer Corridor 'Canada's Economic Capital'*

[42] The Regional Municipality of Wood Buffalo is a specialized municipality formed from the amalgamation of the City of Fort McMurray and Improvement District Number 143 in 1995. The area of the municipality is over 60,000 sq km and the population may not include numbers of persons in the shadow area of the municipality.

**Table 3-1 Alberta Comparators – Levels of Policing 2009** [43]

| Community | Pop 2009 | Police service | Police Officers (Actual) | Officers per 100K pop Actual | Police Officers Authorized | Officers per 100K pop Authorized | Crime Rate |
|---|---|---|---|---|---|---|---|
| Red Deer (RC) | 92,415 | RCMP | 129[44] | 140 | 147 | 150 | 14,410 |
| Grande Prairie (RC) | 52,053 | RCMP | 75 | 144 | 80 | 154 | 16,187 |
| Lethbridge (RC) | 89,835 | LRPS | 156 | 174 | 153 | 170 | 10,645 |
| Medicine Hat (RC) | 63,443 | MHPS | 113 | 178 | 114 | 180 | 8,192 |
| Fort McMurray (MC) | 60,069* | RCMP | 114 | | 130 | | 16,439 |

In the tables below, Red Deer's ratio of 140 officers per one hundred thousand population is compared to the contracted policing (RCMP and OPP) and is above the average of 125. The municipal police service average is 183 which include personnel assigned locally which would form part of the divisionally-provided services in contracted agencies.

**Table 3-2 Canadian Comparators 1 – Levels of Policing 2009** [45]

| Community | Prov | Pop 2009 | Police | Police Officers actual | Officers per 100K pop Actual | Crime Rate |
|---|---|---|---|---|---|---|
| Red Deer (RC) | AB | 92,415 | RCMP | 129 | 140 | 14,410 |
| Brantford (RC) | ON | 95,285 | BPS | 153 | 161 | 9440 |
| Kamloops (RC) | BC | 86,451 | RCMP | 120 | 139 | 13,297 |
| Nanaimo (RC) | BC | 88,731 | RCMP | 123 | 139 | 14,075 |
| North Vancouver District (CB) | BC | 89,976 | RCMP | 79 | 88 | 5277 |
| Wellington County (MC) | ON | 91,290 | OPP | 104 | 114 | 3350 |

[43] Police Resources in Canada Report 2009 staffing levels and 2010 Report for populations
[44] The actual figure may differ from the year-end funding figure (The *Review* was advised that the 2009 Red Deer final figure was 122.5 officer-years) which takes into account absences over 30 days which are not billed to the City.
[45] Police Resources in Canada Report 2009 staffing levels and 2010 Report for populations

**Table 3-3 Canadian Comparators 2 – Levels of Policing 2009** [46]

| Community | Prov | Pop 2009 | Police | Police Officers actual | Officers per 100K pop Actual | Crime Rate |
|---|---|---|---|---|---|---|
| Red Deer (RC) | AB | 92,415 | RCMP | 129 | 140 | 14,410 |
| Cape Breton (MC) | NS | 102,056 | CBRP | 206 | 202 | 8455 |
| Chatham-Kent (MC) | ON | 109,858 | CKPS | 169 | 154 | 7153 |
| Codiac Regional (RC) | NB | 106,710 | RCMP | 145 | 136 | 7219 |
| Delta (CB) | BC | 106,394 | DPD | 172 | 162 | 7202 |
| Langley Township (CB) | BC | 102,898 | RCMP | 123 | 120 | 8480 |
| Victoria (RC) | BC | 102,455 | VPD | 242 | 236 | [47] |

Although the previous figures provide some perspective on how Red Deer compares, the example in the following table illustrates how caution should be exercised when viewing statistics in isolation.

**Table 3-4 Population-based comparators** [48]

| Community | Prov | Police | Pop 2009 | Police Officers 2009 | Pop per officer | Crime Rate | Cost per capita | Severity Index 2004 [49] | Severity Index 2009 [50] | CSI % change |
|---|---|---|---|---|---|---|---|---|---|---|
| Qualicum Beach (MC) | BC | RCMP | 8766 | 7 | 1,252 | 466 | $ 92 | 98.93 | 67.9 | -31.37% |
| Quesnel (RC) | BC | RCMP | 9710 | 21 | 462 | 2387 | $ 327 | 276.09 | 262.7 | -4.85% |

The figures above are provided as an illustration that police staffing levels, crime rates, and policing costs are determined by a variety of factors beyond simply population figures, typically including population density, age, single-parent families, and education. What also appears to be significant is the large decrease in the Crime Severity Index (CSI) in one community with a modest decrease in the other. The *Review* did not examine the context of these figures. This issue is also discussed in Chapter 3 of the *Review* Report Part 1 with respect to criminogenic factors.

Case load is a commonly used term for the number of Criminal Code violations – 'cases' – per officer per year. The table below illustrates the 'case load' of the policing comparators. The case load figures are calculated from the figures in the table, rather than taken from national averages, to provide comparisons calculated from the *Review's* figures and comparators.

[46] Police Resources in Canada Report 2009 staffing levels and 2010 Report for populations
[47] Data not available.
[48] Ministry of Public Safety and Solicitor General, Police Resources in BC 2009
[49] Statistics Canada
[50] http://www.statcan.gc.ca/pub/85-002-x/2010002/article/11292/tbl/csivalue-igcvaleurs-eng.htm

The case load figures are distorted when comparing the municipal police departments with the contracted provincial police detachments as the ratio detachment staffing number does not include the divisional investigative staff who will have responsibilities for some files. The authorized staffing levels from *Police Resources in Canada 2009* report are used to provide the comparisons

The Alberta comparator average is 78 and the other national comparators 60. The case load for the total fifteen communities averages 66. The Red Deer case load of 96 is 23% above the Alberta average, 60% above the non-Alberta average, and 45% above the total average.

**Table 3-5 Comparator Communities – Case Load – 2009**

| | Total Criminal Code Violations [51] | Authorized police staffing [52] | Officers per 100K pop (Authorized) [53] | Case load | Clearance rate [54] |
|---|---|---|---|---|---|
| Red Deer | 13,317 | 138 | 131 | 96 | 35.7 |
| Grande Prairie | 8,426 | 80 | 155 | 105 | 47.2 |
| Lethbridge | 9,563 | 153 | 170 | 63 | 52.3 |
| Medicine Hat | 5,197 | 114 | 180 | 45 | 53.6 |
| Wood Buffalo | 10,658 | 130 | 240 | 82 | 54.6 |
| | | | | | |
| Brantford | 8,995 | 156 | 165 | 58 | 39.6 |
| Cape Breton | 8,629 | 206 | 200 | 49 | 39.9 |
| Codiac | 7,703 | 144 | 137 | 53 | 42.3 |
| Chatham-Kent | 7,858 | 170 | 153 | 46 | 37.1 |
| Delta | 7,662 | 165 | 158 | 46 | 24.5 |
| Kamloops | 11,495 | 123 | 144 | 93 | 31.5 |
| Langley Township | 8,726 | 128 | 127 | 68 | 18.1 |
| Nanaimo | 12,489 | 123 | 141 | 102 | 37.5 |
| North Vancouver | 4,748 | 91 | 103 | 52 | 19.8 |
| Wellington Co | 3,058 | 104 | 115 | 29 | 35.6 |

Denotes municipal police departments

[51] Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics, Statistics Canada
[52] Police Resources in Canada 2009
[53] Police Resources in Canada 2009
[54] Police Resources in Canada 2009

### 3.2 Levels and Types of Service

A number of comparator police agencies were surveyed to ascertain their service delivery. The services show a high degree of similarity and the differences appear to be related to size of the agency and demographic factors. Appendix 3-2 lists the services.

### 3.3 Response times

Response times, from call to the arrival of the police, are often used as a measure of the level of service. As with all single-source measurements, the figures for routine call response may be misleading and so should be weighed carefully especially when comparing to other police agencies.

There is some validity in comparing the response time for urgent calls; it can be assumed that these calls are less likely to be affected by the policies described above and the police response is, generally, as soon as possible.

**Table 3-6 Response Times**

| | Priority 1 | Priority 2 | Priority 3 | Priority 4 |
|---|---|---|---|---|
| Comparator RCMP urban Detachment | 9:11 | 18:53 | 34:32 | 1 hr 2 mins |
| Vancouver PD | 11:21 | 34:37 | 2 hrs 6 mins | 5 hrs 26 mins |
| Red Deer | | | | [55] |
| Zone 1 | 6:75 | 10:50 | 14:72 | |
| Zone 2 | 5:40 | 9:07 | 13:03 | |
| Zone 3 | 4:00 | 7:96 | 10:79 | |
| Zone 4 | - | 10:07 | 13:17 | |
| Zone 5 | - | 9:54 | 13:75 | |
| Zone 6 | 15:18 | 11:70 | 15:41 | |
| Zone 7 | 13:47 | 11:42 | 15:35 | |
| Zone 8 | - | 11:36 | 75:12 | |

Red Deer's response times compare very positively to the RCMP urban detachment comparator and significantly more positive than the large municipal department.[56] Policies and practices will affect the times for non-urgent calls. An appointment system will create longer times but may increase public satisfaction; similarly, telephone triage/investigation with a later follow up may also create longer times but provide a more effective and efficient service.

[55] Red Deer Priority 4 calls which are defined as reports that do not require police assistance and are for information purposes only, were not analysed with respect to response time

[56] perivale + taylor review, Richmond BC. and Vancouver Police Patrol Study.

## Chapter 4 Alignment of Services

4.1 Peace Officer Act
4.2 Red Deer Peace Officers
4.3 Recommendations

### Summary

The Alberta *Peace Officer Act* has provided the opportunity to create a customized and more effective and cost-efficient process for deploying public safety resources to address specific issues. Definitions of the roles and responsibilities of levels of government and the powers upon appointment of peace officers are described in Chapter 5.

The following figure illustrates part of the continuum of crime prevention and policing as described in the *Review* Report Part 1, Chapter 9.4

**Figure 4-1 Continuum of Crime Prevention and Law Enforcement**

| Citizen | Community Agencies & Organizations | Business/ Private Enterprise | City Departments<br>▪ Leadership<br>▪ Coordination<br>▪ Bylaws | Bylaw Officers/ Community Peace Officers | Public Police<br>▪ Municipal<br>▪ Provincial<br>▪ Federal |
|---|---|---|---|---|---|
| • Awareness<br>• Support<br>• Reporting | • Neighbourhood associations<br>• Social agencies<br>• Community organizations<br>• Schools<br>• Library | • Local businesses<br>• Industry<br>• Security companies<br>• Media | • Social Planning<br>• Recreation Parks and Culture<br>• Inspections and Licensing<br>• Transit | • Bylaw enforcement<br>• Traffic Enforcement | • Local police<br>• Sheriffs<br>• RCMP |

1. Seriousness of incident
2. Expectation (risk of) and power to use coercive force
3. Degree of accountability

Stakeholders interviewed during the course of the *Review* viewed the peace officer function positively and there was support to expand the program, especially in relation to after-hours by-law enforcement.

### 4.1 Peace Officer Act

The *Peace Officer Act* and associated *Regulations* authorize Peace Officer appointments for the purposes of preserving and maintaining the public peace and defines the terms of employment, including *the territorial jurisdiction.*[57] The peace officer jurisdiction is restricted geographically to areas of responsibility based on the location of the authorized employer. That is, municipalities have jurisdiction only for their respective areas and areas in which they have entered into service contracts. 'Specific jurisdiction' within the municipality is applied for by the municipality to the Minister and, if approved, becomes an integral aspect of the peace officer appointment.

### 4.2 Red Deer Peace Officers

Currently, Red Deer has Community Peace Officers (CPOs) assigned to traffic enforcement and bylaw enforcement which also includes parks, and transit safety. They augment the public police and provide services closely aligned with these areas of responsibility. The *Review* was advised by all groups consulted (public, City, police, peace officers) of a high level of satisfaction with the peace officer services and functions.

A need for increased enforcement of the City Bylaws after hours was frequently mentioned in feedback from the public.

There are a small number of peace officers and this can pose a limit on effectiveness during absences and also in the event operational circumstances or needs change. In addition, the narrow focus of the work may limit long-term job satisfaction.

[57] Section 7(2)(b) *Peace Officer Act*

## Chapter 5 Roles of the Federal, Provincial, and Municipal Governments

Policing in Canada is the responsibility of all three levels of government: federal, provincial/territorial, and municipal. While the federal government is responsible for criminal law, under the *Constitution Act* each province and territory assumes responsibility for its own policing at the provincial, territorial and municipal levels.[58]

The Alberta *Police Act*, section 3, assigns the Responsibility of Government for policing:

> *The Government of Alberta is responsible for ensuring that adequate and effective policing is maintained throughout Alberta.*

The Ministry of Solicitor General and Public Security is responsible for the following: [59]

- Administration and oversight of policing
- Setting policing standards and ensuring adherence to them
- Specialized policing programs
- First Nations policing
- Sheriffs
- Peace Officers
- Policing oversight committees and commissions
- Integrated policing initiatives
- Crime prevention and crime reduction initiatives

Under the *Police Act*, the City has the responsibility to provide policing services through a variety of ways:

> *4 (2) Notwithstanding subsection (1), a municipality referred to in subsection (1) may, for the purpose of providing policing services specifically for the municipality, do one of the following:*
>
> *(a) engage the provincial police service as a municipal police service under section 22(1)*[60]
>
> *(b) enter into an agreement for the provision of municipal policing services under section 22(3)*[61]
>
> *(c) establish a regional police service under section 24*[62]
>
> *(d) establish a municipal police service under section 27*
>
> *27 (1) A municipality that has assumed responsibility for establishing a municipal police service under section 4(2)(d) or (5)(c) shall establish and maintain an adequate and effective municipal police service under the general supervision of a municipal police commission.*

[58] Statistics Canada PRC 2010
[59] Alberta Solicitor General and Public Security
[60] 22 (1) The Government of Alberta may enter into an agreement with the council of a municipality referred to in section 4(2) for the provision of policing services specifically for the municipality by the provincial police service
[61] 22 (3) Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with (a) the Government of Canada for the employment of the Royal Canadian Mounted Police, or (b) the council of another municipality,
[62] 24 (1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service.

*27 (2) A council that has entered into an agreement under section 22 may establish a policing committee.*

The Minister must provide consent for any changes in arrangements under the *Act*.

*22 (4) If a municipality has entered into a policing agreement under subsection (1), (2) or (3), it shall not, without the prior approval of the Minister, withdraw from or alter the type of policing service that it is receiving.*

*24 (3) If the council of a municipality has entered into an agreement under this section, it shall not withdraw from the agreement without the prior approval of the Minister.*

*27 (2) A municipality maintaining a municipal police service shall not withdraw from providing that service except with the prior approval of the Minister.*

The Alberta *Peace Officer Act* defines a peace officer as follows:

*(f) "peace officer" means*

*(i) a person referred to in section 7(1), or*

*(ii) any other person appointed as a peace officer under another enactment who is designated by the regulations as a peace officer to whom all or part of this Act and the regulations apply*

The Minister, Solicitor General and Public Security may, on the application of an authorized employer, appoint a person as a peace officer. The appointment must specify:

- *the authority, responsibility and duties of the peace officer*
- *territorial jurisdiction*
- *weapons and equipment the peace officer is authorized to carry or use*
- *the title of the peace officer, and any other terms or conditions the minister considers appropriate*
- *any other matters specified in the regulations* [63]

Additionally, the Minister *may impose new terms or vary any existing terms imposed* under the Act.[64] The *Act* also specifically states:

*Subject to the terms of the appointment, a person appointed as a peace officer under this Act is a person appointed for the purposes of preserving and maintaining the public peace.*

The *Criminal Code of Canada* defines peace officer in a number of ways including:

*(c) a police officer, police constable, bailiff, constable, or other person employed for the preservation and maintenance of the public peace or for the service or execution of civil process*

The Alberta *Provincial Offences Procedure Act* defines Peace Officer in a number of ways including:

*(k) "peace officer" means*

*(i) a police officer under the Police Act, while the police officer is in the exercise or discharge of the police officer's powers or duties,*

*(ii) a member of a police service under the Police Act, while the member is in the exercise or discharge of the member's powers or duties,*

[63] Section 7 *Peace Officer Act*
[64] Section 7(3) *Peace Officer Act*

*(iii) a peace officer appointed under the Peace Officer Act, while the peace officer is in the exercise or discharge of the peace officer's powers or duties,*
*(iv) a person who is employed or retained by the Government, a municipality or a Métis settlement and whose duties include written authorization to issue violation tickets under Parts 2 and 3, while the person is in the exercise or discharge of that duty and while the person is serving a summons, offence notice or subpoena,*
*(vii) any other person employed by a municipality, a Metis settlement, the Government of Alberta or the Government of Canada for the preservation and maintenance of the public peace, while the person is in the exercise or discharge of the person's powers and duties;*

The effects of the legislation[65] are described throughout the report where appropriate.

[65] See Request for Proposals, Part 3

## Chapter 6 Provincial Direction for Policing

6.1 Provincial Plan 2009-2012
6.2 Legislative Direction
6.3 Provincial Policies

**Summary**

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

### 6.1 Provincial Plan 2009-2012

The provincial direction is outlined in the provincial *Three-year Business Plan 2009-2012*.[66] The priority most relevant to Red Deer and the *Review* is number 4, Crime Prevention:

> *Strengthen the work with non-profit associations in urban and rural communities to promote grassroots crime prevention initiatives. Target child and youth gender-based violence, substance abuse, crimes against seniors, hate-bias crimes, and property crimes with proven crime prevention strategies. Continue to assist policing partners and community stakeholders in the development and delivery of culturally relevant crime prevention initiatives and programs to address local crime concerns.*

#### 6.1.1 Implications for Red Deer

This priority is consistent with the feedback from the focus group meetings described in the *Review* Part 1 Report where the consensus described the need for

- support for local intervention programs
- signed agreements and protocols to clarify roles and responsibilities
- cooperation with the police
  - introductory protocols
  - orientation to agencies and services
  - relationship building
- police communication and follow-up
  - when the officer is off duty
  - post incident feedback
- in-kind support of the program

[66] Alberta Solicitor General and Public Security/Royal Canadian Mounted Police, Three-year Business Plan Fiscal Years 2009-2012

- being proactive with early intervention
- consideration of a more streamlined 'continuum' with more effective division of labour using personnel other than RCMP for some tasks.

In addition, the focus groups recognized

- the need to measure programs and determine whether they are effective
- the need for data for all Red Deer community programs which can then be mined to determine effectiveness
- tension between privacy legislation, health policies, federal policies, and the need for information sharing and case conferencing

### 6.2 Legislative Direction

Policing and law enforcement in Alberta is undergoing a process of refinement and enhancement. The approach to policing and public safety has been to empower and involve a greater variety of agencies and functions to address responsibilities in a more effective and efficient manner. This continuum of policing is prescribed in the *Police Act* and *Peace Officer Act*. Sworn police officers are retained for those tasks which require particular authority and specialized training, and peace officers are granted powers and authority in their appointment commensurate with their responsibilities. This area was previously described in detail in Chapter 5.

#### 6.2.1 Implications for Red Deer

Red Deer has adopted the approach through the deployment of peace officers and ambassadors to address specific public safety and enforcement needs. This initiative has been described in Chapter 4.

### 6.3 Provincial Policies & Agreements

#### 6.3.1 The 2012 Federal – Provincial/Municipal Police Service Agreements

The *Review* was advised that the new agreements change focus on governance and accountability. A more robust accountability to a committee-like environment is envisioned. The RCMP complaints process may change. The cost-sharing formula of 90/10% is believed to remain and financial changes are believed to be limited to costs which have not been adjusted for some period of time.

### 6.3.2 Change of service provider

The responsibility of providing police services, under the *Act* remains with the municipality, but any changes in the policing arrangement will require the approval of the Minister. Such decisions will need to be informed and thoroughly researched and include an in-depth examination of costs and satisfy the Minister that policing will continue to meet the provincial standards. The municipality would need to understand that in the event of a change (from an RCMP Detachment to a municipal police department) not being successful, it would be difficult to change back. The current cost-sharing formula would no longer apply to a new entrant. The regional and joint-force models examined in the *Review* would pose significant cost-sharing challenges.

Specialized services, if required, would need to be negotiated with RCMP "K" Division, as would OCC services should they be required.

### 6.3.3 Communication Systems

The Province is planning an upgrade of communication systems which may address the concerns relating to the speed of data transmission from the field laptops.

It is envisioned that all Alberta police services will utilize a single computer-aided dispatch (CAD) system and initially two records management systems (RMS), one RCMP and one Alberta RMS, with the potential for them to be integrated into one system.

### 6.3.1 Implications for Red Deer

The governance and reporting model proposed in this report is believed to be consistent with the intent of the new agreement. The changes to the complaint process may provide more feedback for the municipality, but at this point it is not certain. Some costs may increase but the 90/10% cost sharing, it is expected to continue. The planned improvements to CAD and RMS should assist Red Deer with the slow data systems.

## Chapter 7 Policing Models

7.1 Policing Models
- 7.1.1 Red Deer engaged RCMP Detachment
- 7.1.2 Red Deer Police Department
- 7.1.3 Red Deer Regional RCMP
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7.2 Comparison between Engaged RCMP and Municipal Police Department[67]
- 7.2.1 Human Resources Management
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- 7.2.4 Flexibility of allocation of resources
- 7.2.5 Commission, Advisory Committee, Policing Committee
- 7.2.6 Legal Support
- 7.2.7 Organizational Structure
- 7.2.8 Dispatch
- 7.2.9 Service Delivery to meet Community Needs

### Summary

This chapter examines the police service options under the *Act* and describes examples and precedents from across the country. Five examples are considered based on actual models: two are considered feasible (the RCMP Detachment and the municipal police department) and three not feasible owing to significant barriers and circumstances beyond the control of the City.

[67] The term police department – as opposed to police service – is used for the purposes of this report to clearly differentiate the *municipal police service* under Section 4(2)(d) as opposed to the provincial police contracted *municipal police service* under Section 22(1)

### 7.1 Policing Models

The five policing options available under the *Police Act* are examined. The existing RCMP detachment and a municipal Red Deer Police Department (RDPD)[68] are included in the RFP; the other options were identified during the *Review.*

The additional options include

- Red Deer Regional RCMP
- Joint Policing Model – RCMP & Municipal: Integrated, Split force
- Regional Municipal Police Department

All these options currently exist in Canada and were examined. The *Review* concluded that although the additional three options may be permitted under the *Act* and by precedent, they are not feasible. Consequently, the subsequent comparisons between the engaged RCMP service and the potential municipal police department are made in Chapter 7.2 .

The following Chapter *8 Policing Cost Analyses – Police Service Models* examines the first two options, the current RCMP Detachment and a Red Deer Police Department.

#### 7.1.1 Red Deer engaged RCMP Detachment

*Police Act* Section 22,

> *(3) Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with*
> *(a) the Government of Canada for the employment of the Royal Canadian Mounted Police.*

The current policing arrangement is authorized under the *Municipal Police Service Agreement* (*MPSA)* of April 1st 1992 between the Government of Canada and the Municipality of Red Deer. *The Agreement shall continue in force until March 31st 2012.*

The *MPSA*, Article 18, reads

> *18.1 b) On or after March 31, 2010 and prior to the expiry of this Agreement, this Agreement may be renewed for an additional period upon terms that are agreed to by the parties.*
> *18.1 c) this Agreement may be terminated on March 31 in any year by either party giving the other party notice of such termination 24 months prior to the date of the intended termination.*

The *MPSA*, Article 9.2, provides for a cost sharing formula where *the Municipality shall pay 90 per cent of the cost and Canada shall pay 10 per cent.*

[68] The term police department – as opposed to police service – is used for the purposes of this report to clearly differentiate the *municipal police service* under Section 4(2)(d) as opposed to the provincial police (RCMP) contracted *municipal police service* under Section 22(1)

### 7.1.2 Red Deer Police Department

*Police Act* Section 4

> *4 (2) Notwithstanding subsection (1), a municipality referred to in subsection (1) may, for the purpose of providing policing services specifically for the municipality, do one of the following:*
>
> *(a) engage the provincial police service as a municipal police service under section 22(1)*[69]
>
> *(b) enter into an agreement for the provision of municipal policing services under section 22(3)*[70]
>
> *(c) establish a regional police service under section 24*[71]
>
> *(d) establish a municipal police service under section 27*

The RDPD model is compared to the Lethbridge and Medicine Hat municipal police forces and also the best practices described in Chapter 2. The modeled establishment of such a force is influenced by the experience of the City of Federal Way, Washington State, which terminated its contracted service from the King County Sheriff's Office in 1996 and established the Federal Way Police Department comprising 112 officers.

### 7.1.3 Red Deer Regional RCMP

Section 24, *Police Act*

> *(1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service.*

An example of this model is found in Metro Moncton, New Brunswick, where the Codiac Regional RCMP provides services for three municipalities.[72]

The contiguous area of the Red Deer County receives policing from the RCMP Rural Detachment and the officer-in-charge (OIC) reports to the OIC of the Red Deer City Detachment which naturally provides a form of regional policing. In addition, most areas of Central Alberta receive policing services from the RCMP provincial police. In theory, a regional model could include the city and the shadow population areas[73] of the county; however there are significant challenges in addressing the varying cost-sharing formulas with Canada[74] as well as cost sharing between the City and the County of Red Deer.

[69] 22 (1) The Government of Alberta may enter into an agreement with the council of a municipality referred to in section 4(2) for the provision of policing services specifically for the municipality by the provincial police service
[70] 22 (3) Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with (a) the Government of Canada for the employment of the Royal Canadian Mounted Police, or (b) the council of another municipality,
[71] 24 (1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service
[72] City of Moncton, City of Dieppe, Town of Riverview
[73] Areas where the population travel into the city for work, commerce, and entertainment
[74] Across the country the formulas include 90/10%, 70/30%, and 100/0%

This model is beyond the authority of the City and would require provincial, federal, and local support, and perhaps changes to the *Police Act* as the logical area for a regional service may not precisely fit existing municipal boundaries. In addition, different existing cost-sharing arrangements (10/90 & 30/70%) would complicate a new funding formula.

### 7.1.4 Red Deer Joint Policing – Municipal Police Department[75] and RCMP

During lead up to the municipal election in October 2010, alternative police models were discussed and reported in the local media, including an integrated force or a "horizontally split force" police service.[76] The underlying assumption of this premise is that the advantages of the provincial police with greater economies of scale and specialized resources would be combined with a municipal police department where local knowledge and continuity would add value.

#### 7.1.4.1 Integrated Joint Force

This model would involve the two forces' staff working in integrated teams, both in primary investigation[77] and investigative and/or specialized services. Specialized RCMP services would be provided by RCMP 'K' Division as in the current arrangement.

An example of this model is found in Halifax, Nova Scotia, where the Halifax Regional Police (HRP) (a municipal police department) and the RCMP Halifax District provide services for the Halifax Regional Municipality, reporting to one Board of Police Commissioners.[78] The primary investigation functions (patrol and general duty) are usually deployed separately to the urban (HRP) and sub-urban/rural (RCMP) areas, but centralized teams are integrated.

#### 7.1.4.2 Horizontally Split Joint Force

This model existed in Red Deer prior to 1943 when the Red Deer Municipal Police Force provided local service and the Alberta Provincial Police (later assumed by the RCMP) investigated more serious matters.

[75] The term police department – as opposed to police service – is used for the purposes of this report to clearly differentiate the *municipal police service* under Section 4(2)(d) as opposed to the provincial police contracted *municipal police service* under Section 22(1) of the *Police Act*.
[76] Red Deer Advocate. October 13, 2010
[77] Primary Investigation: the first level of field service provided by the police, variously described as General Duty, Patrol, Operations. The term is used in the *Review* to avoid any proposed models being associated with a certain police force.
[78] perivale + taylor consulting Review 2010

In this model, the Red Deer Police Department would provide the services currently provided by the General Duty function of the RCMP and local investigative matters. The RCMP would provide all specialized and investigative functions.

A similar arrangement, on a much smaller scale, is found in Oak Bay, BC, where the local Oak Bay Police Department provides primary response and investigation and the contiguous Saanich Police Department provides 911/communication services and serious crime investigations on a fee for service.

Under both the above models, specialized services would require a customized agreement which would likely involve a fee for service as the arrangement does not fit the current *MPSA*. Senior police officers expressed concerns over a number of areas in addition to the aforementioned: the complexity of different authorizing legislation (federal and provincial),[79] different salary scales, and clarity of roles.

### 7.1.5 Red Deer Regional Municipal Police Department

Section 24, *Police Act*

> *(1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service.*

In Alberta this model is found in the City of Lethbridge and the Town of Coaldale where the Lethbridge Regional Police provides services for both municipalities.

In addition, in 2002, the municipal police forces and boards of the City of Victoria and Township of Esquimalt (BC) were amalgamated to form an amalgamated municipal police department and board.[80]

This model is beyond the authority of the City and would require provincial, federal, and local support, and perhaps changes to the *Police Act* as the logical area for a regional municipal service may not precisely fit existing municipal boundaries. In addition, the loss of existing federal cost-sharing arrangements would complicate a new funding formula and likely increase local cost.

[79] *RCMP Act* and *Alberta Police Act*, complaint processes, protection of privacy legislation

[80] perivale + taylor 2011. Established by Order in Council #2002-1137 and Ministerial Order No. M 365. The Esquimalt Police Department was dissolved and amalgamated into the Victoria Police Department which is referred to as an amalgamated police department

## 7.2 Comparison between RCMP Detachment and Municipal Police Department

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

| RCMP Detachment | Policing/management issue | Police Department |
|---|---|---|
| - OIC reports to CEO (mayor or designate) on the matter of law enforcement and on the implementation of objectives, priorities and goals<br>- OIC in enforcing bylaws shall act under the direction of CEO or designate<br>- Option to appoint a policing committee<br>- Option for OIC to appoint an advisory committee | 1. Oversight body | - Police Commission required under *Police Act*.<br>- Police Chief reports to Police Commission<br>- City may appoint an advisory committee subjugated to the Commission |
| - Mayor may set objectives, priorities and goals – which are not inconsistent with those of the Minister for policing in the Province<br>- Levels of service shall meet minimum level determined by Commissioner (of RCMP) in consultation with the Mayor | 2. Influence on strategies | - Commission sets estimated police budget<br>- Prepares a yearly plan specifying level of police service and programs to be provided<br>- Submits budget and plan to council |
| - Canada & RCMP policies | 3. Internal administration | - Police Commission sets policies<br>- Provincial Standards |
| - Locally developed approaches to address local needs to meet minimum standards as determined by Commissioner, Division, OIC, and Mayor<br>- Annual Performance Plan (APP) prepared based on local needs must be consistent with Div. and RCMP HQ | 4. Approaches to community safety security | - Locally developed approaches to address local needs as developed by the Police Commission |

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

| RCMP Detachment | Policing/management issue | Police Department |
|---|---|---|
| - RCMP<br>- City may have input to the selection of the OIC<br>- Detachment support staff employees of City<br>- Divisional support staff employees of RCMP | 5. Staff selection | - Police Commission selects the Chief of Police<br>- Chief/City responsible for other sworn/unsworn appointments within Commission policies |
| - Rotation of staff within the Detachment and also within the RCMP<br>- Staff movement from other communities brings additional experience that can be applied to the local environment<br>- Turnover of staff means lack of consistency for community agency liaison or development of local knowledge | 6. Staff consistency | - Rotation of staff within the Department<br>- Consistency of staff allows development of local knowledge<br>- |
| - Municipal employees support staff within the Detachment; divisional functions in "K" Division Edmonton; HQ support in Ottawa<br>- | 7. Support staff | - All support staff municipal employees |
| - Available within the Detachment and additional support from "K" Division | 8. Specialized services/support<br>*(i.e. helicopter, special investigations)* | - Provided within the Department or City and additional support may be negotiated from "K" Division or another agency on a fee for service basis |
| - Total 2009 budget without revenues $20.807m<br>- City invoiced for actual monthly number of officers (122 officers)<br>- RCMP costs invoiced by the Federal Government at 90%<br>- Transition costs - not applicable | 9. Cost | - Total estimated 2009 dollars budget without revenues $24.875m<br>- City pays 100% for 158 officers, plus equipment and systems,<br>- Transition estimate 2011 dollars $4.6 to $7.5m plus unknown costs |

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

| RCMP Detachment | Policing/management issue | Police Department |
|---|---|---|
| - RCMP officer cost includes personal equipment and operational equipment (e.g. vehicles, police communication systems)<br>- Equipment and buildings must meet federal standards<br>- City must provide accommodation and maintenance to federal standards, and support staff | 10. What must be supplied | - All equipment supplied by City<br>- All support staff supplied by the City<br>- New HQ and North side office City owned<br>- Provincial Standards for equipment |
| - Officer cost set by Treasury Board.<br>- Divisional HQ determines "Division Administration costs."<br>- Flexibly of City rests in approving number of officers<br>- City invoiced for actual officers only (officer positions absent over 30 days, training not related to the Detachment, parental leave, and pension retirement leave are not invoiced)<br>- 90/10 municipal/federal cost sharing<br>- Officer cost 'seniority neutral' | 11. Cost control | - Commission responsible for developing budget<br>- Council establishes total police budget.<br>- Commission responsible for allocating funds<br>- All police officer staff funded 100% by City, regardless of status, including long-term sick leave, training, and other absences |
| - Via federal sources | 12. Purchasing | - Via City or joint force purchase processes |
| - All call receipt and dispatch via OCC (RCMP service)<br>- Secondary call support via City staff/equipment in Watch office<br>- Receipt/ dispatch pilot initiative being tried at OCC | 13. Call receipt/dispatch | - Must negotiate access to OCC or expand Watch Office communication function in department.<br>- Receipt/ dispatch subject to Commission policy |

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

| | | |
|---|---|---|
| - Complaint can be made to Commission for Public Complaints Against the RCMP, Detachment OIC, City Division Director, or Public Complaints Director (if appointed).<br>- Investigated by the RCMP<br>- Investigated by independent external law enforcement agency<br>- Alberta Serious Incident Response Team (ASIRT)<br>- Commission for Public Complaints Against the RCMP | 14. Complaints<br>▪ Service<br>▪ Conduct | - Complaints can be made to the Chief of Police or the Commission's Public Complaints Officer or to the Police Complaint Commission at provincial level.<br>- Investigated by the police department<br>- Investigated by another police agency at discretion of Chief of Police.<br>- Alberta Serious Incident Response Team (ASIRT)<br>- Law Enforcement Review Board (LERB) |
| - Can be aligned through collaboration and cooperation | 15. Alignment with other City functions | - Can be aligned through collaboration and cooperation.<br>The Police Commission members are appointed by the City and there may be greater support for alignment |
| - Can be aligned through collaboration and cooperation | 16. Dovetailing with law enforcement continuum in Red Deer | - Can be aligned through collaboration and cooperation.<br>- The Police Commission members are appointed by the City and there may be greater support for alignment |
| - Cost of RCMP settlement paid by Canada. Cost of City litigation paid by City<br>- Liability for Community Peace Officers accrues to the City. | 17. Insurance/liability | - Full litigation costs are the responsibility of the City and insurance costs are estimated at $500k - $600k per annum |
| - Divisional Representation system within the RCMP. Recent Ontario civil case heralds potential change to 'union' format. | 18. Employee representation | - It is presumed that a 'police association' will be formed by the sworn police staff<br>- Unsworn municipal employees may choose an alternate form of employee representation |

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

| RCMP Detachment | Policing/management issue | Police Department |
|---|---|---|
| - $3500 per year included in per officer cost<br>- Ongoing training costs, travel and salary, at City cost; but training and salary not related to the Detachment is not invoiced | 19. Training<br>▪ recruit<br>▪ ongoing | - 100% of officer salary during all training, plus travel and training costs |
| - Informal/non-association liaison with other agencies<br>- Through Provincial/national intelligence associations | 20. Intelligence sharing | - Informal/non-association liaison with other agencies<br>- Through Provincial/national intelligence associations. |
| - RCMP responsibility<br>- Cross country recruitment<br>- Cross-country deployment | 21. Recruitment | - Police Department responsibility within provincial standards<br>- Cross country recruitment<br>- Local deployment |
| - Insignia, signage, documents and systems - federal, bi-lingual and “local neutral” | 22. Local affinity | Local based identifiers |

### 7.2.1 Human Resources Management

- recruitment
- training
- uniforms
- equipment
- discipline
- police associations

#### 7.2.1.1 Recruitment

According to the Police Sector Council[81], police agencies across Canada currently recruit about 2,000 new officers a year. By 2012, an estimated 5,000 to 6,000 new officers will be required annually to fill the baby-boomer exodus and address the expanding range of duties required of police agencies. Given this forecast, there may be intense competition in the labour market to find sufficient qualified candidates to staff new and existing positions. All sectors of the economy will be challenged to identify and attract new employees. These challenges are particularly acute in policing which is subject to both a general competition with other professions and inter-agency competition for recruits. In addition, police hiring involves not only job related skills, but physical requirements, background, community involvement, character, and integrity.

Given the demand for quality and security-cleared recruits, the selection process is resource-intensive and expensive, and whilst facilitating better quality recruits, a protracted selection process may be a disincentive to some potential applicants.

#### 7.2.1.2 Recruitment – RCMP

The RCMP has a national recruitment strategy. Recruits are selected from across Canada to meet the hiring goals of the Force as determined by the Commissioner. Under new hiring benchmarks announced in September 2010, new classes of recruits should comprise 30 per cent women, 20 per cent visible minorities, and 10 per cent aboriginal persons.[82]

The RCMP selection process is similar to the Alberta model (described in the following section). Many of the steps are comparable, but the RCMP employs its own testing tools. For example, the written tests are

[81] National organization promoting common standards in HR practices in Canadian police forces through sharing of research studies

[82] Refer to news article: http://www.theglobeandmail.com/news/politics/mounties-to-recruit-for-women-and-minorities/article1722639/

comprised of the RCMP Police Aptitude Battery (RPAB), which includes the RCMP Police Aptitude Test (RPAT) and the Six Factor Personality Questionnaire (SFPQ).

#### 7.2.1.3 Recruitment – Red Deer Police Department and Municipal Police

The Alberta municipal recruitment process is described in greater detail as this will be the process required for a Red Deer police department.

In general terms potential recruits submit an *Employment Application* which is screened to ensure that minimum qualifications have been met. *Preliminary background checks* are conducted and then an applicant is scheduled to write a series of tests. Tests may include the *Alberta Police Cognitive Ability Test* (APCAT), the *Written Communication Test* (WCT), and the *Canadian Adult Achievement Test* (CAAT). Test results are recognized by all Alberta police services.

Applicants also have a physical fitness test. In Alberta, all municipal police agencies use the Alberta Physical Readiness Evaluation for Police (A-PREP).

Applicants who pass these tests are then invited to an *Initial Interview*, followed by a *Panel Interview.* Applicants are advised immediately of their standing and may proceed to the next step, a *Polygraph Examination*. Successful applicants also undergo *Psychological Testing*.

A thorough *background investigation* is conducted. Files are then provided to a selection committee for review and consideration. At this point, *offers of employment* are made, conditional upon a *medical examination*.

In addition, the *Provincial Policing Standards Manual* defines standards to be met in Recruitment[83]; Selection[84] and other functions of policing. In fact, demonstrating compliance with the policing standards is an indicator that a police service is providing adequate and effective policing.[85]

Direct Entry Officer (DEO) programs between agencies and from other provinces are possible where selection processes which meet acceptable standards and, particularly, candidates with police experience can be accepted via an abridged selection process without additional training. For a period of time both the Edmonton and Calgary Police Services invited trained applicants from out of Canada but they have now suspended the International Application program.

[83] Standard PA.1 of the Provincial Policing Standards Manual, March 2006.
[84] Standard PA.2 of the Provincial Policing Standards Manual, March 2006
[85] Alberta Solicitor General

For a newly-established Red Deer Police Department, non-qualified recruitment will form a very small part of the staffing process. For example: post-graduation field training and certification is conducted by qualified field trainers in the primary investigation[86] function. Typically a force of 158 officers would assign approximately 50% (79) of sworn officers to this function. To remain effective, it can be assumed that no more than 15% (12 officers) could be trained on the job simultaneously. At this level, the 79-officer primary investigation function would comprise 55 experienced officers, and 12 field trainers, (also experienced officers) with 12 trainees. Although the field trainers and trainees provide service, the efficiency is greatly reduced.

Consequently, in preparation for set-up, a RDPD would need to hire 158 qualified officers of various ranks, skills, and experience in order to function effectively. The hiring of officers could be staggered or phased in through an integrated process undertaken in conjunction with the current RCMP City Detachment.

#### 7.2.1.4 Training – RCMP

The RCMP deploys 2,200 police officers to duties in the province. RCMP conducts all recruit training at their national academy (Depot Division) located in Regina. Upon graduation, recruits are assigned to duties in various Divisions and Detachments and continue their training under the guidance of field trainers. The RCMP provides in-service training through the Detachment and "K" Division.

#### 7.2.1.5 Training – Red Deer Police Department and Municipal Police

There are seven municipal police services in Alberta employing approximately 3,600 police officers. Currently, police recruit training is delivered by both the Calgary Police Service and the Edmonton Police Service to meet their own needs. *Lethbridge College* and the *Alberta Solicitor General Staff College* also offer police recruit training programs. These training facilities also provide training, on contract, for smaller police agencies in the province. A planned provincial Police Training Academy is to be opened in Fort MacLeod, but the construction of that facility has been delayed. [87]

Initial academy recruit training lasts sixteen weeks and may be paid for by the police service. For example, Calgary and Edmonton recruits, in training, receive a first year constable salary. The graduating officers then complete a three-month placement with field training officers and are on employment probation for the year following graduation.

[86] Usually referred to as general duty, patrol, or operations
[87] News report, Macleod Gazette, April 5 2011. In February 2011 the government budgeted $117-million over the next three years for the police college project.

Provincial Standards require that police services provide in-service training and professional development to members.[88] That training commences upon hiring and continues throughout the careers of the officers, and the curricula must be approved by the Solicitor General.

Currently, police training is conducted on a *post employment* model. Once the Alberta Police and Peace Officer College opens, it is intended that all police recruit training will be centralized in that facility. The possibility exists that the training model could become a *pre-employment* training model where candidates will pay tuition, similar to that of the Atlantic Police Academy and the Justice Institute of British Columbia – Police Academy. This may place a greater strain upon Alberta recruitment as some potential recruits, particularly mature recruits with families, may prefer to seek employment with police services in other parts of the country having post-employment training.

#### 7.2.1.6 Uniforms – RCMP

The RCMP in Alberta wear the uniform of the Force as prescribed by national standards. The uniform does not bear any insignia to identify the community or detachment where the member is serving. The cost of the uniform and all equipment is included in the *direct costs* invoiced to client municipalities.

In some municipalities served by the Ontario Provincial Police (OPP), police officer uniforms will have, in addition to the OPP insignia, an identifying badge or epaulet denoting the community name. Interview information[89] indicates that this practice is driven by the municipality wanting a closer relationship with the police and an identification of the police as 'our' officers versus provincial police officers.

It was also related that OPP police vehicles also may have a municipal insignia in addition to that of the police force. This is a practice that also occurs with the RCMP deployed as municipal police in the city of Richmond (BC) and Surrey BC. Presently in Red Deer, neither marked RCMP vehicles nor Peace Officer vehicles identify with Red Deer. The City owned police facility displays the name of the City and the insignia for the RCMP.

[88] Standard PA.3 of the Provincial Policing Standards Manual, March 2006
[89] Ontario Provincial Police source

#### 7.2.1.7 Uniforms – Red Deer Police Department and Municipal Police

In Alberta, the *Police Act* stipulates that members of a police service shall wear only the uniform and insignia approved by the Commission.[90] Recent estimates identify the cost of equipping a police officer to be approximately $3,200. That includes a firearm ($1000), clothing ($1500) and body-armour ($700). It is also noted that as part of some benefits packages, items such as boot allowance, dry cleaning, uniforms and other clothing items are an ongoing cost per member.

#### 7.2.1.8 Equipment

Standards prescribed by the province and the RCMP, where applicable, are in place to regulate uniforms, vehicles, weapons and other equipment. There are also specifications to ensure that communications systems and informatics are interoperable between police agencies. However, given the patchwork of agency configurations across the country and the variety of terrain in which radio systems are required to function, there are still examples of data retrieval and storage systems that are not fully compatible and radio systems which are subject to sub-quality performance in some geographic areas.

Occasionally, as noted below, such incompatibility exists within the same agency. For example, the RCMP in Halifax use Versaterm which is similar to the PRIME system in BC[91] but which is not easily compatible with the various systems across the country. In Red Deer the RCMP operate the Computerized Integrated Information Dispatch System (CIIDS) and Police Reporting and Occurrence System (PROS) as a records management environments.

#### 7.2.1.9 Equipment – RCMP

When contracting for services with the RCMP, the force provides vehicles and equipment.[92] Under the terms of the *MPSA*[93], the municipality is responsible for the police facility and any required upgrades. Being a national force with national standards and purchasing, the RCMP uses systems, for example radio and IT, which may not have the ability to communicate with local civic systems. Although most systems have national scope, some locales, such as RCMP services in BC, employ local IT and

[90] Section 55, Police Act, R.S.A. 2000, c. P-17
[91] In February 2003, BC Solicitor General introduced legislation that all police forces in the province use a common information system to enhance public safety and improve law enforcement across the province. Police Records Information Management Environment (PRIME-BC)
[92] Red Deer MPSA Article 10.1 a) Canada shall supply to the Municipal Police Service equipment of a standard and quality that is necessary to carry out its responsibilities under the Agreement.
[93] Red Deer MPSA 1992 Article 8.1 a) The Municipality shall provide and maintain at no cost to Canada ... office space, jail cell facilities ...

communication processes. PRIME-BC (Police Records Information Management Environment for British Columbia) connects every municipal police department and RCMP detachment throughout the province and provides access to information about criminals and crimes instantly to all police agencies.

Regionalized services such as police dog services or regional serious crimes teams are implemented to optimize the use of equipment and resources. This has advantages with regards to the best use of skilled personnel and resources; however, the deployment of resources at a more regionalized level transcends local control and reduces the accountability of personnel to the local oversight authority. This also blurs the service costs and funding of such regionalized services.

#### 7.2.1.10 Equipment – Red Deer Police Department and Municipal Police

Provincial police acts and/or standards usually require municipal police to have access to necessary equipment, systems, and facilities, either by providing their own equipment or contracting services from a neighbouring police force. In so doing, there are economies of scale available through police purchasing cooperatives to assist with controlling costs. As well, municipalities are in a position to ensure that, to the extent permitted, police services use systems common to the municipality and have communication tools which permit interoperability with the fire department and other emergency or civic services.

#### 7.2.1.11 Discipline – RCMP

The RCMP Act prescribes the processes involved in oversight and discipline.

PART IV Discipline Standards

*37. It is incumbent on every member*
*(*a*) to respect the rights of all persons;*
*(*b*) to maintain the integrity of the law, law enforcement and the administration of justice;*
*(*c*) to perform the member's duties promptly, impartially and diligently, in accordance with the law and without abusing the member's authority;*
*(*d*) to avoid any actual, apparent or potential conflict of interests;*
*(*e*) to ensure that any improper or unlawful conduct of any member is not concealed or permitted to continue;*
*(*f*) to be incorruptible, never accepting or seeking special privilege in the performance of the member's duties or otherwise placing the member under any obligation that may prejudice the proper performance of the member's duties;*
*(*g*) to act at all times in a courteous, respectful and honourable manner; and*
*(*h*) to maintain the honour of the Force and its principles and purposes.*

#### 7.2.1.12 Discipline – Red Deer Police Department and Municipal Police

Legislation governing the discipline of police officers in Alberta is found in the *Police Act*.

> *Applicability*
> *2 For the purposes of Part 5 of the Act, this Regulation governs the discipline and performance of duty of police officers.*

and Part 5 of *the Act*, *Complaints and Discipline*, and in the *Police Service Regulation*[94] under the Act.

All processes are clearly prescribed in the *Act* and *Regulation*. The *Standards of Discipline* are defined in the Regulation

> *Misconduct of a police officer*
> *5(1) A police officer shall not engage in any action that constitutes one or more of the following:*
> *(a) breach of confidence;*
> *(b) consumption or use of liquor or drugs in a manner that is prejudicial to duty;*
> *(c) corrupt practice;*
> *(d) deceit;*
> *(e) discreditable conduct;*
> *(f) improper use of firearms;*
> *(g) insubordination;*
> *(h) neglect of duty;*
> *(i) unlawful or unnecessary exercise of authority.*

#### 7.2.1.13 Police Associations – RCMP

The RCMP does not have a union or collective bargaining authority. The RCMP established a process of Divisional Representatives in 1988. In June 2010, the federal government introduced Bill C43 to fundamentally reorganize the relationship between individual members and the employer.[95] This Bill establishes a new labour regime for members of the RCMP which is to be administered by the Public Service Labour Relations Board. Bill C43 was drafted in response to an Ontario Court Decision which struck down a section of the *RCMP Act*. Until this point, members of the RCMP were precluded from unionizing.

Currently, the operational, management, and cost impact of the new regimen cannot be determined. The impact of employee representation on RCMP contracts may be influenced by issues such as minimum staffing requirements for mobile patrol units or, as in some municipal services, minimum requirements for patrols conducted during certain shifts or in select neighbourhoods. Minimum staffing may also influence

[94] Alberta Regulation 356/90
[95] Bill C-43, *An Act to enact the Royal Canadian Mounted Police Labour Relations Modernization Act and to amend the Royal Canadian Mounted Police Act and to make consequential amendments to other Acts.*

personnel numbers required in detachments in remote locations. These factors would impact the cost of contracted services.

It is possible that changes in representation may influence items such as length of time deployed to detachment as officers seek greater consistency in postings. In addition, mirroring municipal experience, the type and frequency of training may change in response to pressure from employee representatives. Matters such as salary and benefits are established in conjunction with Treasury Board based upon national comparators; however, as with all aspects of employee representation, there has been insufficient time for the impact of Bill 43 to be felt at divisional level.

#### 7.2.1.14 Police Associations – Red Deer Police Department and Municipal Police

Members of police services in Alberta are covered by the provisions of the *Police Officers Collective Bargaining Act*. The *Act* prohibits strikes and lockouts and provides for binding arbitration.

### 7.2.2 Handling of Public Complaints

#### 7.2.2.1 RCMP

Section 49 of the *Police Act* provides that any complaints regarding the RCMP shall be resolved in accordance with procedures established by the RCMP. Complaints must be made in writing and can be filed in a number of ways, including with a local policing committee.

One feature of the provincial system is the position of Public Complaints Director. Both police commissions and policing committees (described in Section 7.5) have the power to appoint a Public Complaints Director. The purpose of that position is to provide an additional avenue for the public to file a complaint about the service or policies of the police service and/or the conduct of police members.

Upon receipt of a complaint, a member of the RCMP will investigate the matter. The review is completed by the Detachment Commander who is the decision maker on internal policy issues. If the complaint or incident is of a criminal nature, a determination regarding prosecution is made by the Crown. The complainant is then informed, in writing, of the findings and a summary of what actions will be taken by the Force.[96]

[96]www.solgps.alberta.ca/programs_and_services/public_security/law_enforcement_oversight/policing_oversight_complaints/Publications/Complaint%20RCMP.pdf

It should be noted that if the complaint or incident involves serious injury or death of any person that may have resulted from the actions of an RCMP employee in Alberta, or there is a matter of serious or sensitive nature related to the actions of a police officer, the Solicitor General has the option of referring the matter to the Alberta Serious Incident Response Team (ASIRT).[97] The Ottawa developed RCMP operational manual specifically directs:

> *Where there is a provincially or federally established regime in place for the independent external investigation of RCMP conduct, the RCMP will refer all matter that meet the established criteria of that provincially or federally established regime to the appropriate authority to conduct investigations.*

RCMP officers who have committed misconduct are held accountable through a disciplinary system established in Part IV of the *RCMP Act*. Similar to the Alberta *Police Act*, there are provisions for informal as well as formal discipline and hearings. While the *RCMP Act* states adjudication hearings shall be held in private[98], since 1997 they have, in practice, been open to the public unless the board makes an order for a closed hearing on a motion brought by a party. This is the result of the judgment in *Southam Inc. v. Canada (Attorney General.*[99]

The investigation, prosecution and Hearing of discipline matters all occur internally to the RCMP. There is no provision in the process for further involvement by a local Policing Committee or other provincial body. It is also important to note that all costs associated with the discipline process are borne by the RCMP and are not levied to a local community. However, client municipalities are levied a $400.00 per officer per year charge to compensate for the administration of the complaints process.

The *Review* was advised that under the *Agreement*, litigation liabilities associated with policing are assumed by the RCMP.[100] This would not protect the City from the costs of litigation where the City was also named in an action against the RCMP.

Where complainants are not content with the outcomes, they may refer the matter to the Commission for Public Complaints Against the RCMP (CPC).[101] This Commission is an independent body created by Parliament to ensure that public complaints about the conduct of RCMP members are examined fairly and impartially. The Commission has the power to further investigate or convene a public hearing into a matter. Public hearings are rare and are usually reserved for complaints where the CPC determines that important details will surface only through a hearing. Whether or not a complaint has been investigated,

[97] ASIRT is specific to Alberta. Investigations of RCMP member conduct, by other police agencies does occur in jurisdictions such as British Columbia.
[98] *RCMP Act*, *supra* note 2, s. 45.1(14).)
[99] RCMP, Adjudicative Services Branch. "Annual Report: Management of the RCMP Disciplinary Process 2008-2009.
[100] Litigation Liability: The MPS Agreement, Article 9.3, *c) The cost of the Municipal Police Service does not include: iii the cost of any civil action, compensation claim, ex gratia payment or claim for legal fees*
[101] *RCMP Act* Part VI: RCMP Public complaints commission (CPC)

reported on, or otherwise dealt with by the RCMP, the Chair may investigate or institute a public hearing into a complaint concerning the conduct of a member where he or she deems it in the public interest.[102] However, any findings or recommendations made by the Commission are not binding upon the RCMP.

Additionally, the RCMP External Review Committee[103] is an independent agency reporting to Parliament through the Minister of Public Safety Canada. The mandate is one of civilian oversight of labour relations within the Royal Canadian Mounted Police. The Committee reviews certain grievances as well as appeals regarding formal disciplinary measures, and discharge and demotion cases. Upon completing its review of a case, the Committee presents recommendations to the Commissioner of the RCMP who is the final decision-maker. Again, the RCMP Commissioner is not bound by the recommendations of the Committee but must provide reasons when disagreeing with the Committee in any given case.

The *Act* also allows members of the RCMP to bring forward grievances.[104]

> *Right of member*
> *31. (1) Subject to subsections (2) and (3), where any member is aggrieved by any decision, act or omission in the administration of the affairs of the Force in respect of which no other process for redress is provided by this Act, the regulations or the Commissioner's standing orders, the member is entitled to present the grievance in writing at each of the levels, up to and including the final level, in the grievance process provided for by this Part.*

#### 7.2.2.2 Red Deer Police Department and Municipal Police

Part 5 of the *Police Act* details the process to be followed in dealing with public complaints relating to conduct of police officers or police force policy. Complaints must be made in writing and all complaints with respect to a police service or a police officer, other than the chief of police, shall be referred to the chief.[105] All complaints with respect to the chief of police must be referred to the Chair of the Police Commission.[106] The process to be followed in handling complaints is different depending upon whether the complaint is made in relation to

- policy or
- the actions of a police officer.

In regards to a police commission, the *Police Act* prescribes the complaint process as follows:

> *Public Complaint Director*
> *28.1(1) Each commission and policing committee shall designate a person as a Public Complaint Director.*
> *(2) The Public Complaint Director may be*

[102] Commission for Public Complaints Against the RCMP (CPC). In, http://www.cpc-cpp.gc.ca/prr/rep/index-eng.aspx
[103] *RCMP Act* Part II: RCMP External Review Committee
[104] *RCMP Act* Part III:Grievances
[105] Sec 43(1), Police Act.
[106] Sec 43(2), Police Act.

*(a) a member of the commission or policing committee other than a member of the council,*
*(b) an employee of the commission or policing committee,*
*(c) an employee of the municipality, or*
*(d) another person, other than a member of the council, who in the opinion of the commission or policing committee is qualified to serve in that capacity.*

*(3) The Public Complaint Director shall*
*(a) receive complaints against police officers from the public and refer them to the chief of police under section 43(1),*
*(b) provide liaison between the commission or policing committee and the chief, and*
*(c) perform the duties assigned by the commission or policing committee in regard to public complaints.*

The *Police Act* stipulates the steps to be taken during the investigation into the complaint and in any hearing into the matter.[107]

If, after investigation, the chief determines that there has been a contravention of the regulations governing the discipline or the performance of duty of police officers, the chief is provided with options to either send the matter to a formal hearing or deal with the misconduct informally as provided for in the *Act.* However, if the chief determines that the incident involves an offence under an Act of Parliament or the Legislature of Alberta, the chief shall refer the matter to the Minister of Justice and the Attorney General. Further, if the matter involves serious injury or death of any person that may have resulted from the actions of a police officer, or there is a matter of serious or sensitive nature related to the actions of a police officer, the chief shall notify the Solicitor General who then has the option of referring the matter to the Alberta Serious Incident Response Team (ASIRT).[108]

In circumstances where the chief is the subject of the complaint, there are provisions contained in section 46(1) of the *Police Act* which parallel the process described above. In dealing with those complaints, it is the Commission that is the decision maker.

It is important to note that, as provided for in the *Act*, there will be times when it is not practical for the investigation of the complaint to be carried out by members of the same police service. In those situations, it is possible, indeed advisable, to have the matter investigated or presided over by police officers from another police service. In those cases, there may be costs incurred.

Part 2 of the *Police Act* establishes the Law Enforcement Review Board (LERB), an independent quasi-judicial body. Section 48 of the *Police Act* provides police officers or complainants who are not content

[107] For details, refer to Sections 44 to 48, *Police Act*.
[108] Sec 46.1. *Police Act* and see above.

with the outcome of a matter with the opportunity to file an Appeal with LERB. LERB provides independent and impartial review of the facts. At the request of the Minister, the Board may also investigate any matter relating to policing. Once the Board has made a decision about an appeal, it is binding. The only further appeal that can be made is to the Court of Appeal and only on a point of law.

Policy complaints, in contrast to the alleged actions of a police officer, are prescribed under Section 43 of the *Act*

> *(4) On receipt of a complaint under subsection (1), the chief of police shall determine whether the complaint or a portion of the complaint is a complaint as to*
> *(a) the policies of or the services provided by the police service*

Under Section 44 of the *Act*, the chief of police is required to address the matter or refer the complaint to the commission.

> *(1) Where a complaint is a complaint as to the policies of or services provided by a police service, the chief of police shall review the matter, and*
> *(a) take whatever action the chief considers appropriate, if any, or*
> *(b) refer the matter to the commission for it to take whatever action it considers appropriate.*

The Section prescribes the steps to be taken by the chief and commission to resolve the matter.

### 7.2.3 Research and Development

Research and development on policy, practices, and equipment in Canadian policing at the national level is conducted by the RCMP and through other agencies. For example, in the areas of operations and support services, the Canadian Police Research Centre (CPRC) is well recognized in Canada and abroad for increasing public safety through applied science and technology. CPRC and its partners, including the RCMP, the Canadian Association of Chiefs of Police, and Defence Research & Development Canada[109] (DRDC) have developed new tools and methods to aid front line policing. The benefits are shared freely with the policing community while the cost for the DRDC is born largely by the federal government and corporate partners.

The Canadian Police College (CPC)[110] provides advanced and specialized professional development, training, and education to law enforcement officers from all jurisdictions. CPC offers over 50 advanced and specialized police training courses and workshops in investigative techniques, high-tech crime, forensic identification, explosives disposal/investigations, police management, and leadership policing in

[109] Defence R&D Canada is an agency of the Canadian Department of National Defence that responds to the scientific and technological needs of the Canadian Forces
[110] Canadian Police College (CPC). In, http://www.cpc.gc.ca/cpc-ccp/about-ausujet-eng.html

Aboriginal communities. The CPC is a centre of integration; it is one of the few permanent Canadian learning institutions that bring police officers together from across Canada and around the world. Candidates share best practices, lessons learned, and develop mentoring and working relationships with law enforcement officers from many jurisdictions, leading to increased abilities and better understanding of their work.

Research and development in organizational management and personnel administration is similarly conducted at the federal level to benefit the broader policing community. For example, in 2006 the Police Sector Council was established to identify human resource challenges in policing and to find innovative solutions. The Council is federally funded and works to identify human resource, planning, and management strategies for police services. Again, innovations and solutions are shared freely with the policing community.

In BC, the RCMP has funded three research chairs, two at Simon Fraser University and one at the Fraser Valley University College, to conduct research on behalf of the RCMP.

Larger municipal police organizations across Canada have research and development functions. For example, the Vancouver Police Department has a planning, research and audit section which includes: a civilian director, two sergeants, two constables, an audit manager, two policy advisors, four policy analysts, one audit assistant, and one research assistant. Similar sections are found in Edmonton and Calgary police services.

Smaller agencies may not have the economies of scale to have an internal function, but innovations in policing practices are widely disseminated and successful applications are quickly adopted across the country. Notwithstanding the smaller agency, the research and development and audit function and philosophy should be applied in everyday management. The auditing of programs and policies should also be part of the ongoing management system.

### 7.2.4 Flexibility of allocation of resources

Overall policing organizations, like any service delivery agency, must be prepared to respond in short order to a change in their environment, evolving trends, and public expectations. An event or circumstance that calls for immediate organizational response, flexibility, and adaptation can be termed a "trigger point".[111] The ability of the police agency to quickly and adequately respond to this trigger point

[111] Fontaine C.W. Organizational Structure: A Critical Factor for Organizational Effectiveness and Employee Satisfaction, 2007

determines the overall effectiveness of the policing model and, ultimately, the confidence and support bestowed upon them by the community being served.

Changes to the Alberta *Police Act* and the implementation of the *Peace Officer Act* have laid a foundation for a broader approach to law enforcement and policing. Typically, sworn police officers are retained for tasks which require particular authorities and specialized training. The *Peace Officer Act* has empowered municipalities in Alberta to retain other differently trained and qualified personnel to assume an important complementary role in community safety and security.

This 'continuum of crime prevention and law enforcement' offers municipalities increased flexibility and yields particular advantages in several important areas including resourcing. For example, it is now possible to reassign staff or contract out services not specifically requiring the skills and authorities of a sworn police officer. The City of Edmonton provides a good example in the way it has organized its staff. In the Edmonton example, peace officers, employed by the municipality, are deployed to assist in improving public order and safety in the downtown core. Other peace officers are deployed to address public order on Transit and in the Edmonton parks network. There is a clear 'tipping point' for the passage of incidents between the peace officers and the police. A similar process is at work in Calgary.

Red Deer, with the engaged RCMP service, has also adopted the Community Peace Officer model which indicates that the model can work well with both municipal department and engaged policing.

#### 7.2.4.1 Red Deer RCMP

Currently in Red Deer, there are Memorandums of Understanding (MOUs) in place between the municipality and the RCMP which speak to the way Community Peace Officers, who are municipal employees, are managed. Given that the RCMP agreement allows for by-law enforcement within the RCMP mandate, RCMP officers are frequently engaged to respond to by-law related calls. This particularly applies during the hours when by-law officers are not on duty. This issue was frequently mentioned by the community, and some flexibility considering safety issues should be considered with respect to intelligence-led deployment of community peace officers.

#### 7.2.4.2 Red Deer Police Department and Municipal Police

Another area of interest regarding the allocation of resources concerns serious crimes, major events, and emergencies. The response to these issues places extreme demands on smaller agencies. Although some medium sized agencies use internal resources for these responses, it is generally recognized that

the training, cost, and human resources require a critical mass of resources to effectively provide some specialized services.

**Major crime investigation**

Homicide and other major crime investigations in smaller communities pose significant challenges for police agencies and funders due to the following factors:

- A rare event
- Large resources required especially during the first 24 and 72 hours
- Forensic and initial investigation expertise required
- Complex file management
- Major crime investigation experience, skills, and training required
- Media policies and protocols
- Medium term resources commitment
- Long term resources commitment

The investigative team may require 20 to 50 officers committed full time for the first few hours/days and a smaller team for several months or years. The investigation model options include:

***In-house investigation through redeploying existing resources***

Advantages

- No costs during years with no homicides

Disadvantages

- Huge drain on resources affecting all other functions
- Requirement to deploy inexperienced, untrained, unqualified investigators
- High, unanticipated costs
- Risk of poor file management
- Burnout of staff
- Potential for ineffective investigation

***Regional Team***

Advantages

- Expertise available – trained, qualified, experienced
- Expert file management
- Built-in links and connections to other homicides
- Lesser impact on normal everyday functions

Disadvantages

- Annual cost based on formula that is out of the funder's control
- Annual cost although there may be no homicides
- Assumes the availability of resources when required
- Decisions regarding the priority of each incident out of funders control

***Contract and/or joint staffing with adjoining agency***

Example

- West Vancouver PD (81 officers) & Vancouver PD (1327 officers) [112]

Advantages

- Expertise available – trained, qualified, experienced
- Expert file management
- Built-in links and connections to other homicides
- Lesser impact on normal everyday functions
- Personnel from a small agency gain experience with 'large force' incidents

Disadvantages

- Annual cost through budget or seconded staffing
- Annual cost although there may be no homicides

**Major events, Emergencies**, and **Critical Tactical Incidents**

Similar factors also apply to these issues. The smaller agency requires a skilled local function to triage and assess whether the matter can be addressed through the resources of the agency or whether external resources are also required.

### 7.2.5 Commission, Advisory Committee, Policing Committee

Civilian oversight of the public police is essential in a democratic society. It is also essential that there is a balance between the independence of police operations and investigations and the nature and form of oversight, to ensure accountability to the public. In Alberta, the *Police Act* provides for Policing Committees and Police Commissions. They will be examined in the following section. A third option, the RCMP Advisory Committee, sometimes established in RCMP policed communities, does not enjoy any official status under the *Police Act* and is not considered an oversight body.

Currently, the Red Deer model utilising the Crime Prevention Advisory Committee as an advisory function mandated by Council and the reporting of the OIC to the Director, Community Services Division is functional, but not specifically described in the *Police Act*. The issue of governance and oversight is discussed in Chapter 12.

[112] Police Services Division, BC Ministry of Public Safety and Solicitor General. 2009

### 7.2.6 Legal Support

#### 7.2.6.1 Legal Support – RCMP

In legal matters, the RCMP is supported by the resources of the Department of Justice. Legal counsel is provided and costs related to the defence or settlements of a matter are borne by the federal government. Costs are not directly passed along to the local policing committee or community. In house legal advice and support is also provided by "K" Division at no cost to the City. This would not protect the City from circumstances where the City was also named in an action. See also Chapter 8.1.3.

It is of interest to note that the Community Peace Officer, employed by the City and operating and being supervised by the RCMP, would in all likelihood not be indemnified by the RCMP. In the event that legal action arose from the actions of a Community Police Officer, the City, as the employer, would be responsible for legal support.

#### 7.2.6.2 Legal Support – Red Deer Police Department

In municipalities with a police commission, the council is liable for any legal liability that is incurred by the commission.[113] Expenses can include issues related to the prosecution and appeal of disciplinary cases, civil suits, as well as arbitration awards and other collective bargaining matters. Section 39 of the *Police Act* also stipulates that a council, not the chief of police, shall pay any damages and costs awarded against the chief, any costs incurred by the chief in respect of the action, and any sum payable under a settlement.

Some municipalities may have in-house legal counsel who is available to defend actions and provide advice. However, some police departments have their own in-house counsel on the premise that the department's interests may not exactly coincide with those of the municipality. In addition, in-house counsel is valuable for advice when developing policies and operational tactics.

### 7.2.7 Organizational Structure

Given the para-military nature of police agencies, they tend to be more hierarchically structured than private enterprise organizations. The ranks in police agencies are not specifically prescribed, other than

[113] Police Act 31 (7) The council is liable for any legal liability that is incurred by the commission.

chief of police, in the various provincial police acts, but are prescribed in the *RCMP Act*. However, there are differences between the RCMP and municipal agencies and between municipal agencies.

The RCMP tends to have more hierarchical levels as this is thought necessary given the size of the service and number of personnel. Municipal agencies, although controlled by the relevant acts, tend to have fewer levels, and some agencies have attempted to reduce the number of hierarchical levels in an effort to facilitate more effective management and decision making.

Although at most times the separate hierarchical systems are not problematic, where integrated RCMP and municipal services or joint force initiatives are implemented, the melding of commensurate rank systems is sometimes challenging.

#### 7.2.7.1 Organizational Structure – RCMP

The RCMP is organized under the authority of the *RCMP Act*. In accordance with the *Act*, it is headed by the Commissioner who has the responsibility for the management and control of the Force. Section 6 of the *Act* prescribes the senior rank structure:

> *(1) The officers of the Force, in addition to the Commissioner, shall consist of*
> *(a) Deputy Commissioners,*
> *(b) Assistant Commissioners,*
> *(c) Chief Superintendents,*
> *(d) Superintendents,*
> *(e) Inspectors,*
> *and such other ranks as are prescribed by the Governor in Council.*

In addition, the rank structure includes sergeant major, staff sergeant, sergeant, corporal and constable. The Red Deer Detachment essentially mirrors the RCMP organizational structure in place across Canada. However, some modifications have been made to reflect the reality of the local jurisdiction: for example, the incorporation of Community Peace Officers under a municipal supervisor who takes direction from and reports to the OIC. Additionally, specific units such as the Domestic Violence Unit have been established to address higher risk and the more complex domestic violence cases.

#### 7.2.7.2 Organizational Structure – Red Deer Police Department

In the Organizational Management chapter of the *Provincial Policing Standards Manual*, police services are required to produce an Organizational Chart and a written description of the organization[114] along with

[114] Reference Standard OM 2.1, Provincial Policing Standards Manual

a written description of each function or component of the organization.[115] For municipal police services, the police commission is responsible to appoint a chief of police and to ensure that a sufficient number of persons are employed for the police service to carry out its functions.[116] There is no precise formula which determines how many police officers, peace officers, and civilian members are required. Those numbers are derived from function and structure.[117] The police service, in collaboration with the police commission, designs its own organizational structure to respond to the needs of the community.

An independent municipal police agency has more flexibility in creating a structure and rank system aligned to the locale.

### 7.2.8 Dispatch

Section SS.2 of the *Provincial Policing Standards Manual* outlines the minimum requirements for the operation of a Dispatch Centre.[118] Briefly stated, the Dispatch Centre must be available 24 hours each day, be staffed by qualified personnel, receive calls from the public, be recorded, and track on-duty officers.

Police services in Alberta serving communities of a comparable size to Red Deer have a local Dispatch Centre to meet the requirements mandated by the province. In some jurisdictions there are Integrated Dispatch Centres which operate police, fire, ambulance, and 911 services.

Effective communication, including processing calls for service from the public and the dispatch of police resources, requires a highly sophisticated process sufficiently flexible to deal with routine daily operations and large events, whether crime, accidents, or natural disasters.

[115] Reference Standard OM 2.2, Provincial Policing Standards Manual
[116] Roles and Responsibilities, Provincial Policing Standards Manual
[117] See elsewhere in this report for discussion of ratios of police to population
[118] Reference Standard SS.2, Provincial Policing Standards Manual.

#### 7.2.8.1 Dispatch – RCMP

In Red Deer, the RCMP Detachment is served by one of two provincial operational communications centres (OCC) operated by "K" Division.[119] The OCC which serves Red Deer is located in the city and provides service to 56 other RCMP Detachments. This OCC is not integrated with other services. In Red Deer, there is also a fire communications centre (FCC) which hosts the 911 system. The FCC is the point of entry for all 911 calls and forwards police-related emergency calls to the RCMP OCC. The services provided by the OCC are supplemented by staff at the Red Deer RCMP Detachment operating out of the Watch Office. The call takers and dispatchers at OCC have no discretionary power to provide triage on calls or to redirect calls to an alternative reporting system.

As noted previously (section 2.6) there are two programs currently underway with respect to communications and call handling, both at the provincial level (project MOSS) and locally in Red Deer. In the latter instance the program focuses on low priority calls that are placed in the "stack" for the watch clerks to complete. The civilian Watch Clerks contact the complainant and ensure all details are gathered and conclude the files.

Red Deer Detachment is also served by the Watch Office or, as it is colloquially known, 'the bubble room'. This office, staffed[120] by municipal employees at municipal cost, monitors calls directed to Red Deer units, provides supportive work regarding matters such as warrant checks or file retrieval, and 'converts' calls from CIIDS to PROS.[121] CIIDs and PROS are RCMP call tracking and reporting systems which are not fully integrated and require manual conversion.

Excluding the equipment in the Watch Office, the communication system currently in place in Red Deer including all mobiles (in-car) and portable radios is owned and paid for by the RCMP.

#### 7.2.8.2 Dispatch – Red Deer Police Department

The Detachment complementary telecommunication function in the Watch Office is staffed by two persons. Should this arrangement be considered to become the telecommunication function for the independent police department, there are a number of risks. For an hour in the early morning, one person operates both functions. Even when fully staffed (two persons), in the event of a major incident or multiple incidents there is no ability to operate two radio channels (one for the major incident and the

[119] Northern Alberta Operational communications Centre and Southern Alberta Operational Communications Centre.
[120] One employee between 0500 and 0600
[121] CIIDS Computerized Integrated Information Dispatch System; PROS Police Reporting and Occurrence System

other for regular dispatch activities) while at the same time researching and providing information for the major incident and answering incoming 911 and other calls.

An example of challenges for the telecommunication function is provided where the routine activities of one dispatcher and one call taker were suddenly interrupted by a bomb threat and a possible hostage taking incident.

*The following are some of the actions taken by the telecommunication staff and management team.*[122]

- *The primary and info dispatchers contacted EDU, ERT, Regional Duty Officer, a negotiator (through RCMP Div HQ), PDS to lock down all schools in the area.*
- *A third radio operator was moved to the breakout position to scribe for primary dispatcher and assist in making the necessary notifications.*
- *Neighboring detachments were advised and the Team Manager interacted with their radio rooms to have all units en route switch to common dispatch.*
- *The Team Manager maintained contact with the Incident Commander advising them of the steps being taken and time frame for extra units to arrive.*
- *The Team Manager activated a fourth dispatcher to manage all operational units not assigned to this original incident.*

*During this event the centre was able to expand from the normal operational strength of two (one primary dispatcher and one consolidated info dispatcher) to eight (4 dispatchers, 2 call takers, 1 Team Manager, and 1 Wireless Technician).*

Other options include considering continuing the current arrangement under a fee-for-service from the OCC and to examine other collaboration opportunities. The advantage of the current model is the inherent connectivity with adjacent jurisdictions.

### 7.2.9 Service Delivery to meet Community Needs

Public safety services are delivered by a range of agencies.[123] The public police function is complemented by provincial and local resources. The provincial Sheriffs' Department conducts traffic enforcement on provincial highways and a range of other enforcement activities including assisting with provincial check stops. Peace officers are also used on the provincial SCAN (Safer Communities and Neighbourhoods) teams.

Community Peace Officers employed by the City of Red Deer under the provincial legislation, also conduct traffic, parks, and transit enforcement and safety activities. Coordination of those activities is an important issue. The Corps of Commissionaires are contracted to conduct parking enforcement and staff the photo radar program.

[122] E-Comm Emergency Communications for Southwest British Columbia Incorporated. Incident June 18th, 2008
[123] See Chapter A

The question of who is responsible for enforcing municipal by-laws after regular business hours was mentioned as an issue during the *Review*.

#### 7.2.9.1 Service Delivery – RCMP

Service levels are described in the Agreement (MPSA) between the municipality and Canada under Article 3.0 *Management of the municipal police service:*

> *3.1 b) The level of policing service by the Municipal Police Service shall meet the level as determined by the Chief Executive Officer in consultation with the Commissioner.*
>
> *3.1 c) The minimum standard of policing in the Municipal Police Service shall meet the standard as determined by the Commissioner in consultation with the Chief Executive Officer.*
>
> *3.1 d) The level of policing service as determined by the Chief Executive Officer under paragraph (c) shall not be less than the minimum standard as determined by the Commissioner under paragraph (b).*
>
> *3.3 The Chief Executive Officer may set objectives, priorities and goals for the Municipal Police Service which are not inconsistent with those of the Minister for policing in the Province.*

As prescribed in the Provincial Policing Standards Manual, such Agreements contain objectives, priorities, and goals consistent with those set by the Ministry for the provincial police service.[124]

Disagreements regarding service delivery are included in the *MPSA* under Article 15.0 Disputes

> *15.1 Any new issue, matter of general concern or dispute arising from this Agreement shall be a matter for consultation and resolution between the Solicitor General and CEO[125] in such manner as they shall see fit.*

The *MPSA* prescribes the duties of the Municipal Police Service[126] under Article 2.0

> *2.2 Those Members who form part of the Municipal Police Service shall*
> *a) perform the duties of peace officers; and*
> *b) render such services as are necessary to*
> *i) preserve the peace, protect life and property, prevent crime and offences against the laws of Canada and the Province, apprehend criminals, offenders and others who may be lawfully taken into custody; and*
> *ii) execute all warrant and perform all duties and services in relation thereto that may, under the laws of Canada, the Province or the Municipality, be executed and performed by peace officers.*

[124] Page 2, Municipal Policing Agreements, Provincial Policing Standards Manual
[125] Mayor
[126] The RCMP Red Deer City Detachment

Currently in Red Deer, law enforcement is conducted at several levels. The RCMP mandate for bylaw enforcement,[127] in addition to *2.2 b) ii)* above, is found in the *MPSA* Article 4.0 Direction and Reporting

> *4.1 The Member in charge of the Municipal Police Service shall, in enforcing the by-laws of the Municipality, act under the lawful direction of the Chief Executive Officer or such other person as the Chief Executive Officer may, in writing, designate.*

In Red Deer the RCMP is responsible for developing a budget, a Service Plan and an Annual Performance Plan (APP) which outlines the level of service, priorities and programs to be provided to the community. The APP is sourced in the RCMP planning priorities document which specifies:

- The APP format must be used.
- There must be community consultation to identify priorities.
- There must be quarterly reporting back to the community and Ottawa with regards to the status of meeting the APP's established objectives,

Ideally, the format and content of an RCMP detachment APP should also dovetail with the strategic plans of the municipality.

#### 7.2.9.2 Service Delivery – Red Deer Police Department

Under Section 29 of the *Police Act*, a municipal police commission is responsible for developing a budget and an annual plan which specifies the level of service and the programs to be provided to the community. The Chief is then accountable to the police commission for the effective delivery of those services.

> *(1) Every commission, in consultation with the chief of police, shall cause to be prepared*
>
> *(a) estimates of all money required for the fiscal year to*
>
> *(i) pay the remuneration of the police officers and other persons employed for the police service, and*
>
> *(ii) provide and pay for the maintenance of accommodation, equipment and operating costs of the police service,*
>
> *and*
>
> *(b) a yearly plan specifying the level of police service and programs to be provided in respect of the municipality,*
>
> *and shall submit those estimates and plans to the council.*
>
> *(2) In developing a budget, the council may obtain any information from the commission that may be necessary to enable it to assess the efficiency and the financing requirements of the police service.*

[127] Report Part 1 provides a total of 3027 bylaw calls for service from January 2009 to June 2010

While intuitively one might sense that a municipal department has greater opportunity to align services with other local services. In practice, in reviews across the country, there is no clear evidence that this is the case. The approaches and philosophies of councils, police authorities[128], and chief officers are more relevant than the status of the service provider.[129] There are examples of municipal police departments which share City resources and examples where they do not. In summary, however, there is greater likelihood that municipal agencies will share municipal services than is likely with a contracted service.

[128] police authorities: board, commission, policing committee, or any other legislated oversight body
[129] perivale + taylor, 2001 through 2010

## Chapter 8 Policing Cost Analyses – Police Service Models

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8.3 Cost Comparisons

### Summary

This chapter compares the costs of providing a police service by the policing service models: the RCMP Detachment and a Red Deer Police Department.

The chapter compares the costs of each area and describes the underlying authority and processes. The implementation costs for a municipal police department are estimated in the range of $4.6 – 7.5 million 2011 dollars based on City figures for support services, estimates of the implementation project management, and equipment costs. This is consistent with the known costs of establishing a new similar-sized police department in Washington State. However, there are a number of unknown factors which have the potential to increase these costs. In the event Council wishes to explore the option further, a detailed financial audit would be required, especially in relation to the ownership of equipment purchased by Canada for the Municipal Police Service and the interpretation of the Municipal Police Service Agreement: *Article 11.0 Transfer of Ownership of Equipment and Assets*

The projected operating costs for the municipal department are estimated to be higher than for the RCMP detachment.

It should be emphasized that these estimates, although based on actual budgets and some known costs, remain theoretical.

**Introduction**

This chapter explores and compares potential costs associated with different organizational arrangements.

Policing costs and cost-sharing formulas have been the topic of concern and discussion since the introduction of professional, full-time police forces.

> *In their early years [1840s] the new provincial police [UK county police] faced considerable ratepayer hostility. Resentment was expressed at the escalating costs of crime fighting; especially when, as some complaints protested, for all their rates,[130] they never saw a policeman.[131]*

Currently, the Red Deer *Municipal Police Service Agreement* provides for a 90% municipal and 10% federal cost sharing arrangement. The federal/municipal cost sharing formulas have evolved over the past 45 years.

> *Prior to 1992, different cost sharing arrangements prevailed between the Federal government and local governments. In 1966, the Federal government was responsible for 60% of the costs of local detachment salaries and equipment with the local government being responsible for 40% of the costs. Between 1966 and 1972, the cost sharing for larger municipalities (those with populations over 15,000) shifted from 60/40 Federal/Municipal to 30/70 Federal/Municipal. Between 1972 and 1992, the cost sharing formula further changed for larger local governments at the rate of 1 percent per year on average such that by 1992 the cost sharing formula for larger local governments[132] was 10% Federal/90% Municipal. This cost sharing for larger local governments has continued through the term of the current Contract (1992-2012).[133,134]*

The *Review* has no information whether the federal/municipal cost-sharing formula will change when the current agreements expire in March 2012; however, the federal-municipal cost-sharing arrangement is not available for a municipal police department.

In this chapter, the term 'policing model' refers to the type of organization providing the policing services under the *Alberta Police Act* rather than the manner in which services are delivered (practices, as described in Chapter 2.).

The five policing options available under the *Police Act were* examined and described in Chapter 7. The current arrangement (Red Deer RCMP City Detachment) and a projected municipal police department are included in the RFP and the potential costs, advantages, and disadvantages are examined in detail.

[130] Property tax
[131] Emsley, C. A History of British Policing from the 18th Century to the Present. Quercus, London, 2009
[132] Populations greater than 15,000
[133] Union of British Columbia Municipalities, *Police Services in British Columbia: Affordability and Accountability*, Policy Paper #1, October 2009 Convention
[134] There are a small number of federal cost-sharing anomalies across Canada

Three other options were examined during the *Review* as being legally and theoretically possible, but the *Review* considers them not to be viable given that many of the crucial decisions such as cost sharing will be out of Council control. Consequently, a detailed financial examination has not been completed.

## 8.1 Red Deer RCMP Detachment

### 8.1.1 Policing Infrastructure

#### 8.1.1.1 Information Systems

The specialized policing information system costs are included in the Agreement,[135] Article 9.3 b) Indirect Costs:

> *viii) The cost of the Police Information Retrieval System (PIRS)[136], calculated by multiplying the number of Members employed in the Municipal Police Service who have access to the system by the amount of the fee set out in the RCMP PIRS Fees Order, as amended from time to time.*

Other business functions[137] such as those used by municipal support staff are funded through the municipal policing budget.[138]

#### 8.1.1.2 Dispatch

The police call taking and dispatch function is provided by the RCMP Southern Alberta Operational Control Center (OCC). Costing for this is an indirect expense to Red Deer. The 911 service is provided through the City. The Red Deer Detachment has a secondary radio/data process operated from the Watch Office in the Detachment building to assist field operations and the cost is included in the Agreement Article 9.3 a) Direct Costs

#### 8.1.1.3 Vehicles

The cost of the fleet is funded through the Agreement Article 9.3 a) Direct Costs, ii) and also Article 10 Equipment:

> *10.1 a) Canada shall supply to the Municipal Police Service equipment of a standard quality that is necessary to carry out its responsibilities under this Agreement.*

[135] Municipal Police Service Agreement between the Government of Canada and the Municipality of Red Deer, dated as of April 1, 1992, expires March 31st 2012
[136] Note: PIRS has been superseded by PROS (Police Reporting & Occurrence System)
[137] Such systems typically include support data processing which are not part of the specialized RCMP technology
[138] City systems such as email and systems used by the municipal staff for their work other than RCMP systems

#### 8.1.1.4 Technology

Specialized police technology is provided through the Detachment (see 8.1.1.1 above) and some services also are included in Specialized Services below.

#### 8.1.1.5 Specialized Services

These costs are included in the Agreement, Article 9.3 b) Indirect Costs,

> *iv) the cost of divisional headquarters administration, calculated by dividing the total cost of such administration by the average number of Members in the Division for the Fiscal Year (excluding Members who are assigned to divisional administration) and multiplying the number of Members employed in the Municipal Police Service.*

The specialized services provided under "K" Divisional Administration are both operational support services and administrative support services, and include but are not restricted to:[139]

- Air Support
- Computer/Informatics/Technological support
- Corporate services (budgeting, pay forecasting, strategic planning, communications)
- Emergency Response Team
- Forensic Artist
- Forensic Services
- Human Resources (staffing, compensation, pensions, recruiting, mediation, adjudications, pay negotiation, staff relation representatives, etc)
- Integrated Child Exploitation (ICE)
- Legal
- Major Crimes (to complement Detachment level services)
- Polygraph
- Tactical Troop
- Training (both developmental and mandatory recertification)
- Underwater Recovery Team
- Violent Crime Linkage System (ViCLAS) analysis[140]

### 8.1.2 Human Resource Management

#### 8.1.2.1 Recruitment and Training

Training costs to the City are included through the Agreement, Article 9.3 b) Indirect Costs:

[139] Information provided by Red Deer Detachment

[140] Police officers investigating a serious crime that qualifies as a ViCLAS reportable case are responsible to complete the questionnaire/booklet at the detachment. This is then forwarded to the ViCLAS centre in Edmonton

*v) … the cost of recruit training at the Force's Training Academy shall be the product obtained by multiplying $3,500 by the number of Members in the Municipal Police Service for the Fiscal Year.*

Training at the recruit level is conducted prior to the RCMP members being assigned to the Detachment, and in-service training is facilitated through the Detachment or "K" Division. Red Deer Members' time on training courses not related to Red Deer Detachment is not invoiced to the City.[141]

#### 8.1.2.2 Uniforms and Equipment

The cost of uniforms and equipment is funded through the Agreement Article 9.3 a) Direct Costs, ii) and also Article 10 Equipment:

*10.1 a) Canada shall supply to the Municipal Police Service equipment of a standard quality that is necessary to carry out its responsibilities under this Agreement.*

#### 8.1.2.3 Discipline

The *members of the Red Deer Municipal Police Service, the City Detachment, are governed by the RCMP* Act and Discipline Code. Costs are included through the Agreement, Article 9.3 b) Indirect Costs:

*ix) … the cost to Canada of operating the External Review Committee and the Public Complaints Commission, determined by dividing the total such cost by the average number of members in Canada for the Fiscal Year and multiplying by the average number of Members employed in the Municipal Police Service for the Fiscal Year.*

#### 8.1.2.4 Union Relations

The RCMP is not unionized although this remains a possibility.[142] Management issues are addressed through a system of Divisional Representatives and the costs are included in the Divisional Administration cost.

#### 8.1.2.5 Payroll Administration

These costs are included in the "K" Divisional Administration cost – and see Section 8.1.5 below.

#### 8.1.2.6 Support Staff (Municipal Employees)

The cost of Support Staff is funded by the City through the Agreement Article 2.4:

[141] Agreement Article 9.6 c)
[142] See previous discussion regarding Bill 43

*The Municipality shall provide, without any cost to Canada, all necessary Support Staff; such Support Staff shall meet the job and other related requirements as determined by the Commissioner.*

Agreement Article 1.0 Interpretation: Support Staff means all those persons who are employed by the Municipality, including clerks, stenographers, data processors, telecommunication operators, jail guards, matrons, and janitors, who are required for the effective operation of the Municipal Police Service.

### 8.1.3 Insurance

The Agreement, Article 9.3 addresses liability issues related to the RCMP:

*a) the cost of the Municipal Police Service does not include:*
*iii) the costs of any civil action, compensation claim, ex gratia payment or claim for legal fees.*

The *Review* was advised that under the Agreement, litigation liabilities associated with policing are assumed by the RCMP. This would not protect the City from circumstances where the City was also named in an action. Also as previous discussed, litigation with respect to the Community Peace Officers employed by the City would be a responsibility of the City.

### 8.1.4 Governance

#### 8.1.4.1 RCMP Policing Committee

The Agreement, Article 3.1 a) governs the management of the municipal police service[143]:

*The internal management of the Municipal Police Service, including its administration and the determination and application of professional police procedures, shall remain under the control of Canada.*

Within the framework of the Agreement, the Alberta *Police Act* allows for a Policing Committee under Section 23.

*(2) A council that has entered into an agreement under section 22* [144] *may establish a policing committee.*

Currently, without a stand-alone police committee, the costs associated with the governance and facilitation costs are absorbed within the City administration. If the City were to establish a Policing Committee the annual cost would be determined by the mandate and processes of the committee. Costs

[143] Red Deer Detachment
[144] Section 22 (3) Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with
(a) the Government of Canada for the employment of the Royal Canadian Mounted Police

may vary from minimal administration and facilitation, to $20,000 to $25,000 if the Committee were mandated to conduct research and had travel and educational expenses.

### 8.1.5 Financial Administration

Financial supervision is provided through municipal employees in the Financial Services of the Detachment and "K" Division provides centralized payroll and other financial services. The costs are included in the "K" Divisional Administration costs (included in the *MPSA*) and the municipal support staff costs (included in the municipal police support budget).

### 8.1.6 Legal Support

Legal support is provided through the RCMP for police-related matters. This would not preclude the City from seeking independent legal advice as the interests of the City may not be completely consistent with the interests of the RCMP.

### 8.1.7 Contractual Obligations (City Municipal Employees – MEs)

The Support Staff for the Detachment are employees of the City and are managed by a City manager assigned to the RCMP Detachment.

## 8.2 Red Deer Municipal Police Department

### 8.2.1 Policing Infrastructure

#### 8.2.1.1 Information Systems

The estimated annual budget for the City police IT systems is $1m. This figure is based on known examples but the figure is theoretical when applied to a projected implementation.

#### 8.2.1.2 Dispatch

The current police call taking and dispatch function is provided by the RCMP Southern Alberta Operational Control Center (OCC). Costing for this is an indirect expense to Red Deer through Divisional Administration. The 911 service is provided through the City. The Red Deer Police Department would require the existing secondary radio/data process operated from the Red Deer police building to assist field operations which currently is staffed by two personnel (representing approximate 9 FTEs).

In the event of a decision to establish the police department, the City could negotiate with the RCMP to determine whether a fee for service is required.

In this regard, a similar-size RCMP detachment[145] employs four FTE (representing approximately 18 FTEs) call taker/dispatcher positions 24/7 with a fifth PTE (representing .5 FTE) deployed as needed at busy times. This arrangement allows a level of safety and comfort in dealing with multiple incidents and major events. If the Red Deer Police Department were to use the current in-house systems for call taking and dispatch, additional staff would be recommended.

#### 8.2.1.3 Vehicles

The cost of the fleet, estimated at approximately 60 vehicles, is likely to be $30,000 per year per vehicle, or $1,800,000.

[145] perivale + taylor consulting. North Shore 2009

#### 8.2.1.4 Technology

Data storage and analysis pose an interesting area which the *Review* was unable to resolve. The data are generated initially through the OCC, created by the service within the municipality – a contracted organization funded jointly by the City and Canada, and stored within an electronic system operated by Canada (RCMP) and contracted for the provincial/municipal policing functions by the Province.

This issue has been identified in other jurisdictions, and although no operational or audit problems were reported, there were uncertainties over the ownership of the data. In the event of a police department being established and separate data systems created, negotiations would be required to determine the utilization of the original Red Deer related files.

#### 8.2.1.5 Specialized Services

The staffing level of approximately 158 (based on the *Review*'s average ratio of 171 officers per 100,000 population) would limit the ability of the department to initially equip and train specialized police services, although there are examples of smaller police agencies with such internal functions. This issue would be especially salient during the start-up period. Alternatively, such services could be contracted from "K" Division, or some arrangement established with the Calgary or Edmonton Police Services under a fee-for-service contract, MOU, and/or a mutual aid agreement.

The *Review* identified a number of examples of contracted cost-for-service arrangements where RCMP Emergency Response Teams (ERT) and serious crime teams provide response and investigative services as required for local detachments.[146] In examining existing examples and budgets, the costs for a contracted homicide investigations and ERT response – if these components formed part of the model – could total approximately $500,000 to $700,000 per annum. Another example is that of Oak Bay, a small municipal police department in BC, which contracts with a contiguous department, Saanich Police Department, for the investigation of major crimes and communication and 911 services. The West Vancouver Police Department (BC) has an arrangement where one detective is seconded (at no charge) to the Vancouver Police Department Major Crime Unit and serious crimes occurring in West Vancouver are investigated by the VPD MCU at no charge.[147]

A significant challenge is the responsibility for ongoing files. In the Federal Way Police Department example, the Sheriff's Office assumed responsibility for all open investigations at the changeover. This issue would require negotiation with "K" Division to ensure continuing seamless service to the public.

[146] ERT and homicide are discussed as they are the among the most expensive and challenging police functions
[147] perivale + taylor consulting North Shore 2009

### 8.2.2 Human Resource Management

#### 8.2.2.1 Recruitment & Training

These areas would be the responsibility of the municipal police department. Staffing would require at least one full-time sworn or civilian position to manage recruiting and training, and part-time functions of various specialist officers. Additional costs would include ongoing in-service training and annual certifications and upgrades.

#### 8.2.2.2 Uniforms & Equipment

There are Standards in place which prescribe certain elements of a police officer's uniform. In Alberta, the *Police Act* stipulates that members of a police service shall wear only the uniform and insignia approved by the Commission.[148] Recent estimates identify the cost of equipping a police officer to be $3,200. That includes a firearm ($1000), clothing ($1500) and body armour ($700). Ongoing costs are also tied into benefit issues such as boot allowance, dry cleaning and other uniform costs as previously discussed.

#### 8.2.2.3 Discipline

Discipline falls under the Alberta *Police Act* and the Chief of Police and Police Commission. The annual costs of the Police Commission are described in 8.2.4.

#### 8.2.2.4 Union Relations

The membership of the municipal police department would most likely be part of an association which acts as a bargaining unit for purposes of contract negotiation, grievances, and arbitration, between the City, Police Commission, and the municipal police department. The potential costs are usually budgeted within the police service budget.

#### 8.2.2.5 Payroll Administration

See below.

[148] Section 55, Police Act, R.S.A. 2000, c. P-17

#### 8.2.2.6 Support Staff

The number of support staff required for the municipal police department would increase over the number required for the engaged RCMP Detachment. Services currently provided through the RCMP Divisional Administration would be assumed by the City and/or the municipal police department for functions such as human resources, finance, and IT. It is estimated that three to five additional municipal staff would be required at an annual cost of $270,000 to $450,000 per annum.

### 8.2.3 Insurance

The *Review* identified examples of municipal police liability insurance of approximately $500,000 to $600,000 per annum.

### 8.2.4 Governance – Police Commission

The Alberta *Police Act* requires a police commission

> *27(1) A municipality that has assumed responsibility for establishing a municipal police service under section 4(2)(d)[149] or (5)(c) shall establish and maintain an adequate and effective municipal police service under the general supervision of a municipal police commission.*

Examples of such bodies, for jurisdictions of similar size to Red Deer, have budgets of $20,000 to $25,000 per year. The Commission requires secretariat services, training, and travel/research costs. This cost estimate may increase depending on the needs and functions of the commission.

### 8.2.5 Financial Administration

The payroll function from the City will need to serve approximately 158 additional staff, associated with a RDPD. It is estimated that this would require one additional support staff at a cost of approximately $90,000 per year and is included in 8.2.2.6 above.

[149] 4(2) (d) establish a municipal police service under section 27

### 8.2.6 Legal Support

The municipal police department should have contracted legal counsel, as, identified previously, the interests and goals of the department may not completely coincide with those of the City. The cost is estimated at $240,000 per year. [150]

### 8.2.7 Contractual Obligations

The current obligations of the City to police department staff would increase by approximately 158 members. Presumably the *Red Deer Police Association* would act as the primary collective bargaining unit under the *Police Officers Collective Bargaining Act*, to negotiate and administer collective agreements over wages and working conditions. The *Police Act* defines police association:

> *(k) "police association" means an association of either*
>
> *(i) the police officers of a municipal police service who hold the rank of inspector or higher, excluding the chief constable and deputy chief constables, or*
>
> *(ii) the police officers of a municipal police service who hold ranks lower than that of inspector*
>
> *that is limited to members of one municipal police service and has collective bargaining among its objects;*

[150] Although the cost is unknown, based on current City legal expenditures this figure may be a not-unreasonable estimate

## 8.3 Cost Comparisons

### Introduction

There is considerable difficulty in making useful comparisons between various jurisdictions. The factors affecting crime rates and costs of policing have been described in detail in Part 1 of the *Review* Report. This section makes a number of comparisons to gain a more comprehensive picture of policing costs and will provide some indication of potential future costs.

The anticipated costs of a municipal police department are based on national comparators and especially Medicine Hat and Lethbridge. The case of the establishment of a new department was examined in the experience of the City of Federal Way, Washington State, which established a new police department in 1996.[151]

However, local conditions are unique and even jurisdictions with similar populations in the same province and the same police service provider can show significant differences.

The *per-capita costs* of policing are used by the *Review* as the overall guide as it is least affected by the differences in budget categories between contracted provincial police and municipal police departments. The *cost per officer* is often used in the literature; however, its application is potentially misleading. The actual *costs per officer* are usually very similar: similar salaries, benefits, and equipment. Differences occur usually through the measurement rather than the actual costs. For example, the *cost per officer* could be obtained by dividing the total cost of policing by the number of officers. The challenge is how to determine the number of officers. In Red Deer, three numbers are available: the authorized 2009 staffing level of 138 (Police Resources in Canada (PRC) Report), the actual staffing level of 129 (PRC 2009), and the number invoiced to the City, 122, based on actual monthly figures. Under the *MPSA*, officers absent for more than 30 days are not invoiced to the City. This is further complicated by the invoiced cost representing only 90% of the actual costs (under the federal-municipal cost sharing).

In the case of municipal police departments, the PRC shows actual and authorized figures to be very close. In the *Review*'s comparator municipal departments, the actual staffing figures varied from 98% to 104% from the authorized strength, with the average being 100%.[152] The municipalities pay 100% regardless of the status (training, suspended, extended sick leave, pre-retirement leave, recruit training), hence the significant difference in cost.

[151] The City of Federal Way is approximately 40km south of Seattle (2010 pop. 608K) and 21km north of Tacoma (2010 pop. 200K) on the Interstate highway

[152] Statistics Canada PRC 2011.

The different reporting processes make it very difficult to make an accurate comparison. In addition, in Red Deer the cost of peace officers is included in the gross policing budget which may or may not be the case in the comparator municipalities. This Report does include a *cost-per-officer* calculation but it is used for a group of similar agencies.

There has been a consistent trend for a number of years of increases in policing costs nationally. A 2005 study of policing costs in British Columbia[153] showed that over thirty years:

- *there was an increase in demand for police services that exceeded increase in police personel*
- *there were a series of court decisions that substantially increased the required number of steps and the amount of paperwork generated in handling cases that proceed to court*
- *there was an associated increase in time for handling specific types of crimes as the legal requirements changed*
- *there were increases in time required to handle cases administratively as computer systems were introduced.*

*Overall, there was a decrease in police capacity and an increase in demand for services. The amount of time required by police officers to handle a case from initial call acceptance by crown increased substantially over the course of the last 30 years. For example:*

- *break & enter cases required 58% more time in 2003 than in 1983*
- *driving under the influence required 250% more time*
- *domestic assault cases required 964% more time* [154]

Advances in technology such as the development of DNA fingerprinting and the establishment of *cold-case* homicide investigation teams have also added new costs. Other expenditures such as cost of travel for investigations, acquisition of specialized equipment, and associated training costs have accelerated. The national trend to rationalization and regionalization of policing services is a response to these increasing costs. Although the study was conducted in BC, it is reasonable to assume that the effects apply to Alberta and Red Deer.

Table 8-7 below illustrates costs of policing as reported in Police Resources in Canada (PRC), Reports 2004 to 2009.[155]

[153] A 30 Year Analysis of Police Service Delivery and Costing. University College of Fraser Valley; Institute for Canadian Urban Research Studies (ICURS) 2005

[154] Provincial Policy changes such as the British Columbia Attorney General *Violence Against Women in Relationships Policy* 1993.

[155] Police Resources in Canada 2010 Report. Changes to the Police Resources Report. The table "Police operating expenditures in municipal police services", which was presented in previous years, is no longer included in this report because of comparability issues. Due to the different ways that individual police services report expenditure information, comparisons at the municipal level are problematic. 2009 expenditure data is not included.

**Table 8-7 Alberta & National Comparators – Policing Costs per Capita 2004 - 2008**

| Community | Prov | Police | 2004 | 2005 | 2006 | 2007 | 2008 | 2004 – 2008 average | 2004 – 2008 % change | 2007 – 2008 % change |
|---|---|---|---|---|---|---|---|---|---|---|
| Red Deer | AB | RCMP | 124 | 135 | 138 | 118* (133) | 129* (154) | * See below | * See below | * See below |
| Grande Prairie | AB | RCMP | 111 | 129 | 137 | 147 | 160 | 137 | 44.14% | 8.84% |
| Lethbridge | AB | LRPS | 213 | 223 | 231 | 239 | 241 | 229 | 13.15% | 0.84% |
| Medicine Hat | AB | MHPS | 260 | 264 | 274 | 286 | 303 | 277 | 16.54% | 5.94% |
| Wood Buffalo / Fort McMurray | AB | RCMP | 141 | 156 | 175 | 198* (123) | 256* (156) | * | * | * |
| Alberta average | | | 170 | 181 | 191 | 198 | 218 | 214 | 24.61 | 5.20 |
| Delta | BC | DPD | 203 | 214 | 227 | 232 | 243 | 224 | 19.70% | 4.74% |
| Kamloops | BC | RCMP | 132 | 139 | 137 | 144 | 162 | 142 | 22.73% | 12.50% |
| Langley Township | BC | RCMP | 127 | 125 | 136 | 138 | 153 | 136 | 24.47% | 10.87% |
| Nanaimo | BC | RCMP | 137 | 146 | 147 | 145 | 147 | 144 | 7.30% | 1.38% |
| North Vancouver | BC | RCMP | 101 | 103 | 107 | 113 | 122 | 109 | 20.79% | 7.96% |
| Victoria [156] | BC | VPD | 313 | 329 | 344 | 346 | 389 | 344 | 24.28% | 12.43% |
| Brantford | ON | BPS | 178 | 192 | 199 | 215 | 245 | 206 | 37.64% | 13.95% |
| Chatham-Kent | ON | CKPS | 184 | 203 | 201 | 213 | 219 | 204 | 19.02% | 2.82% |
| Wellington County | ON | OPP | 103 | 110 | 105 | 120 | 129 | 113 | 25.24% | 7.50% |
| Codiac Regional | NB | RCMP | 133 | 142 | 166 | 175 | 181 | 159 | 36.09% | 3.43% |
| Cape Breton | NS | CBRP | 160 | 160 | 188 | 188 | 202 | 180 | 26.25% | 7.45% |
| Total average | | | 164 | 173 | 182 | | | 186 | 24.09 | 7.19 |

* Note: the average figures in the table above do not include Red Deer and Wood Buffalo which were not considered due to the following reasons. The Red Deer population figures provided in Police Resources in Canada (PRC) for the years 2008 and 2009 are inconsistent with Red Deer's census.

| | | | |
|---|---|---|---|
| 2008 | municipal census | 87,816 | 105,130 PRC |
| 2009 | | 89,891 | 97,038 |

The population figures distort the *cost per capita* figures. In the table, the second Red Deer *cost-per-capita* figures (in parenthesis) for the years 2007 and 2008 are based on the PRC reported policing costs ($11,454,195 & $13,533,096) divided by the Red Deer municipal census figures. The PRC figures for Wood Buffalo appear to include only the population for Fort McMurray and not the 'shadow population' of Wood Buffalo and so are not included in the average numbers and the additional (cost-per-capita) figures for 2007 and 2008 are calculated using the municipal census figures. The Regional District of Wood Buffalo was formed in 1995 through the amalgamation of the City of Fort McMurray and the Improvement District known as Wood Buffalo.[157]

[156] Victoria includes the municipality of Esquimalt

[157] Order in Council: amalgamates Improvement District No. 143 and the City of Fort McMurray to form a specialized municipality having the name "Municipality of Wood Buffalo"

The average *cost per capita* from 2004 to 2008 is calculated in order to avoid temporary annual anomalies. The *cost per capita* measurement is used as the most appropriate cost comparator as it avoids the discrepancies inherent in *cost per officer* when comparing municipal police departments to contracted provincial police. However, there are discrepancies in the PRC figures described above.

The table above illustrates policing expenditures in the *Review's* comparator jurisdictions increased between 2004 and 2008 on average:

- 7 municipal services 22.37%
- 7 contracted services 25.82%

The table illustrates policing costs per capita from 2004 to 2008 to be on average:

- 7 municipal services $238
- 7 contracted services $134

It must be emphasized that these figures are a guide only. When the gross Red Deer 2009 budget of $20,807,373[158] is divided by the 2009 municipal census figure of 89,891, the cost per capita is $231. However, this figure does not include revenue sources of $5,519,167 (Provincial grants - $1,689,692; Other grants - $360,000; Traffic fine revenue - $3,469,475.) After revenues are included, the actual budget is $15,288,206 which provides a per capita cost of $170. Using the PRC population figure of 92,415 the per capita cost is $165.

[158] Includes community peace officers

## Chapter 9 Policing Costs Analyses – Alternate Police Model

9.1 Red Deer Municipal Police Department – Implementation Costs
- 9.1.1 Changes in Service Provider
- 9.1.2 The Establishment of the Federal Way Police Department
- 9.1.3 The Implementation Process of the Municipal Police Department
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9.2 Operating Costs – Municipal Police Department compared to RCMP
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### Summary

This chapter examines examples of changes in police service providers to determine likely implementation and operating costs and issues to be considered..

There are no financial analyses which are helpful, other than Federal Way WA and Codiac NB, as the circumstances of the changes usually coincided with other municipal changes and the federal statistics report the new jurisdictions. Federal Way reported no savings in the policing costs.[159] In Greater Moncton, in 1997, the combined policing costs of the three jurisdictions of Moncton, Dieppe, and Riverview were $14,694,000[160], and in 1998, the costs of the newly established regional police serving the same service area of the three municipalities were $11,196,000.[161]

The new municipal police department would have start-up costs of approximately $4.6 to $7.5m[162] and net operating costs perhaps $4m higher than the current model. The start-up amount is consistent with the known cost of the Federal Way Police Department implementation and the operating costs are consistent with other municipal services.

[159] City of Federal Way
[160] perivale + taylor 2008. Moncton Police Department, Dieppe Police Department, and RCMP Riverview
[161] Police Resources in Canada 1999
[162] This estimate is consistent with the 1996 start-up cost for the Federal Way PD of US$4.5 to US$5.7m in 2009 dollars

**Introduction**

Under the current RCMP arrangement, the *MPSA* governs the responsibilities for providing facilities and equipment for the detachment. Generally, it can be stated that Canada provides personal equipment, vehicles, and specialized policing-related IT, while the City provides municipal support staff, facilities (offices and detention services), and office equipment and furniture. The following sections of the *MPSA* specify responsibility for provision, ownership and transfer.

In establishing a municipal police department, savings may accrue to the City not only by the credit for the amount already paid by the City, but also by the ease of transition. The absence of a requirement to obtain and install/ prepare new equipment would avoid further costs.

*Article 11.0 Transfer of Ownership of Equipment and Assets*

*11.1 In the event of the expiry or termination of this Agreement,*

*a) the ownership of any item of equipment that was purchased by Canada for the Municipal Police Service shall, at the option of the Municipality,*

*i) be transferred to the Municipality upon payment to Canada of an amount equal to the amount that the current market value exceeds the amount, exclusive of interest, already paid to Canada by the Municipality for that item of equipment; or*

*ii) remain vested in Canada, in which case Canada shall credit the Municipality with any amount by which the current market values exceeds the amount that Canada paid for that item of equipment; or*

*b) where any such item of equipment was purchased by Canada prior to the date of this Agreement for the Municipal Police Service, upon such expiry or termination the Municipality may, at its option, acquire ownership of the equipment by paying to Canada the fair market value, as determined by an independent appraisal obtained by Canada, at the applicable cost-sharing ratio set out in paragraph 9.2(b);*[163]

*c) where any item of equipment that*

*i) cost $100,000 or more,*

*ii) was purchased by Canada at any time for the Municipal Police Service, and*

*iii) was sold by Canada or transferred from the Municipal Police Service, Canada shall credit the Municipality with any amount by which the current market value exceeds the aggregate of payments, exclusive of interest, made by the Municipality in respect of that item.*

[163] MPSA Article 9.2 (b) (ii) … the Municipality shall pay 90 per cent of the cost and Canada shall pay 10 per cent.

### 9.1 Red Deer Municipal Police Department – Implementation Costs

The premise of the cost estimate for the implementation of a municipal police department is that a number of cost centres will not change, or may change very little; for example, the municipal police building costs. Consequently the process focuses on areas that might or would be subject to change. The *Review* examined a number of jurisdictions where recent changes in police service providers had taken place.

#### 9.1.1 Changes in Service Provider

The following examples of changes in police service provider provide a background from which a number of conclusions can be drawn. Appendix 9.1.1 includes complete description of the changes.

2003 Municipal to municipal regional - Victoria & Esquimalt BC
2000 RCMP to municipal regional – Cape Breton NS
1998 Municipal to RCMP – Moncton & Dieppe NB
1997 Federal Ports Canada Police to municipal – Saint John NB & Vancouver BC[164]
1996 Contracted to municipal – City of Federal Way WA
1995 RCMP to municipal – Abbotsford-Matsqui, British Columbia
1990s Municipal to Regional – Ontario
1969-1974 United Kingdom – municipal to regional

When RCMP-policed jurisdictions have changed to a municipal service (Cape Breton NS and Abbotsford BC[165]) the numbers of new officers required has been modest and manageable. It is noted that few RCMP members joined the new agencies: lack of pension transferability is a major disincentive. In addition, the members can be transferred to a nearby detachment without disruption to their career. In the Vancouver Port example only one out of approximately 30 Ports Canada officers joined the VPD. In the Washington State example, five officers from the contracted service (Sheriff's Office) joined the new municipal department of 112 officers.

When municipal jurisdictions change to RCMP service, the process is more straightforward. The *RCMP Act*, Section 20 provides for the process:

> *Taking over other police forces*
> *(4) There may be included in any arrangement made under subsection (1) or (2) provision for the taking over by the Force of officers and other members of any provincial or municipal police force.*

This occurred in 1998 in Metro Moncton NB where two municipal police forces (Moncton and Dieppe) were disbanded by the province which created the Codiac Regional Police Service, an RCMP

[164] Taylor R. "Waterfront Team Implementation Plan", Vancouver Police Department, 1997
[165] Four RCMP members joined the APD

Detachment formed from the officers of the municipal forces[166] and the contiguous RCMP Detachment of Riverview.

As noted above, there are no financial analyses which are helpful, other than Federal Way and Codiac, as the circumstances of the changes usually coincided with other municipal changes and the federal statistics report the new jurisdictions. Federal Way reported no significant changes in the policing costs.[167]

### 9.1.2 The Establishment of the Federal Way Police Department (FWPD) WA 1996

This example is described more fully as it is the closest example found by the *Review* to the Red Deer situation. The Consultants visited the city to examine the background.

Until 1996 the City of Federal Way WA received contracted policing services from the King County Sheriff's Office. In October 1996 the City withdrew from the *Memorandum of Understanding* with the County and established a municipal police department. Federal Way is a city of just under 90,000 (Red Deer under 97,000) population, located on the Interstate highway halfway between the larger centres of Seattle (pop. 608,000) and Tacoma (pop. approx' 200,000). This is analogous to Red Deer's site between Edmonton and Calgary. In 1996 the population of Federal Way was 75,000 (Red Deer population was 62,000) and the newly created police department had a complement of 112 officers (Red Deer had 72 officers[168]). In 2010 the FWPD had an actual and authorized strength of 136 officers and Red Deer approximately 131 to 135.[169]

The issues behind the change in service provider were described as

- increasing costs of the contracted service
- a desire for a policing model more closely aligned to the community
- the natural progression of city services with the growth of the city

A start-up budget of US$4.2m was established and the actual costs were US$3.3m. These amounts are estimated to represent $5.7 to $4.5m in 2009 US$.[170] Cost savings were realized by not having an overlap of both FWPD and KCSO personnel and by obtaining radios from the KCSO at little or no cost.[171]

[166] All but three of the 148 municipal officers joined the RCMP
[167] City of Federal Way
[168] Police Resources in Canada
[169] Figures from FWPD, the City or Red Deer, and Police Resources in Canada 2010 Report
[170] Figures are left in US dollars to allow future comparisons regardless of the Canada-US exchange rate
[171] FWPD

The new police department leased space for the first several years but eventually moved into the new combined city hall and public safety building.

The process started in May 16, 1995 [172]

> *Federal Way City Council - Regular Meeting*
> *VII CITY COUNCIL BUSINESS*
> *Future Police Services*
> *Councilmember moved to direct the City Manager to notify King County that the city is terminating that certain interlocal agreement providing for Police Services entered into between the City of Federal Way and King County, and, further, to direct the City Manager to take all necessary actions, including the expenditure of all necessary funds, in order to form a City of Federal Way Police Department on or about November 15, 1996. The motion passed.*

September 3, 1996

> *Federal Way City Council - Regular Session*
> *City Manager Report*
> *City Manager conveyed Chief Wood has begun training the new police officers and informed Council there are now 45 sworn-staff persons on board the Police Department*.

September 17, 1996

> *Federal Way City Council - Regular Session*
> *City Manager Report*
> *City Manager reported the Police Department began their first phase of operation, street patrol, yesterday.*

Appendix 9.1.2 includes additional council minutes relating the establishment of the police department.

It is reported that the costs of policing changed little, if at all; the more important advantage was having a greater ability to align services to the city's issues and priorities. The length of time from the decision to establish the new department in May 1995 and to the operational launch in October 1996 is reported as being too short. The department operated on instruction rather than policies for the first several months and the first two years were described as challenging.[173]

There are significant administrative differences between the State of Washington and the Province of Alberta. All police officers in the state share the same pension scheme and so pension transfer was not an issue for intra-state hires. Persons hired from outside the state were unable to transfer pension funds. There are 39 sheriff's offices, 174 police departments, 6 university police departments, and 21 tribal agencies in the state. In addition, there are several state agencies with peace officer powers including the Highway State Patrol. In this environment there is far more mobility within the agencies than in Alberta where there are seven municipal police forces and the RCMP, and in addition the Sheriff's Office and peace officers.

[172] City of Federal Way Council Minutes
[173] Operating instructions were provided while policies were being developed. FWPD and City of Federal Way

### 9.1.3 The Implementation Process of the Municipal Police Department

The implementation would require a two-year process.[174] A project management team would be required including

- A police commission to lead the process
- Chief of Police and Deputy
- Human Resource (HR) support staff

for selection and hiring, and the development of polices, MOUs, and protocols.

#### 9.1.3.1 Establishment of the police commission

City Council would have the responsibility to appoint the police commission under the *Act*. The Commission's operational expense is estimated at $20,000 to $25,000 per year.[175]

#### 9.1.3.2 Selection of Chief and Deputy – Executive Team and Managers

Senior managers in other police agencies advised the *Review* that this is probably the easiest human resource issue to overcome. A suitable Chief of Police (two years for project management) and Deputy (one year for project management) could be identified at an early stage in the process to oversee the implementation plan in collaboration with the new police commission and the City. Interviewees suggested that the middle level of managers and supervisors would be the most difficult to recruit and develop in the new municipal agency. Many officers with high potential are likely to have a career path established within their home agency and have family who are ensconced in local schools and/or careers.

Timelines, policies, procedures, and protocols would be developed by the Executive Team in consultation with the Police Commission, the City, affected municipal/provincial services, and community and social agencies.

#### 9.1.3.3 Support Human Resource Staff

The HR support function (4 FTEs one year) would manage the selection and hiring of all other police personnel and form the HR function of the new police department when established. It is envisioned that the project management team could be housed in the new police building.

- Selection and planned hiring would be undertaken by the HR team over several months prior to the changeover

[174] Consultation with police and civic stakeholders
[175] Estimated costs of $20,000 to $25,000 per annum based on similar boards/commissions however depending on the activities of the commission this estimate may increase

#### 9.1.3.4 Facilities – buildings

The new Red Deer police HQ building opened in 2011. It is assumed that operating costs will not change significantly regardless of policing service provider. The North Office opened in 2009, and consequently the City has the advantage of having new city-owned facilities already in place.

#### 9.1.3.5 Facilities - Radio-data - 911 Call Taking

The OCC communication-call taking function, ideally, could, subject to negotiation with the RCMP, stay in place for the police department. The start-up costs may be in need of additional communication equipment in the Watch Office and these potential costs are unknown.

#### 9.1.3.6 City IT Systems

The cost of the information systems for the municipal police department would be borne by the City. The following tables illustrate the estimated start-up for the municipal system including equipment, applications, integration, and project management. Note: see Chapter 8.2.1.3 below for the discussion on the opportunity for equipment to be transferred to the municipality. Some components of the system, especially vehicle laptops, might represent a cost savings if the complete vehicles and equipment were transferred.

**Start-up Costs** [176]

**Network Architecture**

| Item | Estimated one time cost |
|---|---|
| Data Room Build (including environmental controls) | $250,000 |
| Uninterruptible Power Supply | $10,000 |
| Racking Equipment | $10,000 |
| Switches and Routers | $50,000 |
| Cabling | $20,000 |
| Other: Room Security | $10,000 |
| Total | $350,000 |

[176] Estimates provided by City staff

**Mobility Costs**

| Item | Estimated one time cost |
|---|---|
| Vehicle Refit Costs (60 vehicles) | $30,000 |
| Other: Portable Radios (60) | $120,000 |
| Total | $150,000 |

**PCs Laptops & Servers**

| Item | Estimated one time cost |
|---|---|
| PCs 50 for OCC and Admin | $60,000 |
| PCs 75 for RDPS members | $90,000 |
| Ruggedized Vehicle Laptops (60 @ $4,000) * see below | $240,000 |
| Common Applications (Microsoft Office, etc.) | 65,000 |
| Servers | $150,000 |
| Other: Printers and Plotters | $175,000 |
| Dual Firewalls for redundancy | $20,000 |
| Total | $800,000 |

**Systems**

| Item | Estimated cost |
|---|---|
| Case Management System and Implementation Costs | $75,000 |
| Import of Historical Information - Integration Costs | $600,000 |
| Extract Costs from CIIDS (RCMP) System | $25,000 |
| Police Dispatch System and Implementation Costs | $500,000 |
| CPIC | $50,000 |
| Total | 1,250,000 |

**Integration and Project Management**

| *Item* | *Estimated cost* |
|---|---|
| Integration with Existing Applications | $75,000 |
| Project Management | $100,000 |
| Total | $175,000 |

**Telecommunication**

| *Item* | *Estimated cost* |
|---|---|
| 100 cell phones | $20,000 |
| 150 fixed line desk phones | $60,000 |
| Total | $80,000 |

The estimated IT start-up costs total $2,805,000. It should be noted that Agreement Article 11 governs *the Transfer of ownership of equipment and assets*. In the event that a municipal police department assumed policing responsibilities, a transfer of ownership would assist the seamless change of service provider and might reduce costs through using existing equipment and avoid installation and start-up costs.

The laptops could be reconfigured but the server would also have to be reconfigured. This would be complex as there is no local database; the RCMP is using their centralized data repository. It would be possible to continue to use the RCMP server, but there would be significant policy and security issues to resolve and the technical steps would nonetheless be complex. The costs of such a change are unknown.

#### 9.1.3.7 Fleet

There is uncertainty over the budget required. The amount of municipal credit under the *MPSA* which would be available is unknown and may change depending on the age/value of the vehicles and the date of a changeover. The possibility and cost of continuing the use the vehicles' data/IT equipment is unknown.

- a new fleet 60 x $50k = $3m or
- conversion of existing fleet 60 x $1000 = $60k
- the cost of a new fleet could be amortized over five years[177]

#### 9.1.3.8 Staff – Sworn and Non-sworn Overlap

The costs of sworn and non-sworn staff would be affected by the nature of a transfer of service. It is difficult to conceive of an overnight transfer; some type of phased-in or overlap service would be required in order to provide adequate policing through the process. In the case of a short change-over period, staff overlaps would be required and, consequently, the costs would include both the current *MPSA* staff and the newly-hired RDPD staff.

[177] other police agencies indicate a five-year operational life for their vehicles

Should a longer phase-in period be implemented, over a number of months, departing RCMP *MPSA* staff would be replaced one on one by RDPD staff. Note: some RCMP personnel might transfer to the new department but previous experience shows this would be a small proportion. This process is less expensive as it might not require overlapping staff.

#### 9.1.3.9 Municipal Support Staff Restructuring

Employee jobs (Non-RCMP) could change or no longer be needed, and new positions and new skill sets might need to be filled with appropriate personnel. The potential cost is unknown but believed to be small. The changeover challenges and costs would likely be reduced with a phased process.

#### 9.1.3.10 Pension

The potential impact and costs of pensions for retained RCMP is unknown. When the Codiac Regional Police was established through provincial legislation, absorbing municipal employees, it was reported that the pension adjustments and accommodation were difficult and created some degree of frustration and litigation.[178]

The issue of pension portability was also raised in the Halifax Regional Municipality's Policing Resources Study (2009).[179] The issue of pensions is the greatest determining factor as to whether RCMP personnel would be willing to remain in place. Unlike the numerous policing amalgamations in Ontario where the municipal and provincial police are members of the same pension plan, the RCMP personnel are members of a federal plan, separate from the Halifax municipal pension plan. The HRP Police Association, following consultation with a pension expert suggests that a group agreement would have to be negotiated to achieve such a mass transfer of personnel from the RCMP to a municipal entity.

#### 9.1.3.11 Uniforms and Personal Equipment

The one-time start-up costs of uniform and personal equipment are estimated at approximately $3200 per officer for a total of approximately $500,000.

### 9.1.4 Summary

Given the number of unknowns it is difficult to provide an accurate implementation costs estimate.[180] The following is a summary list of items that should be considered and where possible an approximate estimate of the potential expense is provided.

[178] perivale + taylor. City of Moncton Policing Services Study, 2010.
[179] Perivale + taylor. Halifax Regional Municipality: Policing Resources Study. April 2009.
[180] The mandate of the *Review* did not require the development of a detailed change plan.

**Table 9-1 Summary of Transition (or Start Up Costs)**

| Implementation Process | Estimated cost Low range | Estimated cost High range |
|---|---|---|
| Project Management – 2 years<br>Includes<br>▪ Police Commission 2 years<br>▪ Police Chief 2 years<br>▪ Deputy Chief 1 year<br>▪ HR team 1 year | $1.25m | $1.25m |
| Facilities – buildings | Low or not applicable | |
| Facilities<br>Radio-data-911 call taking | Unknown – continuing with the OCC with fee for service | |
| City IT systems | $2.805m | $2.805m |
| Fleet | $60,000<br>Existing fleet if transferred to the PD at no cost | $3m<br>New Fleet |
| Staff overlap transition | Lower, but unknown, if the replacement of staff is gradually phased in | High, but unknown, if the change over period is short |
| Municipal staff restructuring | Unknown but probably low | |
| Pension | Unknown but probably low or not applicable | |
| First issue of uniforms and personal equipment | $500,000 | $500,000 |
| Totals | $4.615m + unknowns | $7.555m + unknowns |

## 9.2 Operating Costs – Municipal Police Department compared to RCMP

### 9.2.1 Alberta Municipal Theoretical Models – Medicine Hat and Lethbridge

In the examination of the options for police models in Red Deer, a number of theoretical financial models have been created in order to determine a likely range of costs. The *Police Resources in Canada Reports* (PRC) based models use the average total costs for the five comparator municipal police departments and are based on the *per-capita* costs and the *per-officer* costs. The sources are from *Statistics Canada PRC 2008* and *2009 Reports*.[181]

The Alberta Costs-based models use examples from the *Alberta Solicitor General and Public Safety Cost Review of Municipal Police Report 2008*.[182]

Notwithstanding the issues associated with the *per-officer* cost calculation (described in Chapter 8.3), in this application they are only one measurement, are applied only to municipal departments, and provide a cost model that can be compared to the *per-capita* cost. As noted elsewhere in this report, although important, the cost of services is but one factor to be considered in evaluating the most appropriate police service model.

It should be emphasized that the various sources provide differing figures. The intent of the analysis and theoretical models is to provide a range of potential costs which, when considered as a whole, provide a reasonable prediction of the range of costs which can be compared to each other and to the existing model.

### 9.2.2 Red Deer Police Department Staffing Levels

The largest portion of policing costs is for wages and benefits; consequently, determining the number of officers is an important decision. To determine a theoretical staffing level of a new municipal police department, the average number of officers per 100,000 population of the municipal comparators was used.

In Table 9-2 below, the 2009 figures for authorized strength are from the *Police Resources in Canada (PRC) 2009 Report*; the PRC 2009 population figures are from the *PRC 2010 Report*. It is noted that the PRC figures differ from the Alberta municipal census figures[183] and so both are included. The police per

[181] 2009 financial figures are not available
[182] 2009 financial figures are not available
[183] Government of Alberta 2009 Official Population List

100,000 population figures are calculated from the figures in the table, which are slightly different from the PRC figures (which combine 2010 staffing with 2009 population).

**Table 9-2 Officer staffing levels – comparators 2009**

| | Population | Officers (authorized strength) | Police per 100,000 population |
|---|---|---|---|
| Red Deer RCMP AB | 92,415 (PRC)<br>89,891 (Municipal) | 138[184] | 149<br>154 |
| Lethbridge Regional AB | 89,835 (PRC)<br>85,492 (Municipal) | 153 | 170<br>180 |
| Medicine Hat Municipal AB | 63,443 (PRC)<br>61,097 (Municipal) | 114 | 180<br>187 |
| Delta Municipal BC | 100,635 (PRC) | 165 | 164 |
| Brantford ON | 95,285 (PRC) | 156 | 184 |
| Chatham-Kent ON | 109,858 (PRC) | 170 | 155 |

The average of the five comparator police departments' staffing level (PRC) per 100,000 population is 171 which will be used for the purposes of the Red Deer Police Department theoretical model. Such a ratio would result in the Red Deer Police Department having 158[185] officers under the PRC population and 154[186] for the municipal population.

It should be noted that the exact composition of the 158 figure, regarding ranks, patrol, and specialist functions will vary based on details of the implementation plan. The figure may include both police and peace officers if some police positions are reclassified as peace officers (as does the current Red Deer budget but not the authorized PRC strength) and also may be reduced if some services are contracted out. However, these details will have a minor effect on the total budget. All the comparator agencies have, to varying degrees, a range of such positions.

[184] Statistics Canada Police Resources in Canada 2009 figure does not include peace officers
[185] 171 / 100,000 x 92,415 = 158
[186] 171 / 100,000 x 89,891 = 153.7

### 9.2.3 Costs PRC

The figures in table 9-3 are from Police Resources in Canada 2008 and 2009 Reports (PRC).

**Table 9-3 Cost per capita & officer 2008**

| | Budget | Cost per capita | Police Actual | Cost per officer* |
|---|---|---|---|---|
| Lethbridge Regional AB | $21,169,500 | $231 | 148 | $143,037 |
| Medicine Hat Municipal AB | $18,805,939 | $274 | 109 | $172,532 |
| Delta Municipal BC | $25,318,240 | $227 | 158 | $160,242 |
| Brantford ON | $23,204,057 | $199 | 152 | $152,658 |
| Chatham-Kent ON | $24,304,850 | $201 | 167 | $145,538 |
| Average | $22,560,517 | $226 | 147 | $154,801 |

*Note: The costs per officer comparisons are based on the total police budget divided by the number of officers to enable different models to be compared

### 9.2.4 Projected Red Deer Police Department Costs – PRC based

Table 9-4 uses the average figures from Table 9-3 to project costs based on the Red Deer population (both PRC census and Alberta municipal census) and also to the proposed staffing level of 158 officers.

**Table 9-4 Total Projected Police Department Cost 2008 Dollars**

| Methodology | Total Projected Budget |
|---|---|
| Population model PRC Census | $20,885,790 |
| Population model Municipal Census | $20,315,366 |
| Projected cost based on operational cost per officer @158 officers | $24,458,558 |

### 9.2.5 Costs based upon the Alberta Municipal Costs Report

Table 9-5 uses figures from the Alberta Solicitor General and Public Safety Cost Review of Municipal Police Report 2008.

**Table 9-5 Total Projected Police Department Cost 2008 Dollars**

| Methodology | Cost per capita | Police | Total Operating Cost per officer |
|---|---|---|---|
| Lethbridge Regional | $274 | 108 | $155,209 |
| Medicine Hat Municipal | $276 | 71 | $153,009 |
| Average municipal | $275 | | $154,109 |

### 9.2.6 Projected Red Deer Police Department Costs – Alberta Municipal Costs based

Table 9-6 uses the average figures from Table 9-5 to project costs based on the Red Deer population (both PRC census and Alberta municipal census) and also to project the proposed staffing level of 158 officers.

**Table 9-6 Total Projected Police Department Cost 2008 Dollars**

| Methodology | Total Projected Budget |
|---|---|
| Population model PRC Census | $25,414,125 |
| Population model Municipal Census | $24,720,025 |
| Projected Cost based on operational cost per officer (158 officers) | $24,349,222 |

### 9.2.7 Major Operating Costs Summary Comparison

The predicted Red Deer Police Department budget is based on the average from the six figures in Tables 9-4 and 9-6, for a total budget of $23,357,181 in 2008 dollars. The total predicted 2009 budget is an increase of 6.5% over 2008 for $24,875,398.[187] Table 9-7 compares the two budgets.

**Table 9-7 Total 2009 Budgets**

| Expenditures | RCMP 2009 Actual | Police Department 2009 Predicted |
|---|---|---|
| RCMP Police Operations Direct & Indirect costs | $14,858,856 – net 90% Actual 122 officers Plus Divisional Support | Predicted 158 Officers |
| Fleet | Included | Included |
| Municipal Support | $5,198,986 | Included |
| Communications: dispatch & call taking | Included | Included |
| IT | Included | Included |
| Facilities | $749,531 | Included |
| Legal | Included | Included |
| Specialized Services | Included | Included |
| Insurance | Included | Included |
| Police Committee/ Commission | | Included |
| Total police budget gross | $20,807,373 | $24,875,398 |

[187] Police Resources in Canada 2010 Report. Average increase in Alberta policing cost 2009 over 2008 is 6.5%

The Federal 90/10 cost sharing indicates that the total Direct and Indirect costs would be $16,509,840 and the total policing budget $22,458,357. The total budgets for either model do not include any revenue sources other than the cost sharing.

Although the predicted 2009 police department cost figures are theoretical, there are a number of known costs which can explain the predicted four million dollar difference in annual operating costs.

The following actual examples would affect the police department budget:

- the loss of the 90/10% cost sharing arrangement which would have a net effect of approximately $1.65m
- annual City IT support costs estimated at $1m
- the need to pay for communication & dispatch services through the OCC or increase resources in an in-house communication centre
- an estimated liability insurance annual cost of $500,000 to $600,000
- the cost of operating a police commission, approximately $25k plus unknowns
- the loss of the invoicing for the net number of officers (the number of officers assigned to the detachment by month which does not include absences) compared to the 100% cost of municipal officers, regardless whether they are deployed or absent

Table 9-8 compares the costs based on the budgets in Table 9-7.

**Table 9-8 Total Projected Police Department Cost 2009 Dollars**

| | Cost per capita Municipal Census | Police | Cost per officer |
|---|---|---|---|
| Red Deer Police Department | $277 | 158 | $157,439 |
| Red Deer Detachment | $231 | 122* | $170,552 |

* The figure of 122 officers does not include Divisional personnel available to assist the Detachment which distorts the figures.

### 9.2.8 Findings

The various approaches and measurements provide a range of estimates and predictions. The process followed in the *Review*'s development of comparative costs is to explore a wide range of methodologies and then seek an average figure within the range.

Based on the above, the new municipal police department would have start-up costs of approximately $4.6 to $7.5m plus a number of unknown costs, and annual operating costs perhaps $4m higher than the current model.[188]

The operating figures are in 2009 dollars and the RCMP figures are the actual 2009 budget. The police department figures are theoretical; however they are based on actual 2009 budgets from comparator departments. The start-up costs are consistent with the known costs for the Federal Way Police Department of US$4.3m to 5.7m (2009 US dollars).

[188] Note: these figures do not include the recent traffic ticket administrative costs imposed by the province.

## Chapter 10 Oversight

### Summary

The two policing oversight models provide discrete advantages and disadvantages. The issues to be considered in viewing the options are delineated in the matrix contained in the *Review* Summary, Recommendations and Strategic Framework document.

The contracted model relieves the municipality of the responsibility and cost of governance but factors such as turnover (non-permanence) of personnel might reduce community knowledge and planning, policy decisions and accountability.

City police department may incur considerable set-up costs and ongoing cost for those staff that are provided at divisional level by a contracted service; the police commission governing a police department incurs costs and responsibilities for the municipality but the police are more closely aligned with the municipality. The permanence of staff permits a greater knowledge of local issues, however, in a small department, reduced turnover does create a risk of stagnancy amongst personnel and the attendant need to provide motivation.

This issue area is addressed in Ch.12.

## Chapter 11 Calls for Service System

As noted above, the quantitative review of police data shows that the vast majority of incidents, eighty per cent, come to the attention of the police through telephone calls.[189]

'Calls for service' originate from different sources and are classified as either emergency or non-emergency. An emergency call for police service generally enters the reporting system via the Red Deer Regional 911 Communication Centre, located in the Red Deer Fire Hall. As the Primary Service Answer Point (PSAP), operators will receive and route police related calls to the Secondary Service Answer Point, which in the case of Red Deer is the RCMP Southern Alberta Operational Control Center (OCC). Here, staff members designated to receive calls for service for the City of Red Deer municipal RCMP will create files using the Computer Integrated Information and Dispatch System (CIIDS) and then route (dispatch) the file for police attention and response.

Calls for service may be generated in many ways, for example:

- By a 911 call from a citizen to the OCC via PSAP.
- By a non-emergency call from a citizen to OCC.
- By a call or visit by a citizen to the front counter at the detachment.
- By police patrol activity, for example, officer /violator contacts, such as the issuance of speeding ticket, or the arrest of an impaired driver.
- A patrol unit being hailed by a citizen on the street.
- By a request for assistance from another police agency such as a request for a 'notification of death' or an administrative query.
- By a request from a unit which is at the detachment for assistance from another unit to conduct a breathalyzer test.

Currently, the OCC has no established capacity to triage or otherwise process the information. However, the Consultants were advised that a pilot project, 'Member Operational Support Section' (MOSS) commenced operation in "K" Division, May 24, 2011 and is operated from the Northern Alberta OCC (NAOCC) but covers the entire province. MOSS entails a senior police officer being present in NAOCC to monitor calls for service and supply guidance and direction to front line operational members.

Calls for service may also be generated from the Detachment Operational Center or the Watch Office (or as it is colloquially known, the Bubble Room) which is located within the detachment and staffed 23 hours each day by two municipal employees and the additional 24th hour by one employee. The Watch Office staff monitor calls which are dispatched by OCC to Red Deer units via CIIDS and provides administrative support in the form of, for example, the conduct of CPIC or vehicle ownership checks. The staff also dispatch units based upon calls for service that may be generated by citizens who attend the front counter

[189] See Part 1 of the *Review*.

at the detachment. Watch Office personnel also "convert" CIDDS files to PROS files, both of which are RCMP systems. CIIDS must be transferred to PROS format for report preparation and submission. The Watch office is funded by the City of Red Deer.[190]

In focus groups and interviews conducted in the course of the *Review*, practitioners supported more creative and effective protocols through the OCC and Detachment for call processing. The public telephone survey conducted as part of the public consultation in the *Review* indicated considerable public support for the use of alternative methods to address calls for service. In this instance, respondents were asked, which alternatives they would use to make a report, if there was another secure method of reporting non-emergency incidents, rather than having police attend. As indicated, respondents were in favour of a number of alternatives:[191]

- Telephone police and make report (76.9%)
- Make the report to police by email (23.9%)
- Use police website to make report (22.4%)
- Go to police station (27.1%)
- Make appointment for follow-up (15.9%)
- Use a person authorized by the city/police, who is not a police officer ( 26.1%)

It is noted that only 3.7% of respondents wanted police to respond to all calls.

While it is important to ensure that all incidents of crime which occur are reported to allow an accurate assessment of community safety, it is also important that expensive police resources are used in an optimum fashion. Across Canada there are examples of web reporting, telephone reporting, telephone triage and initial investigation, and follow-up investigation appointments and other initiatives which have been implemented in an attempt to achieve this dual objective. These are described in Appendix 3-1.

Given the quantitative workload analysis conducted as part of Part 1 of the Review, along with input gleaned from interviews with stakeholders and police personnel and the aggregated data in response to the public survey, the following conclusion is made with regards to call receipt and dispatch for calls related to Red Deer.[192]

- A priority call list should be developed which establishes those categories of calls for assistance that can be routed from OCC for an alternative response. Criteria for the rerouted calls should consider factors such as, but not exclusively,
  - The seriousness of the incident
  - The degree of imminent danger afforded a citizen

[190] Ibid. See note (page viii) *"The fiscal cost of the current dispatch is nil, as the city does not contribute to the operation of the Southern Alberta OCC."*
[191] Respondents were allowed to make multiple responses.
[192] See also *Review Summary , Recommendations and Strategic Framework* document, Recommendation 4.21

- The presence of a suspect
- The recency of the incident
- The likelihood that evidence of a crime is present where its evidential value will be compromised if not retrieved immediately.
- The degree of anguish demonstrated by the caller
- And others.

- The list should allow discretion on the part of the call receiver but always ensure that citizen safety and customer satisfaction are paramount.

- The alternative response process may include direction of calls to either a report desk or, as appropriate, the Watch Office.

- The alternative response report desk should be staffed to permit,
  - Over the phone, investigation of minor criminal incidents which meet the criteria noted above.
  - Redirection of alternative response calls where it is deemed that the attendance of an officer is desirable.
  - Advise to be provided to callers on police related matters.

- A website should be established which affords the public an opportunity to report criminal incidents on-line.

- All methods of alternative response should ensure that all incidents which relate to community safety and security are recorded and factored in to periodic reports of workload and crime analysis.

- Media releases should be developed which inform the public of the alternative reporting methods.

- Processes are established in the planning and implementation phases to ensure that the approach can be evaluated.

## Chapter 12 Police – City Reporting Relationships

12.1 Governance Introduction
12.2 Governance framework – RCMP Detachment
12.3 Governance framework – Police Department
12.4 City Level Governance
12.5 Structure and process for governance – RCMP Red Deer detachment
12.6 Structure and process for governance – Red Deer Police Department
12.7 The reporting arrangement in the City at facilitation level
- Community Services Division
- Protective Services Division

12.8 Comparators and Issues
12.9 Observations
12.10 Recommendations
12.11 Reporting schemata

### Summary

This chapter discusses oversight in the context of the City of Red Deer. Oversight is used in a dual sense. The first is that of governance. Governance is the higher order strategic development and monitoring of macro actions of the police. Oversight can also be considered as the more tactical development, facilitation, and monitoring of policing approaches.

Accordingly, governance will first be reviewed at the more senior level of strategic influence, and input to, policing and crime prevention. In the case of the RCMP Detachment, the mayor, as CEO, is *de facto* the senior oversight (under the *MPSA*). In the case of a municipal police department *de facto* the senior oversight is a police commission.

The second part of the chapter, at the lower level of oversight in Red Deer, that of facilitation or orchestration, identifies the pros and cons of whether the police service should be aligned with the Community Services Division (the current arrangement) or whether it would be more appropriate for it to report to a new Protective Services Division which would include police, fire, ambulance, and emergency planning services. Ambulance services are provincially controlled.

Appendix 3-5 includes examples of RCMP service oversight models, and drawing on these examples the advantages and disadvantages of the question are weighed.

## 12.1 Governance – Introduction

Governance deals with *what* an organization is to do and is, therefore, highly focused on planning, setting goals and objectives, and on the development of policies to guide the organization and monitor its progress toward implementation of its plans. The primary focus of governance should be on the long term – the organization's mission, values, policies, goals, objectives and, for public sector institutions, its accountability under the terms of its implicit social contract.

Governance is a crucial aspect of policing in a democratic society. The police are afforded extraordinary powers of search and seizure and in certain circumstances are expected to use coercive force.[193]

Much attention has been focused on good governance practices in the private sector in Canada, the United States, the United Kingdom, and elsewhere. In public-purpose organizations, good governance is about more than getting the job done. In non-profit organizations and government agencies, where community and organizational values typically play an important role in determining both organizational purpose and style of operation, process is as important as product.

Since the form of oversight is largely shaped by the cultural norms and values of the organization and the society in which it operates, there can be no universal template for good governance. Each organization must tailor its own definition of good governance to suit its needs and values.[194]
In the case of policing, and to a lesser extent and more broadly, crime prevention, the governance approach is also defined by legislation and, in the case of engaged[195] services, in addition by an agreement for services.

There are certain core fundamental aspects of effective governance. Inherent in this definition is the notion of *stewardship* or exercising prudent decision-making in a trust relationship. For police oversight bodies, this means balancing responsibility to staff, to stakeholders, to the municipality and to the community. A comment made in the case on Red Deer is that the Council is the 'Steward of the Vision'.

Civilian oversight of the public police is essential in democratic society. It is also essential that there is a balance between the independence of the operations and investigations of the police; and the nature and

[193] Klockars, Karl B. The Idea of Police, Sage Publications, Inc 1985
[194] "Governance Basics", Institute on Governance, Learning Tools, http://www.iog.ca
[195] Term used for RCMP detachments in the Alberta *Police Act*

form of oversight in order to ensure accountability to the public. In Alberta, the *Police Act* provides for Policing Committees and Police Commissions which are examined in the following section. A third option, the RCMP Advisory Committee, sometimes established in RCMP policed communities, does not enjoy any official status under the *Police Act* and is not considered an oversight body.

### 12.2 Governance Framework – RCMP

The *Municipal Police Service Agreement (MPSA)*, April 1st 1992[196], between the Government of Canada and the Municipality of Red Deer, provides a contractual basis for the role of the municipality regarding the management, direction, and accountability of the Red Deer RCMP City Detachment. It should be noted that the Consultants were advised that a new *Agreement* has been reached and the most significant changes will affect governance and that a committee-like environment is envisioned.

*ARTICLE 3.0 Management of the municipal police service*

*3.1 a) The internal management of the Municipal Police Service, including its administration and the determination and application of professional police procedures, shall remain under the control of Canada.*

*3.1 b) The level of policing service by the Municipal Police Service shall meet the level as determined by the Chief Executive Officer in consultation with the Commissioner.*

*3.1 c) The minimum standard of policing in the Municipal Police Service shall meet the standard as determined by the Commissioner in consultation with the Chief Executive Officer.*

*3.1 d) The level of policing service as determined by the Chief Executive Officer under paragraph (c) shall not be less than the minimum standard as determined by the Commissioner under paragraph (b).*

*3.2 Nothing in this Agreement shall be interpreted as limiting in any way the jurisdiction of the Province in respect of the administration of justice and law enforcement in the Province.*

*3.3 The Chief Executive Officer may set objectives, priorities and goals for the Municipal Police Service which are not inconsistent with those of the Minister for policing in the Province.*

*ARTICLE 4.0 Direction and Reporting*

[196] As this report is released, a new service agreement is nearing finalization. Although the full content of the agreement has not been released, the Consultants were provided information that the new is not substantially different from the old agreement.

*4.1 The member in charge of the Municipal Police Service shall, in enforcing the by-laws of the Municipality, act under the lawful direction of the Chief Executive Officer or other such person as the Chief Executive Officer may, in writing, designate.*

*4.2 The member in charge of the Municipal Police Service shall report as reasonably required to either the Chief Executive Officer or his designate on the matter of law enforcement in the municipality and on the implementation of the objectives, priorities and goals set by the CEO.*

Whatever oversight model is applied, it must be consistent with the *MPSA* and the *Alberta Police Act*.

The *Police Act*

*The Government of Alberta is responsible for ensuring that adequate and effective policing is maintained throughout Alberta.*

*Minister's responsibility for policing standards*

*3.1 The Minister may, subject to the regulations,*

*(a) establish standards for*

*(i) police services*

*(ii) police commissions, and*

*(iii) policing committees, and*

*(b) ensure that standards are met.*

Section 23 of the *Act* provides the authority for the municipality to establish a policing committee.

*Policing committees*

*(1) In this section, "officer in charge" means the officer in charge of the unit of the police service that is providing policing services to a municipality under section 22.*[197]

*(2) A council that has entered into an agreement under section 22 may establish a policing committee.*

*(3) A council that establishes a policing committee shall, subject to the regulations,*

*(a) prescribe the rules governing the operation of the policing committee, and*

*(b) appoint the members of the policing committee.*

*(4) A policing committee shall consist of not fewer than 3 nor more than 12 members.*

*(5) If*

*(a) 4 or fewer members are appointed under subsection (3), one of them may be a member of the council or an employee of the municipality, or*

*(b) 5 or more members are appointed under subsection (3), 2 of them may be members of the council or employees of the municipality.*

*(6) The council may provide for the payment of reasonable remuneration or of a gratuity or allowance to members of the policing committee.*

*(7) The term of office of a person appointed to a policing committee is*

*(a) 3 years, or*

*(b) a term of less than 3 years, but not less than 2 years, as may be fixed by bylaw.*

[197] *Section 22 (3): Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with (a) the Government of Canada for the employment of the Royal Canadian Mounted Police.* This is the section of the *Act* under which the municipality of Red Deer delivers policing services

*(8) Notwithstanding subsection (7), a majority of the members appointed to a newly established policing committee shall be appointed for 3 years, and the remaining members shall be appointed for 2 years.*

*(9) The members of a policing committee shall, at the first meeting of the policing committee in each year, elect from among their members a chair and one or more vice-chairs.*

*(10) A member who is a member of the council or an employee of the municipality is not eligible to be elected as chair or vice chair of the committee.*

*(11) A member of a policing committee is eligible for reappointment if the reappointment does not result in more than 6 consecutive years of service by that member.*

*(12) If a person who is a member of a council is a member of the policing committee, that person's appointment to the policing committee terminates on that person's ceasing to be a member of the council.*

*(13) The appointment of a member to the policing committee may not be revoked by the council except for cause.*

*(14) A policing committee shall, with respect to the municipality for which it is established,*

- *(a) oversee the administration of the agreement made under section 22,*
- *(b) assist in selecting the officer in charge,*
- *(c) represent the interests of the council to the officer in charge,*
- *(d) in consultation with the officer in charge, develop a yearly plan of priorities and strategies for municipal policing,*
- *(e) issue instructions to the officer in charge respecting the implementation and operation of the yearly plan,*
- *(f) represent the interests and concerns of the public to the officer in charge,*
- *(g) assist the officer in charge in resolving public complaints, and*
- *(h) appoint a Public Complaint Director.*

*(15) All persons appointed to a policing committee shall take the oath set out in Schedule 2.*

A Red Deer Policing Advisory Committee was dissolved by Council in 2004 and the OIC currently reports to the Director of Community Services.

The strict regulation of policing committees under the *Police Act* has produced some controversy. According to reports, in 2008 Red Deer Council submitted a resolution to the Alberta Urban Municipalities Association (AUMA) asking the province to stop spelling out exactly what a policing committee can do.[198] In response to the concerns of its members, AUMA conducted a study which was adopted by AUMA at it Conference in November 2009.[199] The AUMA Recommended Position on Policing Committees reads as follows:

> *Each municipality contracting for RCMP municipal policing should establish a mechanism to carry out the responsibilities allocated to Policing Committees in the Police Act. The mechanism should be appropriate to the community and the Police Act should allow for locally-developed committee formats. The establishment of local committees dealing with protective services enables coordination between all of the emergency service providers. The RCMP should require consultation with local officials during the appointment of all detachment commanders. The*

[198] City seeks new Policing Committee rules, Red Deer Advocate, May 22, 2008

[199] Refer to Policing in Alberta, adopted by the AUMA Conference, Nov 2009

*detachment commander is essentially the local police chief. The consultation on appointment of commanders should allow for more than one candidate to be interviewed by local officials (assuming multiple candidates), and should allow local officials to frame their own questions for candidates.*[200]

***Advisory Committee***

The RCMP Advisory Committee is a process which can be convened by the officer-in-charge of an RCMP Detachment. Members of the Committee are appointed by the officer-in-charge and the terms of reference are determined by the same authority according to guidelines established by RCMP Policy. The Committee is established to provide advice on community concerns. Such an Advisory Committee does not exist in Red Deer nor would it serve as an oversight body if it did exist.

### 12.3 Governance Framework – Police Department

Under the *Police Act*, Section 27

*(1) A municipality that has assumed responsibility for establishing a municipal police service under section 4(2)(d) or (5)(c) shall establish and maintain an adequate and effective municipal police service under the general supervision of a municipal police commission.*

As a statutory body, a police commission must be seen to be independent from both the police service and political affiliation and be publicly accountable for the governance of the police service. The responsibilities of the commission are described under Section 31 of the *Act.*

*(1) Where a commission has been established, the commission shall, in the carrying out of its responsibilities, oversee the police service and for that purpose shall do the following:*

*(a) allocate the funds that are provided by the council;*

*(b) establish policies providing for efficient and effective policing;*

*(c) issue instructions, as necessary, to the chief of police in respect of the policies referred to in clause (b);*

*(d) ensure that sufficient persons are employed for the police service for the purposes of carrying out the functions of the police service.*

In some respects, police commissions are similar to policing committees.

- They are both established by the local council.
- They serve as the interface between the police service and the council.
- They consult with the officer-in-charge on implementing the annual plan.
- They appoint a Public Complaints Director.

However, there are distinct differences. For example, police commissions prepare a budget and allocate funds provided by council, while policing committees are only empowered to oversee the *Municipal*

[200] Page 5, Policing in Alberta, adopted by the AUMA Conference, Nov 2009

*Policing Service Agreement* which excludes any input to the 'internal administration' of the Force or the detachment. 'Internal administration' is solely the purview of the Government of Canada.

Another critical difference is the police commission's ability to *instruct the chief of police*.[201] The policing committee, with RCMP oversight, has no authority to oversee the performance of the officer-in-charge. Any concern regarding the officer in charge can only be taken to the commanding officer.

Provincial Policing Standards provide another form of oversight and accountability. RCMP detachments are currently excluded from the provincial standards[202] and from provincial audits and are only subject to an RCMP audit process. Reports of RCMP audits may or may not be made available to client municipalities.

### 12.4 Summary – City Level Governance

As outlined above, the focus of the reporting relationship at the level of City governance is different from that of facilitation of policing programs. Under the terms of the *Municipal Police Service Agreement* the mayor (as the CEO) is the designated governance authority. However, given the already broad responsibilities and workload of the/a mayor and the magnitude and complexity of policing issues, it is generally considered to be preferable that this somewhat onerous responsibility is shared. This authority can be delegated in writing. Note, in the six examples quoted in Appendix 3-5 all have processes which involve committees comprised of mayor, councillors, staff, and sometimes community members.

In the case of a municipal police department, governance is prescribed under the *Police Act* and requires the establishment of a police commission. Under the *Municipal Police Service Agreement* for the contracted RCMP, no such requirement exists although the option of a policing committee is provided in the *Police Act.*

In Red Deer, currently, there are several forms of input to policing or community safety and security strategies.[203]

- Council
- Senior Management Team (of the City)
- Crime Prevention Advisory Committee (CPAC)
- SAFE Downtown Initiatives Task Force Committee
- Director of Community Services
- RCMP

[201] Sub-section (1) (c) above and also sub-section (3)
[202] The new agreement is said to require RCMP detachments to meet or exceed the provincial standards
[203] At the end of this section, a schematic demonstrate the current arrangement.

It was apparent in the course of the *Review* that some overlap exists between the activities of these parties, and there was lack of clarity regarding the various mandates. Interviews, review of legislation and leading practice research underscored the observation that the City requires formulation of a structured governance arrangement that clearly defines the mandates of the various parties and optimizes input to strategies and the oversight of police activities. This must be achieved within the confines of the *Police Act*, the *RCMP Act* and the RCMP *Municipal Police Services Agreement*.

Given that the Council has not yet established the preferred service provider, a structure for both contracted services and municipal services is outlined.

### 12.5 A Revised Structure and Process for Governance – Red Deer RCMP Detachment

The role of the CEO, the Mayor and Council, should be refined to focus upon,

- Strategic input to objectives, priorities and goals of the RCMP Detachment.
- Receipt of periodic reports from the Detachment OIC of the implementation of objectives, priorities and goals.

Given the onerous and crucial nature of this governance role, the Council should serve as a supportive function to the mayor. The Council will play an important role with regards local and informed input to policing and crime prevention goals.

Consequently, divided yet clearly defined responsibilities would allow for another level of the community structure to assume the role of facilitator or orchestrator of the police and crime prevention portfolio.[204]

It is proposed that a Community Advisory Committee, (CAC), a committee of Council,[205] is formed to provide advice to Council and input to the OIC and to the City infrastructure with regards to the tactical, facilitation level of policing and crime prevention. The Committee should replace two of the existing committees: the Crime Prevention Advisory Committee (CPAC) and the SAFE Downtown Initiatives Task Force Committee. The CAC will be comprised of elected officials, nominated volunteer representatives of the community, and community agencies who are informed on policing and crime prevention matters and appointed by the City. An essential aspect of the mandate of the members of the Committee will be to represent the interests of the community at large rather than to represent an individual neighborhood or social agency.

[204] At the end of this section, a schematic demonstrate the proposed arrangement.
[205] Established under the Committees Bylaw

The CAC will be a creature of Council rather than the OIC.[206] It is believed, supported by interviews in the course of the *Review*, that a committee appointed by Council will be perceived as more representative of the community and more objective in its deliberations.

In summary, the CAC will[207],

- Assist Council in the formulation of objectives, priorities and goals for policing and crime prevention.
- Provide ongoing input to policing and crime prevention approaches at a tactical or facilitation level to the civic structure via the Director of the designated Division, to policing via OIC, and to the crime prevention work of community agencies via the agency representatives.
- Take a lead role in identifying issues to be brought to the attention of the police or community agencies as part of a coordinated approach to community safety and security.
- Receive direction from Council with regards to research into specific issues related to the mandate of the Committee
- Attend local functions such as public gatherings or conduct 'town halls' to gather information from the community relevant to crime prevention and policing.
- Provide input to the CEO or commission regarding the management performance of the senior officer.
- A chairperson will be chosen annually from among the voting members[208] but not chaired by a committee member who is either an elected official or an employee of the City
- The Director of the City Division responsible for policing (see below) will be a liaison to the Committee, and
- The Committee will have no input to the operational aspects of policing.

### 12.6 A Structure and Process for Governance – Red Deer Police Department

In the case of the establishment of a municipal police department, the *Police Act* requires the establishment of a Police Commission.

The Mayor and Council are divorced from the governance of policing except for the following:

- The appointment of the representatives to the Police Commission.
- Approving the total budget for the purposes of the police service.

Beyond this important yet 'removed' mandate once the City has established the Commission, the *Police Act* provides the authority, not the Mayor and Council, and the Commission assumes the following tasks.

[206] This committee will not be the Advisory Committee commonly established by RCMP detachments serving rural areas
[207] At the end of this section, a schematic demonstrate the proposed arrangement.
[208] Consistent with the City of Red Deer by-law

Under the *Police Act,*

*The Commission, in consultation with the chief of police, shall cause to be prepared*

*(a) estimates of all money required for the fiscal year to*

*(i) pay the remuneration of the police officers and other persons employed for the police service, and*

*(ii) provide and pay for the maintenance of accommodation, equipment and operating costs of the police service,*

*and*

*(b) a yearly plan specifying the level of police service and programs to be provided in respect of the municipality,*

*and shall submit those estimates and plans to the council.*

In addition, the Commission shall

- *allocate the funds that are provided by the council*
- *establish policies providing for efficient and effective policing*
- *issue instructions, as necessary, to the chief of police in respect of the policies referred to in clause, as above*
- *ensure that sufficient persons are employed for the police service for the purposes of carrying out the functions of the police service.*

However, with the municipal police department as with the RCMP, it is proposed that the same division of responsibilities occur with regards strategic level governance, by the Police Commission, and tactical or facilitation input via the Community Advisory Committee. The same benefits of the CAC accrue to the Police Commission. The same structure and mandate will prevail.

Consequently, in summary, the CAC will,

- Assist the Police Commission in the formulation of objectives, priorities and goals for policing and crime prevention.
- Provide ongoing input to policing and crime prevention approaches at a tactical or facilitation level to the civic structure via the Director, to policing via the Chief Constable, and to the crime prevention work of community agencies via the agency representatives.
- Take a lead role in identifying issues to be brought to the attention of the police or community agencies as part of a coordinated approach to community safety and security.
- Receive instruction from the Police Commission with regards research into specific issues related to the mandate of the Committee
- Be chaired by a committee member who is neither an elected official nor an employee of the City.

and

- the Director of the City Division responsible for policing (see below) will be a liaison to the Committee.

and

- The Committee will have no input to the operational aspects of policing.

### 12.7 The Reporting Arrangement in the City at Facilitation Level

The form of relationship which has been considered above in this section, is the application of the higher level strategic approaches established by the governance authority. Although in the case of the RCMP Detachment, the mayor, as CEO[209], has the right to delegate reporting authority[210], but only the CEO can set objectives, priorities and goals for the Detachment.[211]

The nature of the task undertaken by the CAC is different from that for which the higher level governance authority, the Mayor and Council, is responsible. Hence, currently, the task of the Director of Community Services is not that of oversight but one of coordination or facilitation of policing on behalf of the City.

In examining the lower level of oversight in Red Deer, that of facilitation or orchestration, the following identifies the pros and cons of whether the police service should be aligned with the Community Services Division (the current arrangement) or whether it would be more appropriate to report to a new Protective Services Division which would include police, fire, ambulance, and emergency planning services. Ambulance services are provincially controlled.

**Community Services Division**

The RCMP OIC currently reports to the Director in the Community Services Division of the City structure. The advantage of this reporting relationship is the alignment of policing services with the organizations which have the opportunity to intervene to address social or, more specifically, criminogenic issues. Partnerships with the public police are seen as important opportunities to create a system where the whole is greater than the sum of the parts. It is seen as a proactive approach to long-term problems focusing more on the psycho-social aspects of the genesis of crime.

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

[209] CEO is the term used in the *Municipal Police Service Agreement* and the definition includes mayor
[210] *MPSA* Article 4.2
[211] *MSPA* Article 3.3

**Protective Services Division**

The advantage of the facilitation of police services under the auspices of the Protective Services Division would provide alignment of City emergency service providers- police, fire, ambulance and emergency planning which may share equipment/facilities and emergency protocols/planning responsibilities.

Consequently, the orchestration of all such services which impact, generally, the protection of the public could be conducted from the same vantage point. This encourages a more coordinated strategic approach to community welfare and also permits more effective use of resources between services operating within the same bailiwick. An example of this might be agreements between primary response services which attend scenes of motor vehicle accidents where an initial assessment, and even triage, can be undertaken by one agency which, possibly, could negate the need for attendance by another protective service agency. The liaison function and functional relationship between this division (including police) and social/community services can be accomplished by an appropriate delegation of tasks within the division and the placement of functional positions, such as crime prevention coordinator. A key to success would be the horizontal and vertical integration of functions and processes between City Divisions.

### 12.8 Comparators and Issues

Although both reporting strategies may focus upon broad community safety and security, a fundamental question is whether police are seen as operating with a social service orientation or with a more law enforcement and emergency approach. The current philosophy and practice in Red Deer is that the police provide both a reactive and proactive approach to the policing task. The ideal degree of reactive vs. proactive and the best way to achieve this is, partly, a core matter of the *Review*. However, this does not undervalue the intra-civic associations which exist in Red Deer. The police have forged valuable alliances with the social service aspects of City operations and the community.

The closest example of the multi-service protective services approach to community safety and security is found in Richmond, BC, where a Community Safety Committee comprised of five councillors focuses on emergency and enforcement components.[212] The principal contact for the facilitation of policing programs is the Manager of Community Programs reporting to a General Manager, Law & Community Safety Department.

[212] See Appendix 3-12 for a complete description of the Committee

Regardless of the reporting point, it is essential that the OIC report to a senior level in the administration (note: the *MSPA de facto* envisions the OIC reporting to the mayor) which ensures the City's interests are well represented and Council is comfortable with the information flow to and from Council. At the same time, the point of contact has to be of sufficient hierarchical level that decisions can be made to permit effective operations and adequate 'status' is ascribed the police task. The reporting point should, but not necessarily must, acknowledge the rank of the OIC as an approximate equivalent to a senior City manager. The OIC of an engaged police service is often viewed as a parallel to a municipal police chief.

### 12.9 Observations

Such one-on-one reporting facilitates faster decision making than a committee approach. With an amicable relationship between parties, there can be a reduction in formality and a consequent reduction in time consuming preparation such as paper work to justify actions.

In either of the above reporting arrangements, where the manager of the police, that is, the Officer in Charge, RCMP, or Chief of Police, police department, reports to a single position within the City management structure, the success (that is the effectiveness) of the service is largely dependent upon the amiability of the reporting parties. Based upon qualitative information gained in the course of the *Review*, the current arrangement in Red Deer works well as both parties support and participate actively and constructively in the reporting arrangement. However, if either of the current incumbents were to change, then the beneficial nature of the equation might be altered.

### 12.10 Conclusion

Pending the decision of Council regarding the choice of service provider between an enhanced RCMP detachment service model and a municipal police department, the following is concluded.

These conclusions are presumed to be consistent with the anticipated new *Municipal Police Service Agreemen*t.

#### 12.10.1 A Revised RCMP Detachment

1 Formal reporting under the *Municipal Police Service Agreement* should be to Mayor and Council.

2 Mayor and Council will set the level and standard of policing under the *MPSA* upon consultation with the Division.

*3.1 b) The level of policing service by the Municipal Police Service shall meet the level as determined by the Chief Executive Officer in consultation with the Commissioner.*

*3.1 c) The minimum standard of policing in the Municipal Police Service shall meet the standard as determined by the Commissioner in consultation with the Chief Executive Officer.*

3 Mayor and Council will set objectives, priorities and goals under the *MPSA* upon consultation with the Division.

*3.3 The Chief Executive Officer may set objectives, priorities and goals for the Municipal Police Service which are not inconsistent with those of the Minister for policing in the Province.*

Formal designation of reporting shall be designated in writing from the Mayor to the City Manager to the Division Director.

4 The OIC should report formally under the *MPSA* at regular intervals to Mayor and Council and liaise on matters of administrative and facilitation with the Division[213]

*4.2 The member in charge of the Municipal Police Service shall report as reasonably required to either the Chief Executive Officer or his designate on the matter of law enforcement in the municipality and on the implementation of the objectives, priorities and goals set by the CEO.*

5 The Council and Staff should weigh the advantages and disadvantages of administrative and facilitation reporting to the Community Services Division or the Protective Services Division and determine the relationship based on the City's priorities.

6 The various advisory bodies should be streamlined into a city-mandated committee reporting to Council, chaired by a member of the committee who is not the Director (as determined under #5 above).

It is envisaged that the above processes will provide the Mayor and Council with the appropriate high-level direction, the OIC will be accountable to the Mayor and Council for the priorities of the police, and the day-to-day administration and facilitation, combined with community input, will be effectively managed by the City Division.

[213] It is anticipated that the objectives, priorities and goals will be annual; and quarterly reporting by the OIC to Mayor and Council will be appropriate

### 12.10.2 Municipal Police Department

1. Formal reporting under the *Police Act* will be to the Police Commission.

2 The Police Commission will set the level and standard of policing under the *Police Act* upon consultation with the Mayor and Council, Division responsible for policing, and the Community Advisory Committee,

3 The Police Commission will set objectives, priorities and goals under the *Act* upon consultation with the Mayor and Council, Division responsible for policing, and the Community Advisory Committee,.

4 The Chief of Police will report formally to the Police Commission under the *Police Act* as required, and liaise on matters of administrative and facilitation to the City Division.

5 Council and civic administration should weigh the advantages and disadvantages of administrative and facilitation liaison with the Community Services Division or the Protective Services Division and determine the relationship based on the City's priorities.

6 The various advisory bodies should be streamlined into a city-mandated committee reporting laterally to the Director of the Division responsible for policing but chaired by a member of the committee who is not the Director.

The Chief of Police will be accountable to the Police Commission for the priorities of the police, and the day-to-day facilitation and collaboration, combined with community input, will be effectively managed by the City Division.

The Council will be responsible for establishing the Commission, and approving the total budget for the purposes of the police service.

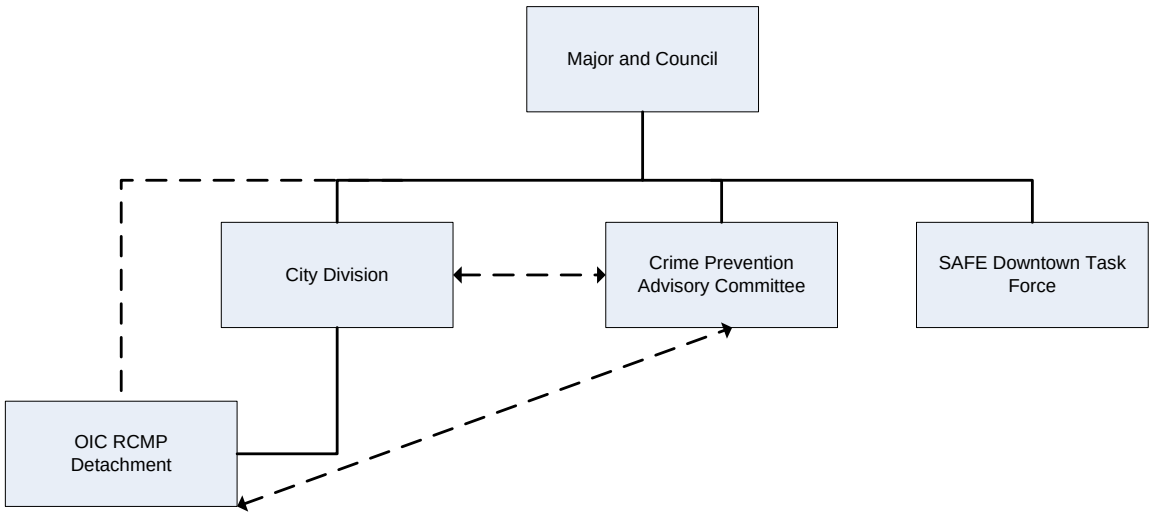
The two models outlined above, as suggested, have both advantages and disadvantages. The issues to be considered are delineated in the matrix contained in the *Summary.* The descriptions of the models along with the supporting documentation in parts 1, 2 and 3 of the report of the *Review* will be considered by Council with input from the Crime Prevention Advisory Committee. A selection of model will be made following such consultation.

## 12.11 Reporting schemata

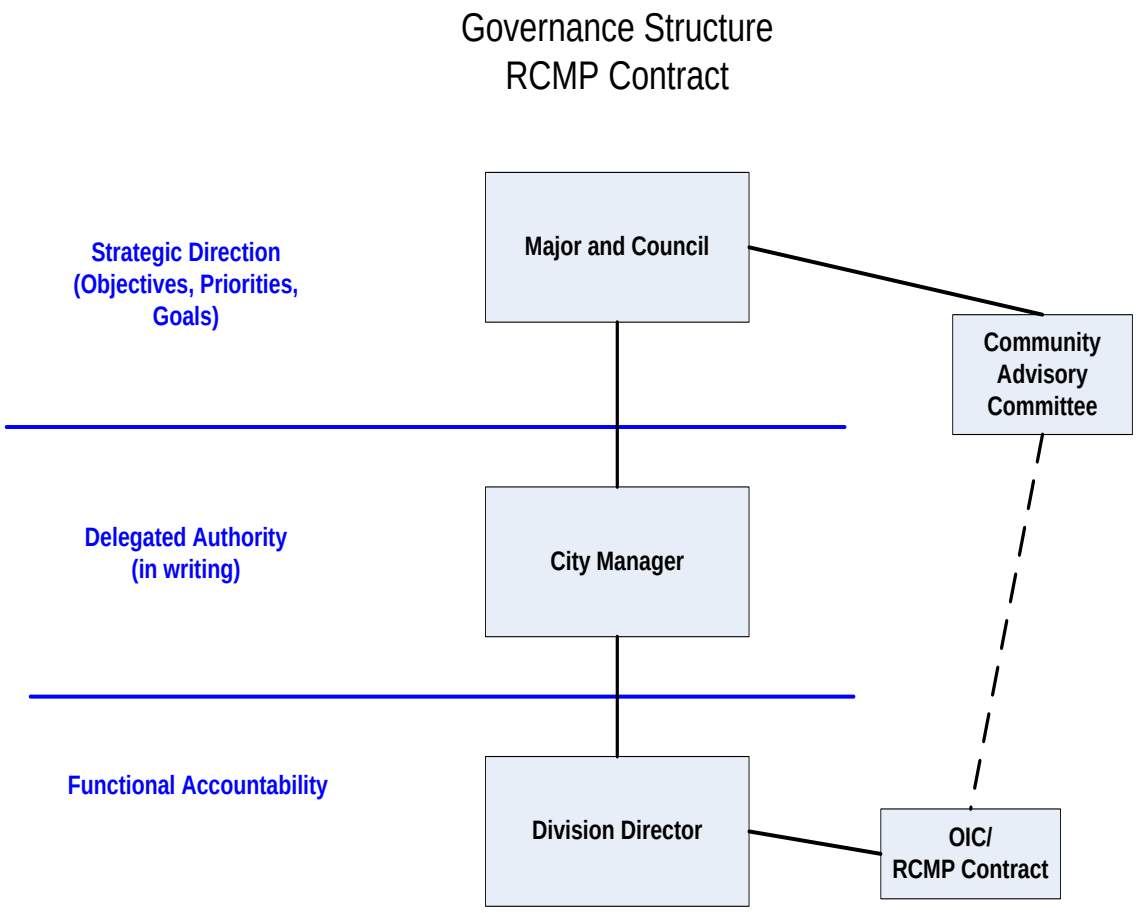
A Current Reporting Organization Chart and Governance Structure
B Proposed Reporting Organization Chart for an RCMP Detachment
C Proposed Reporting Organization Chart for a Municipal Police Department

## A Current Reporting Organization Chart

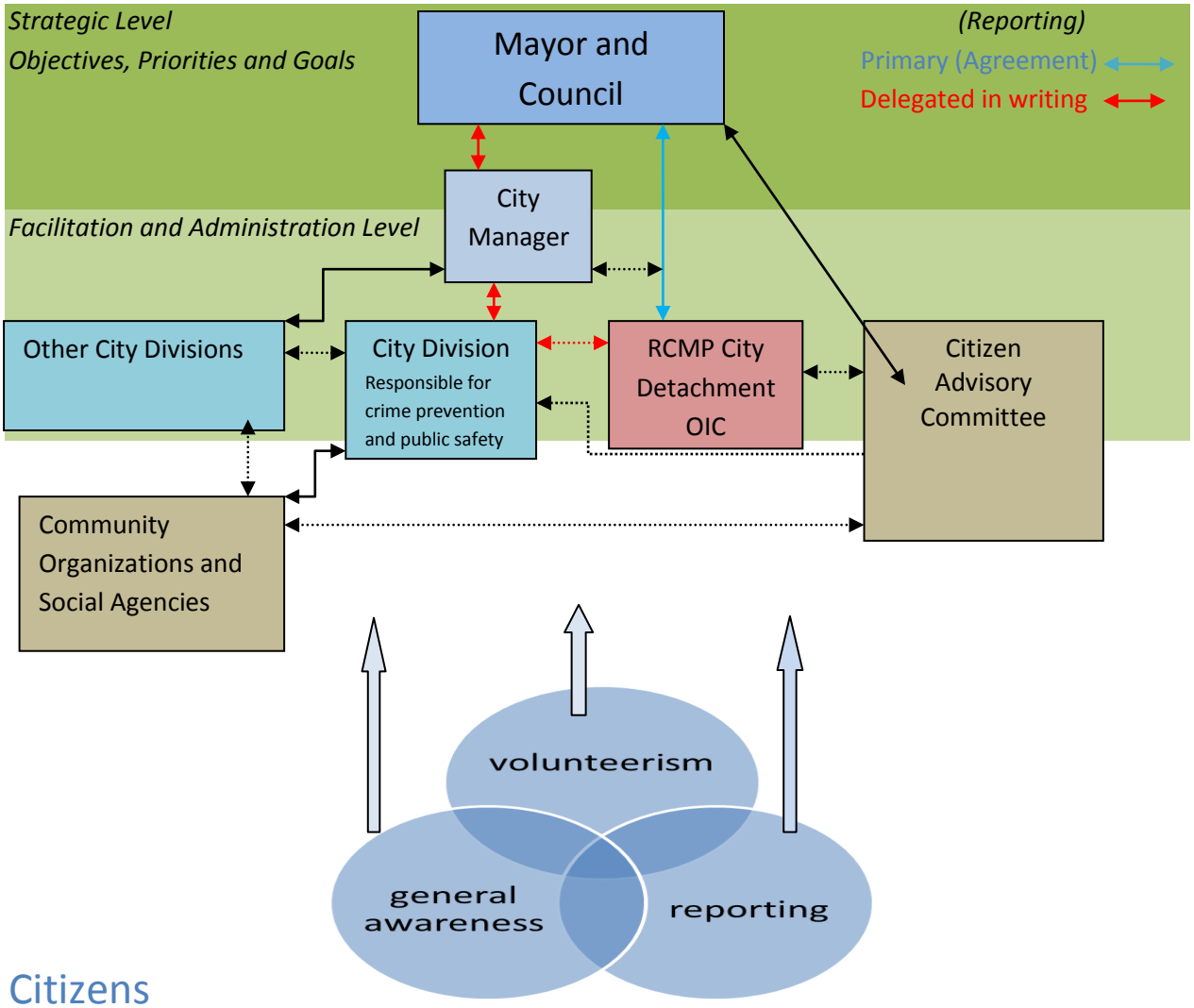
**Current City Structure**



## A Current Governance Structure



**B. Proposed Reporting Organization Chart for an RCMP Detachment**




Facilitation and Administrative Level
The integration of City Divisions, community organizations and social agencies regarding crime prevention and public safety

Citizen Advisory Committee Mandate

- Research and consultation for Council
- Contact point for citizens for advice and referral
- Consultation with the OIC
- Continuing consultation and collaboration on crime prevention & public safety issues with external stakeholders

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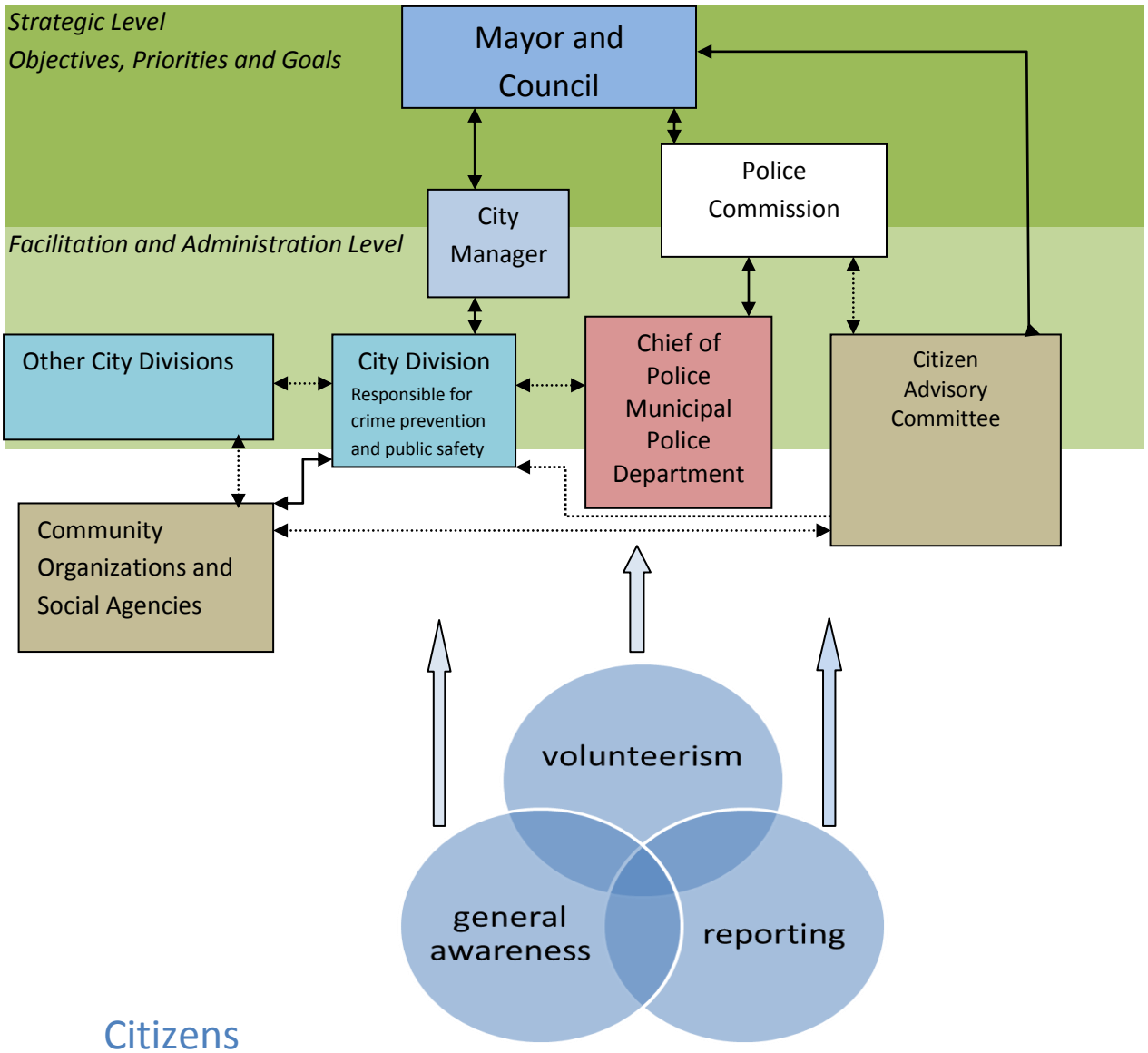
## C Proposed Reporting Organization Chart for a Municipal Police Department




Facilitation and Administrative Level
The integration of City Divisions, community organizations and social agencies regarding crime prevention and public safety

Citizen Advisory Committee Mandate

- Research and consultation for Council
- Contact point for citizens for advice and referral
- Consultation with the Police Commission
- Continuing consultation and collaboration on crime prevention & public safety issues with external stakeholders

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## Chapter 13 Service Levels and Performance Measures

### Introduction

Evaluating police performance and determining appropriate service levels has become more complex as the nature of policing has become multifaceted. Even the definition of success has changed from the somewhat simplistic low crime rates to a more fluid measure of 'community health and wellness'. The police in Red Deer is but one of many public and private agencies and organizations which are active in contributing to 'community health'.

The reactive mode of professional policing, outlined in parts 1 and 3 of the report, has given way to a broader and more effective approach of problem solving. This *modus operandi* is active in the City and has been demonstrated in the 'continuum of law enforcement'. Also identified in the survey and in interviews and focus groups is the perceived importance of a third complementary approach, that of 'co-active'[214], the involvement of police as support for community agencies.

### Complexity of assessing effectiveness

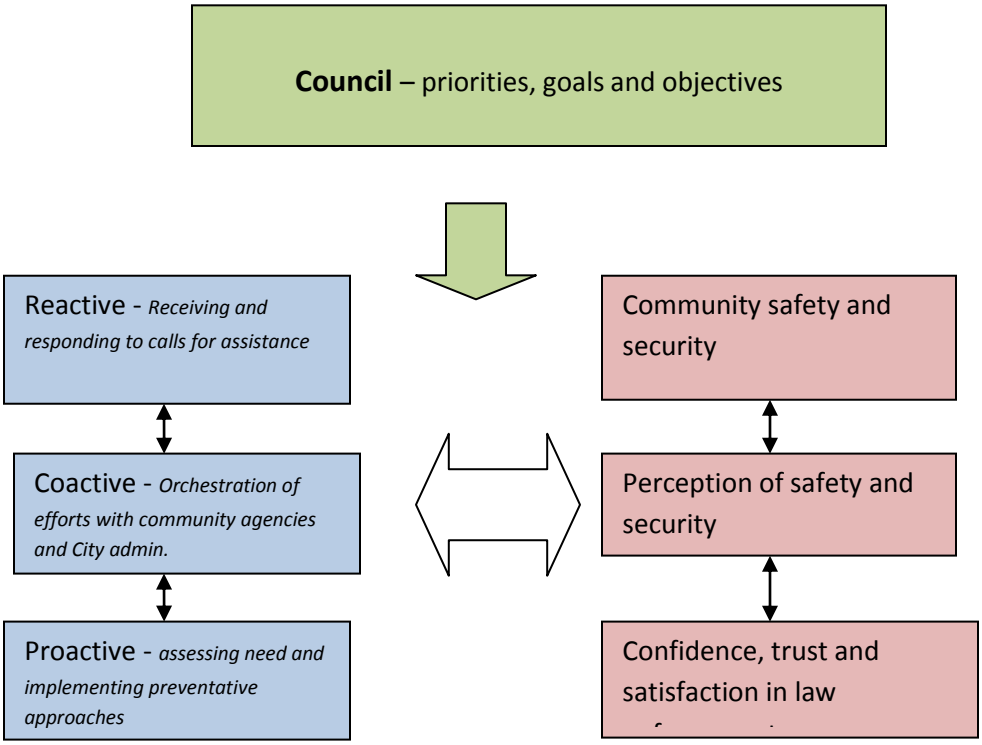
The amalgam of approaches to policing clouds the ability to develop comprehensive and effective methods of assessing the "success" of police. For what was once a standard measure of 'effectiveness", *'Is crime up or down?'* has now itself been placed on a continuum of measures. Further, it has also become apparent that the once simple concept is itself subject to a host of qualifications regarding methods and reasons for reporting (or not reporting), such as, demographics, trust in the police, governance, macro-economics, and the other factors which influence rates of crime.

The ideal full municipal performance plan orchestrates the interaction of all such services and can also assess the effectiveness of these services.

Performance measures are inextricably linked to service levels. The process of assessing action plans and the methods of achieving priorities, goals, and objectives are tied to the resources required to achieve them. In the normal course of policing, supervisors and senior officers redeploy to address short-term demands. At the strategic level, adjustments are made to longer-term assignment.

[214] See Oettmeir, T and Wycoll, M, Personnel performance in a community policing context, Police Executive Research Forum, 2005

**The macro-view of police and crime prevention planning and gauging of effectiveness**




= safe and caring community[215], the policing contribution to Community Health and Wellness

[215] See Red Deer Strategic Vision

**Performance standards in Red Deer**

Strategic planning is a foundation for the management and governance of policing. The strategic plan must be founded on the 'priorities, goals and objectives' determined by the governance authority. As noted in Part 3, this role of Council (or the Board in the case of a municipal service) is enshrined in legislation and, in the case of the RCMP, the Policing Agreement between Canada and the City. The strategic plan, and its year over year application through, in the RCMP approach of the Annual Performance Plan (APP), outlines the general direction of policing given the particular characteristics of safety and security in the city.

As noted, the APP is part of the RCMP strategy to address identified policing issues. For the fiscal year 2010-2011 the priority community or detachment issues were: 1) Property (Mischief, loitering, graffiti); 2) Organized Crime (Fraud) and 3) Leadership.[216]

The APP outlines several strategies to address safety and security issues in Red Deer based upon Councils priorities, and through the public consultation process. For example, the Property issue, identified by the community, is linked to the 'Objective' – To reduce crime in the Downtown core of the City. Further this Objective is associated to or supports the 'Strategic priorities of 'Youth and Organized Crime'. [217]

The APP then examines a number of initiatives or actions to be undertaken (with attendant risks identified), to ultimately achieve the stated objective.

**Findings regarding service levels and performance measures[218]**

To be valid and reliable, performance measures must focus on the *objective, priorities, and goals* of the organization. The measurement must capture the actual outcomes of the performance and not rely on outputs or single, simplistic measurements.

> *For example, response times are easily measured, but if the current response times for urgent calls are satisfactory, little is to be gained from using them as a measure. If response times are noticeable longer and are causing distress for the community, they could be identified as a priority and consequently become a performance measure.*

Performance measurement definitions should include inputs, the resources allocated to the issues; outputs, the activities and tactics deployed; and the outcomes, the result of the performance. At this point an assessment is made as to the success or otherwise of the performance and whether continuance, increase, or cessation of the inputs and outputs is required.

[216] RCMP Performance Plan Priority Issues. 2010-2011.
[217] Ibid.
[218] See RFP, part 3.

*The performance measurement process aligns consistently with the police SARA model[219] of strategic and tactical deployment of police resources: Scan – identify the issue; Analyze – assessing the background and underlying causes and developing a hypothesis; Response – developing the action plan and deploying resources; Assessment – examination of the plan and success or otherwise.*

Elsewhere in this report a Strategic Framework outlines a proposed approach to coordination of planning. This approach and its content have not yet been approved by Council. For convenience, the following extract delineates the responsibility of the public police within the broad city-wide framework.

***"Public Police Service***

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

The following examples illustrate the implementation of the process.

**Governance and Direction**

| Provides service through a well-defined and understood governance structure, management and assignments that is complementary to the City's goals, priorities, and objectives | | |
|---|---|---|
| Objective | Action Plan – outputs | Performance Measure - outcomes |
| Ensure well-defined management and assignments to implement City's goals, priorities and objectives | Confirm proposed process based upon Review report<br><br>Develop individual personnel action plans based upon structure<br><br>Develop performance appraisal process which supports action plans | Documented agreements/protocols regarding process and reporting.<br><br>Management process and assignment in place<br><br>Agency process designed and implemented in support of agreed structure/process |

[219] Various nomenclature is used but all are similar

| | | |
|---|---|---|
| Ensure that governance structure, management and assignments are fully understood | Through info sessions with staff describe process of governance and management assignment.<br><br>Detail process in internal manuals.<br><br>Encapsulate processes in internal planning and performance appraisal processes | Completion of info session<br><br>Completion of amendments to internal manuals and other documentation<br><br>Amended internal performance appraisal processes and use in annual staff appraisals |

**Operational**

| Deploys resources based upon decision making which is evidence-based, intelligence-led, problem-oriented, timely, cost-effective and considers emerging issue | | |
|---|---|---|
| Objective | Action Plan – outputs | Performance Measure - outcomes |
| Deploys resources to address needs | Identify and assess problem and issues<br><br>Implement problem-solving tactics | Assess inputs and outcomes<br>Re-evaluate |

**Community Communication and Satisfaction**

| Public levels of satisfaction with police response to reported property crime | | |
|---|---|---|
| Objective | Action Plan | Performance Measure - outcomes |
| Improve community satisfaction with police performance | Management and supervisors emphasize problem solving, follow-up contact, and interpersonal skills in dealing with complainants | Decrease in complaints of this nature<br><br>Increase in satisfaction rating by community surveys |

The following example illustrates application of performance measures.

| **Objective: Addressing the reality and perception of downtown crime** | |
|---|---|
| *Action Plan* | *Outputs* |
| 1. Establish base line reported crime/incidents rates in defined area. | Improve reported incident rates in targeted offences by x% |
| 2. Establish 'top 5' irritants plus top 5 'crimes' for targets | Top 5 x 2 identified |
| 3. Establish base-line data for public perception of D/T issues (p+t report) | Improve 'perception' by x% within specified time |
| 4. Separate "admin" "other agency assist" calls from operational D/T issues | Done see 1 |
| 5. Assess personnel needs given particular problems of area | Personnel reassigned |
| 6. Redeploy sworn and unsworn personnel to dedicated Down Town Team (DDTT) | Personnel reassigned. Sworn (patrol/investigators), by-law, ambassadors |
| 7. Establish process of data gathering to ensure qualitative and quantitative data and intelligence | Process established in conjunction with Analyst |
| 8. Consider engaging local college students to conduct parallel evaluation of effectiveness of strategy | University contacted , methodology agreed, students assigned |
| 9. Plan evaluation criteria | See above |
| 10. Solicit ideas from local business/ residents re: strategies. | Town halls/individuals meetings completed |
| 11. Coordinate approaches with community agencies and City divisions | Overall plan developed, responsibility assigned. |
| 12. Incorporate 'Crown' in discussion re: anticipated charging process | Protocols developed |
| 13. Develop project plan with accountability structure and info feed processes | Overall plan with accountability/reporting and ongoing liaisons detailed |
| 14. Develop media plan as part of strategy. (ride-alongs, briefings, periodic updates?) | In conjunction with City Media/Comms. Determine strategy. |
| 15. (other action plans as required) | (other outputs as required) |
| 16. | |
| 17. | |
| 18. | |
| | |

| Performance Measure | Critical success factors (Outcomes) |
|---|---|
| Statistically accurate sampling of Community perception (against previous baseline data). | Community perception of desirability of down town visit improves by x% |
| Statistically accurate sampling of Community perception (against previous baseline data). | Public perception of crime down town improved by x% |
| Police call for service data, YTD | Number of calls for services to D/T reduced by x% |
| Police call for service data, YTD | Displacement to contiguous zones 0% |
| Public complaints data YTD. | Complaints against police in targeted area maintained at current rate |
| Police UCR data | Actual incidents of violent crime reduced by x% |

**Conclusion**

The performance measures must be based on the assessment of the implementation of *the objectives, priorities, and goals* of the police service and the measurement must be of the outcomes.

Levels and types of service can then be based on the performance measures. Using the current level of service as a baseline, changes to the level and types of service and the resources required to implement the *objectives, priorities, and goals* can be determined.

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

## Part 1, 2, and 3
## Appendix

**SUBMITTED TO THE**
**Mayor and Council**
**JUNE 30th 2011**

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# Part 1, 2, and 3

# Appendices

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**Appendix 1-1 RFP Deliverables**

**PART 1: Research and Statistical Analysis**

Purpose

1. To undertake detailed research that will provide an accurate picture and clearly articulate the reality of issues related to crime in Red Deer, with a comparison to what is happening in other communities of similar size and a comparison with the benchmark data identified in the first strategy document from 2003 - 2004. It will be further identified and articulated as to how crime is being responded to in the community by stakeholders including the police, Alberta and Federal Justice, crime prevention agencies and other community agencies (e.g. John Howard Society, Safe Harbour etc.).

2. To provide a literature review of leading crime prevention and policing practices from other communities.

3. To be used as benchmark data for comparative purposes.

**Minimum Requirements**

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

2. Review previous work, related studies, publications and documents as attached in "Appendix A - Work, Related Studies, Publications and Documents for Review" in order to develop an understanding of the issues surrounding policing services.

3. Review Red Deer and area demographic information and draw any correlations to Red Deer's crime statistics and approaches taken to address the issues.

Demographic information will include but not be limited to:

- Age (seniors, youth)
- Population (aboriginal, transient, immigrant, urban/rural etc.)
- Trade area/income relationships
- Location (proximity to resorts, reserves, significance of being situated between Edmonton and Calgary)

4. Review and analyze existing crime data and policing services in Red Deer and other communities and relate this to other research:

a) Review and analyze crime and crime rates (for all kinds of offenses)

- In Red Deer – current trends
- In Red Deer in comparison to 2005 Crime Prevention and Policing Study
- In other similar sized communities in Alberta
- In other similar sized communities in Canada
- In other similar sized communities outside of Canada
- Consideration of criminal code offenses vs. other offenses including enforcement of local bylaws
- Consideration of determinants of criminal behaviour such as bullying, education/literacy levels etc.
- Consideration of characteristics of crime perpetrators (e.g. age, education, place of residence etc.).
- Consideration of how demographic variables might affect how crime occurs and how it is reported, compared and viewed

b) Review and analyze the relationship between crime rates (i.e. drug activities) in Red Deer as it relates to gangs or organized criminal activity/perceived concerns.

c) Review and analyze the impact of social agencies and services on the community.

d) Review and analyze clearance rates (for all kinds of offenses) in Red Deer, compared to other similar sized communities in Alberta and Canada.

e) Review and analyze levels of policing:

(i) In Red Deer compared to other similar sized communities in Alberta and Canada. This might include such things as caseload/officer, the number of officers/capita etc.

(ii) Current policing capabilities (services, investigations, programs), and what needs might be into the future. This might include the resource ability of the Police to respond in a timely manner. Note: This information will also relate to Part 3.

(iii) Identify services provided by the RCMP as an organization, that are not provided by the local detachment but through other units. Note: This information will also relate to Part 3.

f) Examine what research shows about crime rates in communities as they grow and determine if there is a difference between communities that have a strong economic growth and those that do not.

g) Based on the statistics specific to Red Deer, identify the key crime areas that need attention. Suggest reasons why these problems seem to be occurring in Red Deer.

5. Examine roles and responsibilities of various stakeholders in addressing crime prevention and policing:

a) Review and analyze what research shows about the role of

(i) The police and identify key issues related to the police's ability to respond to crime issues.

(ii) Citizens/effectiveness of citizens in preventing and reducing crime. This will include youth, adults, etc. Cite examples from other communities.

(iii) Crime agencies, other community agencies, The City, etc. in preventing and reducing crime. Cite examples from other communities (e.g. community agency education programs)

(iv) Schools/School Boards/Teachers/Youth (including student bodies) within Schools, in crime prevention in both our and other communities.

b) Evaluate other resources available to assist the police in the community (e.g. Citizens on Patrol, Neighbourhood Watch, etc.) Analyze the need for and impacts of levels of Police involvement in community initiatives.

6. Review and analyze leading practices in other communities:

a) Review and analyze how other communities are addressing similar situations, looking at things such as:

(i) What are their community approaches related to education, prevention etc.?

(ii) What are their crime prevention agency/initiative approaches related to education, prevention etc.?

(iii) What are their other community agency approaches related to education, prevention and programming etc.?

(iv) What has been the role of citizens, including youth, based on what has happened in their respective communities?

b) Identify and explain leading practices for the above, including those that are innovative and successful.

7. Review and analyze changes that have happened to provincial, federal and municipal legislation that impact on the provision of police services? (e.g. Community Standards Bylaw, Sitting Justice of the Peace decentralization, Youth Tobacco Act, Youth Justice Act, Common Law legislation) What are the impacts?

Deliverables

1. Prepare a report that clearly articulates the current situation and trends for Red Deer through the analysis of the current data and comparison with the data collected in 2003 - 2004.

2. Develop a review of leading practices from other communities.

3. Develop guiding principles for crime prevention and policing in Red Deer, in keeping with the City of Red Deer Strategic Plan, Vision and Direction.

4. Develop an inclusive, creative and thorough communication plan that outlines a process for public education in conjunction with The City's Communications and Strategic Planning Department.

5. Present the report to the Steering Committee, Corporate Leadership Team and Crime Prevention Advisory Committee within the identified timelines.

6. Present the report to City Council.

**PART 2: Community Perceptions and Strategy Development**

Purpose

1. To identify clearly, how the community and other stakeholders view the issues as identified in the research from Part 1 and to seek ideas on solutions for addressing those issues and crimes and how a response should be taken, including consideration of how citizens, the community agencies, The City, provincial and federal justice and police should respond.

2. To draw conclusions from Part 1 and the stakeholder feedback in Part 2 and subsequently recommend how the issues should be addressed and by whom, based on the research and leading practices.

Minimum Requirements

1. Gather public data that replicates the benchmark data collected in 2003 – 2004 through a public survey. (e.g. telephone survey)

2. Undertake significant dialogue with citizens in the community, presenting the facts as found in the research and requesting comments on the research and to seek a reading of community perceptions related to crime and policing and to seek community suggestion and feedback on proposed solution/collaborations that address the issues. In consultation with the Steering Committee indentify citizens and groups to be involved in the process that is reflective of a cross section of the community.

a) the successful consultant will execute effective facilitated processes that ensure discussion is fact/solution focused

b) some of the questions to be addressed through public consultation may include, but are not limited to:

(i) What role, if any, does/can the community have in crime prevention?

(ii) What are the community's perceptions regarding policing priorities and appropriate police response? Other proposed solutions?

(iii) to what extent would the public support proposed/possible solutions or recommendations?

3. Undertake dialogue with the RCMP, at all levels, to request comment on the research and analysis conducted in Part 1 and to seek suggestions and feedback on proposed solutions

4. Undertake dialogue with Alberta and Federal Justice, crime prevention agencies and other agencies in the community to request comments on the research and to seek feedback on proposed solutions. The successful consultant will follow the same processes as those followed for the community feedback (above).

5. Conduct research/visit other communities in Alberta who have municipal police forces and request their feedback on proposed solutions and approaches.

a) collect and draw understanding from “leading practices” in other communities

b) seek information on approaches that have not been successful

6. Identify and complete any further areas of research that need to be undertaken, as identified through the consultation process.

7. Based on data and analysis undertaken in Part 1, analyze and compare the data with the perceptions and understanding the community has of the crime prevention and policing situation.

8. Document all consultation responses, draw conclusions and make recommendations on at least the following:

a) all dialogue conducted with the previously identified individuals, groups, agencies and municipalities, specifically in the areas of:

(i) perceived prioritization of current crime and policing issues

(ii) expectations/realities regarding service levels with support strategies recommendation and resource requirement (human and financial)

(iii) leading practices and related feedback and research (e.g. education, prevention, enforcement policies and approaches)

(iv) roles of individuals, groups, agencies, The City, the police and any other stakeholders identified in research for Part 2. This will include a plan for the provision of policing in the short term and longer term.

9. Review and analyze the strategies from the 2005 Red Deer Crime Prevention and Policing Strategy Report and identify what have been the successes and what needs to improve.

Deliverables

1. Develop a significant community consultation process, including a survey that identifies the perceptions of citizens and stakeholders of crime prevention and policing in Red Deer.

2. Develop an inclusive, creative and thorough communication plan that outlines a process for public consultation, engagement and education in conjunction with The City's Communications and Strategic Planning Department.

3. Provide a comparison with the benchmark data identified in the 2003 – 2004 study.

4. Prepare a report that draws conclusions from Part 1 and the citizen and stakeholder feedback in Part 2 and subsequently recommends clear strategies of how the issues should be addressed and by whom, based on the research and best practices including a community plan and a policing plan.

5. Prepare a report that clearly articulates the current situation and trends for Red Deer through the analysis of the current data and comparison with the data collected in 2003- 2004.

6. Present the report to the Steering Committee, Corporate Leadership Team and Crime Prevention Advisory Committee within the identified timelines.

7. Present the report to City Council.

**PART 3: Policing Model Review**

Purpose

1. To provide a comparative costing of policing services of the RCMP with other policing models.

2. To identify the pros, cons and effectiveness of various policing models in municipal environments (e.g. RCMP, other models)

3. To recommend service levels and performance measures.

Minimum Requirements

1. Identify the current policing issues, from the perspective of The City (including Council, the community and the police.

2. Identify and explain leading municipal police service practices, including those that are innovative and successful.

3. Assess the current service levels in comparison to other policing services and models.

4. Review the spectrum of services and the scope of responsibility and make recommendations on possible changes and alignment needed to best serve the citizens of Red Deer (e.g. ambassadors, commissionaires, bylaw/peace officers, community police officers, police members, sheriffs).

5. Clarify the roles of the Federal, Provincial and municipal governments relative to the provision of policing services.

6. Identify the Province of Alberta's future direction for policing and its implications for a Red Deer police service.

7. Identify the pros and cons of the various policing models (e.g. RCMP or other models). The areas to be addressed but not limited to include the following:

a) Human resource management (e.g. recruitment, training, uniforms, equipment, discipline, police association, etc.)

b) Handling of public complaints

c) Research and development (policy, policing practices, equipment)

d) Flexibility of allocation of resources

e) Commission, Advisory Committee, Police Committee, or other

f) Legal support

g) Organizational structure

h) Dispatch

i) Service delivery to meet community expectations including active bylaw enforcement

8. Compare the costs of providing a police service by the various policing service models available (e.g. RCMP or other models). The areas to be addressed but not limited to including the following:

a) Policing infrastructure (e.g. information systems, dispatch, vehicles, technology, specialized services/units, etc.)

b) Human resource management (e.g. recruitment, training, uniforms, equipment, discipline, union relations, payroll administration, etc.)

c) Insurance

d) Commission, Advisory Committee, Police Committee, or other

e) Financial administration

f) Legal support

g) Contractual obligations

9. Identify the costs associated with the following:

a) Costs to implement a police service model from the current policing delivery (RCMP) to a municipal service including the transition and ongoing costs both capital and operating costs.

b) Projected annual operating costs of alternative police service models compared to the RCMP providing policing services

10. Explore local oversight and control and how this relates to each model.

11. Explore and recommend a complaint handling system that meets community need (e.g. differential call response etc.)

12. Identify the pros and cons of aligning of the policing service with the Community Services Division or the Protective Services Division.

13. This part of the project can be undertaken concurrently with Parts 1 and 2 but final recommendations should take into consideration the data and strategies recommended in Parts 1 and 2.

Deliverables

1. Prepare a final report that clearly articulates options and recommends a policing service model based on the costs, benefits and comparisons of various policing service models.

2. Develop an inclusive, creative and thorough communication plan that outlines a process for public consultation, engagement and education in conjunction with The City's Communications and Strategic Planning Department.

3. Present the report to the Steering Committee, Corporate Leadership Team and Crime Prevention Advisory Committee within the identified timelines.

4. Present the report to City Council.

**Appendix 1-2 Interview and Contact Listing**

| Contact | Organisation |
|---|---|
| Red Deer RCMP | |
| Brian Simpson<br>Superintendent – Officer in Charge | RCMP, Red Deer Municipal |
| Karen Simon<br>Inspector – Administration | RCMP, Red Deer Municipal |
| Cpl. Jerry R Dickman, NCO i/c, Organized Crime/Criminal Intelligence | RCMP, Red Deer Municipal |
| Cpl. Kathy Dehere,<br>Crime Prevention/Victims Services | RCMP, Red Deer Municipal |
| Sgt. Greenwood | RCMP, Red Deer Municipal |
| Cpl. James McCarthy<br>(PS)Dog Master | RCMP, Red Deer Municipal |
| Inspector Noble,<br>Operations | RCMP, Red Deer Municipal |
| S/Sgt. Norum | RCMP, Red Deer Municipal |
| Gord Petrasuk<br>Forensic Identification | RCMP, Red Deer Municipal |
| Sgt. Sanford | RCMP, Red Deer Municipal |
| S/Sgt. Peter Quilty | RCMP, Red Deer Municipal |
| Pat Simper<br>Senior By-law Enforcement (Community Peace Officers) Coordinator | RCMP, Red Deer Municipal |
| S/Sergeant Gordon Glasgow<br>i/c Rural Detachment | RCMP (Red Deer, Rural Detachment |
| RCMP K Division | |
| Chief Supt. Fred Camins | RCMP (K Division)<br>Criminal Operations Officer (CROP) |
| RCMP HQ | |
| Craig Duffin<br>Inspector | RCMP (HQ) |
| City of Red Deer | |
| Craig Curtis, City Manager | City of Red Deer |
| Michael Cox<br>Communication Dept.<br>Senior Communications Advisor,<br>Communications and Strategic Planning | City of Red Deer |
| Paul Goranson<br>Director of Development Services | City of Red Deer |
| Colleen Jensen<br>Community Services Director | City of Red Deer<br>(Project coordinator)<br>(Steering Committee) |
| Carrie Keylock (RD Communications- Web) | City of Red Deer |
| Greg LeBlanc<br>Team Leader<br>Human Resources Programs and Systems. | City of Red Deer |

| | |
|---|---|
| Christina Lust<br>Divisional Strategist | City of Red Deer<br>**Project Manager** |
| Dave Kingston<br>Police Municipal Employee Superintendent | City of Red Deer |
| Paul Meyette, Director of Planning Services | City of Red Deer |
| Dan Newton<br>Manager, IT | City of Red Deer |
| Leigh-Ann Butler<br>GIS Solutions Coordinator<br>Information Technology Services | City of Red Deer |
| Katy Balunda<br>GIS Technician | City of Red Deer |
| Russ Pye<br>Manager<br>Inspections & Licensing Department | City of Red Deer |
| Dean Scott<br>Crime Prevention Coordinator | City of Red Deer |
| Angus Schaffenburg, RPP, MCIP<br>Major Projects Planner, Planning Services | City of Red Deer |
| Jannie B. Ypma<br>Executive Assistant<br>Red Deer Public Library | Red Deer Public Library |
| Nancy Bergstrom<br>Chapman Riebeek LLP<br>Barristers and Solicitors | City of Red Deer<br>(Contracted City Solicitor) |
| Donald (Don) Simpson | City of Red Deer<br>(Contracted City Solicitor) |
| Scot Cameron<br>Manager<br>Social Planning | City of Red Deer |
| Tara Lodewyk<br>(Social Planner) | City of Red Deer |
| Lorianne Marshall CMA<br>Corporate Controller – Budget & Investments | City of Red Deer |
| Marge Wray<br>Manager, Human Resources | City of Red Deer |
| Ron Soehn<br>Production Systems Supervisor<br>I.T. Services | City of Red Deer |
| Linda Healing, BA<br>Community Development Supervisor<br>Social Planning Dept | City of Red Deer |
| Greg Scott – Recreation Parks and Culture Manager<br>Kay Kenny – Recreation Superintendent<br>Barb McKee – Collicutt Supervisor<br>June Larson – Recreation Facility Supervisor<br>Deb Comfort – Neighbourhood Facilities and Community Development Supervisor | City of Red Deer |
| Kevin Joll<br>Transit Manager | City of Red Deer |
| Trevor Poth<br>Parks Superintendent | City of Red Deer |
| Brian Einerson<br>Social Development | City of Red Deer |
| | |
| Mayor Morris Flewwelling | City Council |
| Councillor Tara Veer | City Council |
| Councillor Lynne Mulder | City Council<br>(Steering Committee) |

| | |
|---|---|
| Councillor Lorna Watkinson-Zimmer | City Council |
| Councillor Larry Pimm | City Council |
| Councillor Gail Parks | City Council |
| Councillor Frank Wong | City Council |
| Councillor Cindy Jefferies | City Council |
| Councillor Buck Buchanan | City Council<br>(previous Steering Committee) |
| Councillor Diane Wyntjes | City Council (new 2010) (Steering Committee) |
| Councillor Paul Harris | City Council (new 2010) |
| Councillor Chris Stephan | City Council (new 2010) |
| | |
| Jason Taylor | Red Deer Crime Prevention Advisory Committee |
| May Johnson | Red Deer Crime Prevention Advisory Committee |
| | |
| Lois Hansen (Crisis Centre) | Red Deer Crime Prevention and Policing Study/Strategy and Policing Model Review Ad Hoc Steering Committee |
| Ian Wheeler(CAWES) | Red Deer Crime Prevention and Policing Study/Strategy and Policing Model Review Ad Hoc Steering Committee |
| Michael Maracle<br>(Neighbourhood Watch) | Red Deer Crime Prevention and Policing Study/Strategy and Policing Model Review Ad Hoc Steering Committee |
| Lorraine Pitts | Red Deer Crime Prevention and Policing Study/Strategy and Policing Model Review Ad Hoc Steering Committee |
| Ernest Vokes | Red Deer Crime Prevention and Policing Study/Strategy and Policing Model Review Ad Hoc Steering Committee |
| David Radcliffe | |
| | |
| Bill Meade<br>Assistant Deputy Minister | Solicitor General and Public Security |
| Joe Rodgers<br>Executive Director, Policy and Program Development Branch | Solicitor General and Public Security |
| Matt Barker<br>Manager, Peace Officers Program, Traffic safety Enforcement, Regulatory Services | Solicitor General and Public Security |
| | |
| Donna Fong<br>Population Research Laboratory, Research Administrator.<br>University of Alberta | Population Research Laboratory. Univ. of AB. |
| Red Deer Community Agencies/ Businesses | |
| Halima | Central Alberta Women's Immigrant Association |
| Dawna Morey<br>Executive Director | Community Information Resource Service (CIRS). |
| Bruce Buruma<br>Director of Community Relations | Red Deer Public Schools |
| Danielle Klooster<br>Manager, Policy, Advocacy and Communications and<br>Phil Hyde | Red Deer Chamber of Commerce |
| Sharon Watson | RD Children's Service Centre |
| Geoff Tagg | Red Deer Youth Justice Committee |
| Janice Wing | Red Deer District Community Association. |

| | |
|---|---|
| Buck Wells<br>Consumer Support Worker | |
| Jennifer Vanderschaeghe, Executive Director | Central Alberta AIDS Network Society |
| Heather Gilbertson Videojournalist | SHAW TV |
| Laura Turner<br>Executive Director | Downtown Red Deer |
| J. Paul Stewart, EdD<br>Associate Superintendent of Student Services | Red Deer Catholic Regional Schools |
| Carl Prediger<br>Clinical Manager - Assertive Outreach/Diversion Services | Red Deer - Community Addiction and Mental Health |
| Steve Woolrich | SeCure Consulting Solutions Inc.<br>CEPTED consultant. |
| Gillian Wallace, coordinator | Street Ties |
| Red Deer Community Associations | |
| Jim Todd | Morrisroe East |
| Bruce Stonell | Mountview Sunnybrook |
| Dallas Jones | Bower Place |
| David Radcliffe | Oriole Park |
| Tracy Spencer | Anders on the Lake |
| Terry Johannson | Eastview Estates |
| Bob Coffey | Parkvale |
| Derek Nelson | Waskasoo |
| Ad hoc Community Members (self selected) | |
| Dwayne Gouw | Centratech |
| Comparator Sites | |
| Calgary | |
| Rick Haddow<br>Community Relations<br>City of Calgary<br>Animal and Bylaw Services | |
| S/Sgt. Patty McCallum<br>Calgary Police Service<br>Domestic Conflict Unit | |
| Grand Prairie | |
| Eldon Wyant.<br>Municipal Administrator<br>Grande Prairie RCMP | |
| Regional Municipality of Wood Buffalo | |
| Brian Makey.<br>Public Security Divisional Manager | |
| Cherie Cormier, Sr. Manager Contracts and Integration for Public Safety | |
| Taber Police Service | |
| Alf Rudd<br>Chief of Police<br>Taber Police Service | |
| Lethbridge Regional Police Service | |
| Inspector Bill Kaye<br>Lethbridge Regional Police Service<br>(Chief Tom McKenzie) | |
| Camrose Police Service | |
| Chief Darrell Kambeitz | |
| Edmonton Police Service | |

| | |
|---|---|
| Ronda Baxter<br>Strategic Analyst, Research and Evaluation Unit<br>Office of Strategy Management | |
| Lacombe Police Service | |
| T.S.(Steve)MURRAY, Cst.#115<br>Professional Standards | |
| Federal Way WA | |
| Fae Brooks, former Lieutenant | King County Sheriff's Office WA |
| Stephen Neal, Commander | Federal Way Police Department WA |
| Kyle Sumpter, Commander | Federal Way Police Department WA |
| Brian Wilson, Chief of Police | Federal Way Police Department WA |
| Gregory Wilson, Chief of Police | Mountlake Police Department WA |
| Others | |
| Dr Peter Bell (Ed D, MBA, M Ed, B Bus)<br>Senior Lecturer | Faculty of Law, School of Justice QUT<br>Gardens Point Campus |
| Paul Boden<br>Finance Advisor<br>CIPFA Business | UK contact re Finance |
| Sara Dunn<br>Data Quality Manager | Canadian Centre for Justice Statistics.<br>Canada |
| Chris Houle<br>Information Officer / Agent d'information | Canadian Centre for Justice Statistics.<br>Canada |
| David Jones, Director, Crime Prevention | Vancouver Downtown Business Improvement Association |

**Appendix 1-3 Cities Included in the NORM Analysis**

| | |
|---|---|
| Abbotsford | Ottawa |
| Barrie | Peel |
| Burnaby | Quebec |
| Calgary | Red Deer |
| Cape Breton | Regina |
| Chatham-Kent | Richmond |
| Coquitlam | Saanich |
| Delta | Saskatoon |
| Durham | Sherbrooke |
| Edmonton | St. John's |
| Gatineau | Sudbury |
| Guelph | Surrey |
| Halifax | Terrebonne |
| Halton | Thunder Bay |
| Hamilton | Toronto |
| Kelowna | Trois-Rivieres |
| Kingston | Vancouver |
| Laval | Victoria |
| Levis | Waterloo |
| London | Windsor |
| Longueuil | Winnipeg |
| Moncton | York |
| Montreal | |

**Appendix 1-3A NORM Analysis**

In order to minimize the possibility of biased results due to problems associated with degrees of freedom (which speaks to the ratio of number of cases to number of independent variables), separate models were run for each of the above seven categories of variables. From these seven models the variables within each category/model that significantly impact the dependent variables (cost per capita and crime rate) were determined. The significant variables from these models were then included in a final model which allows for an assessment of how these categories of variables perform once placed together in an overall model.

Table 3-1 below, summarises the impact of the variables examined, in particular, variables that significantly impact what is being predicted, in this case, (1) per capita costs and (2) crime rate. The $R^2$ (or Adjusted $R^2$) reflects the proportion of variance (amount of change) in the dependent variable that is explained by the dependent variables. More simply, the percent of the change in the dependent variable, (for example, crime rate), that is explained by using information from the independent variables. The higher the adjusted $R^2$, the greater the fit of the model is to the data.

**Table 3-1: Predicting Cost Per Capita and Crime Rate [a, b]**

| PREDICTOR | COST PER CAPITA | CRIME RATE |
|---|---|---|
| **Model #1: Age** | | |
| Percent of the population age 15 – 44 years | -.018 | .592** |
| Median age of males | -.03 | -.448* |
| **Adjusted $R^2$** | **0%** | **16.9%** |
| **Model # 2: Immigration** | | |
| Proportion of the total population who are immigrants | -.034 | .030 |
| **Adjusted $R^2$** | **0%** | **0%** |
| **Model # 3: Marital Status** | | |
| Percent of the population (Age 15+) never married | .418 | .573* |
| Percent of the population (Age 15+) married | -.426 | -.467 |
| Percent of the population (Age 15+) separated | .325 | .229 |
| Percent of the pop. (Age 15+) common-law | -.699 | -1.021** |
| **Adjusted $R^2$** | **5.3%** | **12.3%** |
| **Model # 4: Education** | | |
| % of the population with less than high school. | -.032 | -.021 |
| **Adjusted $R^2$** | **0%** | **0%** |
| **Model # 5: Earnings and Employment** | | |
| Participation rate[c] | .322 | -.150 |
| Unemployment rate[c] | .259 | -.218 |
| **Adjusted $R^2$** | **0%** | **0%** |
| **Model # 6: Population Density** | | |
| 2001 to 2006 population change (%) | -.019 | -.176 |
| Population density persons/$km^2$ | -.324* | .043 |
| **Adjusted $R^2$** | **9.0%** | **0%** |
| **Model # 7: Policing** | | |
| 2006 crime rate | -.067 | |
| 2006 Costs per capita | | -.133 |
| Police officers per 100 000 population (2006) | .778** | .739** |
| Total operating expenditures 2006 $ | .144 | -.373* |
| Clearance rate % (2006) | .188* | -.170 |
| **Adjusted $R^2$** | **67.4%** | **35.4%** |
| *p<0.05 **p<0.01 | | |

[a] Standardized coefficients are presented in the table, which allow conclusions to be drawn regarding the relative contributions of each variable to particular models. Positive values indicate that the variable's effect on the dependent variable (either cost per capita or crime rate) is positive: as the independent variable increases, so too does the dependent variable. On the other hand, a minus sign (-) means that as the predictor increases the dependent variable decreases.

[b] In most cases, "Adjusted $R^2$" is reported as a measure of variance explained to take into account the relatively low number of cases included in this analysis.

[c] There were missing cases with the unemployment rates and participation rates for 2006, so this portion of the analysis includes fewer locations – 26 out of 45. The participation rate is defined as the proportion of individuals aged 15 and over who are employed.

**Predicting Cost per Capita and Crime Rate**

Table 3-1 details the variables included in each of the seven initial models and provides information about the categories of factors that impact on cost per capita and crime rate. Four of the seven models in this table contained at least one significant predictor of cost per capita or crime rate.

- Model #1, 'age', indicates that the percent of the population aged 15-44 years and the median age of males in the population significantly do not predict to cost per capita, but instead predict crime rate: As the percent of the population between 15-44 increases, so does the crime rate. Similarly, as the median age of the male population decreases, the crime rate increases. This makes sense as males contribute most to crime – the higher their proportion in the population the higher the crime rate. Since younger males commit more crime than older males, the younger the median age, the higher the crime rate.
- Model #2, 'immigration', indicates that the proportion of the total population who are immigrants has no significant impact on either cost per capita or crime rate.
- Model #3, 'marital status', shows the proportion of the population aged 15 and older who have never been married or are common-law is significant predictor of crime rate:
    - As the proportions of those who have never been married increases, crime rate increases. Further; as the proportion of those who are common-law decreases, crime rate increases.
    - It may be that as the proportion of those who are never married increases, there are fewer guardians (in terms of partners) to act as deterrents to crime. The greater the 'never married' population, therefore, the higher the crime rate. The negative relationship between proportion of those who are common-law and the crime rate may suggest something similar: those who are partnered may be more deterred from committing crime, which would lead the crime rate to go down as the proportion of those in common-law relationships increases. These models are comparatively successful, predicting over 5% of the variance for marital status and over 12% of the variance for crime rate.
- Model #4, 'education'. The education variable does not significantly predict either cost per capita or crime rate.
- Model #5, 'earnings and employment'. Neither participation nor unemployment rate significantly impacts on costs of policing or crime rate.
- Model #6, population density. Population density significantly predicts costs per capita: as population density increases, costs per capita decrease. This finding is somewhat counterintuitive.
- Model #7, policing. These models are much better able to predict costs and crime rates than any of the previous models. Increases in police officers per 100,000 population significantly and positively impact costs per capita and crime rate. This makes sense as the more police there are, the more expenses a police agency has and the more officers potentially available to 'create crime' by laying charges. For crime rate, the data indicate that expenditures are negatively related to crime rate: the greater the expenditures, the lower the crime rate. This finding also makes sense – more police mean that more crime will be recorded, at the same time the finding regarding operating expenses suggests that there may be a floor effect – that expenditures cannot be too low or crime rates increase. The clearance rate also impacts on costs – as the clearance rate increases, costs similarly increase – processing cases uses resources.

The next step in the analysis builds models that can be used to predict both the costs per capita of policing in Red Deer, and Red Deer's crime rate based upon the above factors. Using only the variables that were significant in the models above (Table 3-1), the following table (Table 3-2**)** summarises the findings of the combined models that predict both costs per capita and crime rate. In terms of the overall variance explained ($R^2$), the model predicting cost per capita did extremely well, predicting over 67% of the variation in cost per capita. Notably, however, the majority of the variables are not significant suggesting that once other variables are controlled for, the explanatory impact of any particular variable is reduced with the exception of police officers per 100 000 population. For the model predicting crime rate, 39.4% of the change in crime rate is explained by the factors included in this model. Here we note that more of the variables are significant predictors of crime rate.

**Table 3-2: Predicting Cost Per Capita and Crime Rate: Final (Combined) Models[a, b]**

| PREDICTOR | COST PER CAPITA | CRIME RATE |
|---|---|---|
| % of the population age 15 – 44 years | **--** | **.444*** |
| Median age male population | **--** | **-.505*** |
| Percent of the population (Age 15+) never married | **--** | **-.177** |
| Percent of the population (Age 15+) common-law | **--** | **.020** |
| | **-.117** | **.004** |
| Population density persons/$km^2$Costs | **--** | **.016** |
| Police officers per 100 000 population (2006) | **.780**** | **.543*** |
| Total operating expenditures 2006 $ | **--** | **-.379*** |
| **Clearance Rate** | **.154** | **-.162** |
| **Adjusted $R^2$** | **66.5%** | **39.4%** |

[a] The variables marked with an asterisk were significant at the p=.05 level.
[b] "Adjusted $R^2$" is reported as a measure of variance explained to take into account the relatively low number of cases (N=45) included in this analysis.
[c] Participation rate was dropped from the analysis as it reduced the number of cases significantly.

From the final models generated above (Table 3 -2), cost per capita and crime rate for Red Deer is predicted. Table 3-3 below summarizes these results.

Red Deer has an observed (actual) policing cost per capita of $138. However, the equation derived from the above model (Table 3-2) indicates the predicted cost per capita, taking into account all the factors included in Table 3-2, $190: a 38% difference between what is observed and what is predicted by the model. The magnitude of the difference may indicate that a relatively blunt instrument is used to predict something that likely involves many more variables than have been included in this analysis. Similarly, the observed crime rate for Red Deer is 13,206 per 100,000 population. The formula generated from the model above, however, indicates that the crime rate is predicted to be 9849. The difference between the observed crime rate and the predicted crime rate is 25% when using the equation generated from Table 3-2.

**Table 3-3: Predicted Red Deer *per capita* Costs and Crime Rates**

| Per capita costs $ (Observed) | Per Capita Cost (Predicted) | Difference (%) |
|---|---|---|
| $138 | $190 | 38% |
| Crime Rate per 100 000 (Observed) | Crime Rate per 100 000 (Predicted) | Difference (%) |
| 13,206 | 9849 | 25% |

The actual (observed) per capita costs of policing in Red Deer are less than predicted by the model. Importantly, however, the model does not explain all the differences – the model doesn't fit perfectly (explaining nearly 67% of the variance). Other factors clearly impact on costs per capita that are not taken into account by the model. The utility of this model is that there is some basis for comparison.

As noted above, the observed crime rate per 100,000 is higher than predicted by the model: the observed crime rate is 13,206, but the predicted value is 9849. Before concluding that Red Deer has a crime rate that is greater than could be expected, it is important to specify the limitations of this form of analysis in advance of drawing any firm conclusions.

While the variance explained (adjusted R2) in each of the above two models is relatively high, the models do not completely explain the variation in cost per capita or in crime rate: there is still a large portion of variance left unexplained by this analysis. The portions of variance left unexplained means that the models are not including all the relevant explanatory variables – other factors are influential in determining per capita costs and crime rates. This variance in crime rates may be influenced by factors such as the location of Red Deer between two major urban centres and the resulting transient or the apparent/reported migration to Red Deer of users of social support networks.

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

## Appendix 1-4 UK National Perspective

According to the UK Audit Commission[1] a recession consists of three waves, namely the economic impact, the social impact and a period of unequal recovery.[2] Features of the social impact wave are said to include rising crime, alcoholism, addiction and homelessness brought about by job losses, rising unemployment and reduced household income during the economic wave of the recession. Consequently there is a view, albeit a simplistic one, at a national level within the UK that economic downturn leads to rising crime rates during the life cycle of a recession.[3]

### UK Crime Rates

Between 2006 and 2009 overall crime rates within the UK decreased from 11.1 million to 9.6 million. This continues the decline with crime, as measured by the British Crime Survey, down 50% since 1995 with a 9% reduction during 2008-09.[4] Given these figures, it could be argued that the recent economic recession experienced by the UK has not resulted in rising crime rates.

Another assumption based on such figures could be that there has been a 'lag' in the economic downturn impacting on crime rates, in other words the social impact wave is still to follow. The argument that the recession has had little impact is further re-enforced by considering overall crime rates at a local (police force) level.

In July 2010, Greater Manchester Police reported in the local media that the force had achieved a 13% reduction in crime compared with the previous year's figures. The announcement came at a time when there was a view amongst some economists that the UK economy was actually improving, showing minimal signs of growth and coming out of recession.

Consequently based on overall crime rates, at a UK and local level within Greater Manchester, it appears a significant UK economic downturn with considerable public spending cuts and job losses has not led to an increase in crime rates. However, when recent years' local crime rates are considered in more detail, particularly with regards to acquisitive crime (such as burglary of dwellings or thefts, where items or value are 'acquired' by the perpetrator) a different view can be offered.

[1] The UK public body responsible for assessing the efficiency and effectiveness of public services.
[2] "When it comes to the Crunch" – Audit Commission report(s) looking at how local authorities responded to the 2008/09 recession.
[3] Need reference
[4] http://www.justice.gov.uk/criminal-statistics-annual-2009.pdf

**UK Local (Greater Manchester) Crime Rates**

To gain a perspective on the impact of economic decline on crime rates at a local level the following geographical locations have been identified - Rochdale, Oldham and Manchester (emphasis on Harpurhey and the City Centre neighbourhoods). The criteria for selecting the locations was that the burglary dwelling crime rates have not followed overall crime trends and there are dynamics within the economic and social changes experienced by the locations which allow for comparisons being made within the Red Deer policing project.

With regards to the Harpurhey and City Centre neighbourhoods it is not possible to separate the data from the overall Manchester crime rates; however it is acknowledged that both neighbourhoods, particularly Harpurhey have been major contributors to the overall rate.

In addition, both neighbourhoods provide an interesting contrast with Harpurhey in 2004 being described as the '*worst place in the UK to reside*'[5] whilst Manchester City Centre has attracted huge investment and a significant rise in its residential population brought about by the re-development of empty commercial/manufacturing premises during the last ten years or so.

Whilst all three locations have experienced a reduction in overall crime rates, at times during the three year period there has been a significantly lower reduction in burglary and, relative to the overall crime rate, there has a been rise in burglary crimes. In addition, the reduction in burglary rates has not been consistent with overall crime reductions and in the case of Manchester burglary rates were higher in 2009 than 2006. The figures are illustrated in tables in Chapter 5.1.4.

To understand the potential correlation between the fluctuating burglary rates, the impact of economic downturn and the subsequent policing response it is useful to consider each of the localities in turn. However, initially it would be beneficial to provide some context to the overall approach of GMP during this period.

**Burglary Rates within Greater Manchester**

Between 2006 and 2009 burglary of dwellings in Greater Manchester reached their highest levels at the end of 2008.[6] In an effort to address this trend and also achieve other crime reduction targets the GMP

[5] Oxford University Study (2004) based on deprivation indices.
[6] GMP performance data – GMP website 2010

force embarked upon implementing a revised approach to partnership working known as the 'Simple2Start'[7] methodology.

Considering this methodology provides an understanding of how GMP was able to maximize opportunities to reduce burglary rates and also how the economic impact on crime rates can manifest, be identified and measures put in place to tackle it.

**Simple2Start**

Systematic Innovative Method Promoting Local Evaluation 2 (to) Successfully Tackle All Reduction Targets (Simple2Start) is focused on problem solving analysis being undertaken on the streets suffering the greatest levels of repeat victimization over the last twelve month period.

The methodology is based on the principle that by tackling 6% of locations there is a potential reduction of nearly a quarter of all reported incidents. Tackling the targets is achieved by way of agreed partnership activities delivered at crime intervention points, which include victim care, location change, and offender management. Whilst seeking to reduce crime by focusing on such intervention points is widely recognized within problem solving policing, the emphasis of the Simple2Start methodology is focusing on the 'neediest places'.[8]

Applying such principles is significant with regards to considering the burglary rates in the location of Manchester (Harpurhey and the City Centre).

**Manchester (Harpurhey) Burglary Rates**

It has been identified that a third of the burglary dwellings, in and around Harpurhey, were committed on no more than 35 streets.[9] Examining the localities of those streets more closely provides an understanding of the relevance of the economic downturn.

**Harpurhey Burglary Locations**

Harpurhey has a placing on the Indices of Multiple Deprivation[10] which reveals the area is ranked poorly for health (fourth worst in the country) income (fifth worst), employment (seventh worst) and crime

[7] www.crimepreventionassociates.co.uk
[8] Prioritising Partnership Action Through Simple2Start Pyramid Approach – Alan Edmunds
[9] www.makingmanchestersafer.com
[10] The *Index of Multiple Deprivation* pulls together data on different forms of deprivation into one overall deprivation score for an area and provides comparison across the UK

(seventh worst). Harpurhey has a population of approximately 38,000.[11]

In addition, there are several large, low value 1960s estates in Harpurhey that are publicly owned and do not qualify for government funding, which in recent years has been mainly directed towards private finance initiatives. Similarly, there was in 2008 a high level of privately owned, poorly maintained rented housing stock.

It was in such areas that the burglaries were heavily concentrated and analysis identified a number of common features.

**Harpurhey Burglary Offences – Common Features (Causes)**

With regards to victims and locations, the following common features were identified:

- Unoccupied housing awaiting demolition being subject to theft of fixtures and fittings.
- Vulnerable isolated residents with empty adjoining properties.
- Poor levels of basic security and crime prevention measures being taken.
- A transient population which on occasion had little regard for the security of the rented accommodation.
- A potential for false reporting of burglaries brought about by:
    - Landlords not being prepared to pay for damages to or in properties unless the tenant was able to provide a police crime reference number.
    - A national retail (electrical/home furnishings) store with a local branch providing access to credit with high interest rates and low credit protection insurance. Consequently, it was established high value goods were being purchased, sold/pawned and then reported stolen with the hire purchase being settled by way of the credit protection.

It could be argued that the above features or causes of burglary offences are attributable to economic downturn primarily due to poor social housing and limited household income. Importantly, what is apparent is that such causes cannot be tackled by the police alone and requires partnership working with statutory partners[12] as well as forging partnerships with the private sector.

With this in mind interventions put in place included seeking to improve tenancy management by engagement with landlords and also agreements with the retail sector to share information in relation to burglary victims and customers.

[11] 2008 Healthcare Census

[12] In the UK some public sector partners (e.g. police, local authorities, healthcare) have a legislative requirement to work together to improve community safety

A contrasting location to Harpurhey is Manchester City Centre where the housing stock and residents could be viewed as being at the other end of the spectrum, namely high earning professionals occupying modern apartments.

**Manchester City Centre Burglary Offences**

Manchester city centre has a residential population of approximately 20,000 with a housing stock made up of relatively new apartment-style complexes. It is interesting to note that the city centre was also found to be a significant contributor to the rise in burglary offences and analysis of those offences revealed a feature attributable to economic downturn.

**Manchester City Centre Burglary Offences – Common Features (Causes)**

- Vulnerable apartments within complexes where there was a high propensity of 'buy to rent' accommodation with landlords struggling to find tenants.
- Offenders using subterfuge to gain access to complexes (e.g. purporting to be maintenance personnel and then breaking into a high number of residential units within the complex). A high gain for little effort.
- Poor design features allowing premises to be entered by way of low level balconies and unsuitable apartment doors and locks.

The first of the above common features has similarities with the burglary offences being committed at unoccupied premises in Harpurhey, namely being brought about by economic downturn. To expand on this point, prior to the UK recession mortgage lenders were keen to provide funds to landlords to purchase property with a view to rental income meeting the mortgage payments. However, the recession resulted in falling property prices and falling rents subsequently leading to empty premises.

Consequently, effective analysis of the burglary crime trends, particularly with regards to locations, was able to establish that the economic downturn was a significant factor. Measures put in place to combat the offences included raising crime prevention awareness amongst residents and landlords, as well as securing design modifications to access points.

When the other localities of Rochdale and Oldham are considered, similar findings can be arrived at particularly the response to the trends some of which were reflected across GMP.

**Rochdale**

Rochdale has a moderately weak economy that is overly dependent on distributive, hotel and catering, public administration and health, and manufacturing industries. Unemployment rates are slightly higher than the national average, with some localities within the town experiencing between 6 and 7% of the

working population being unemployed.[13] A major threat to employment is the manufacturing sector which is forecast to lose around 5,000 jobs by 2015. Of further significance, jobs in the locality pay approximately £35 (CAN$55) less per week compared to the average for England & Wales.

**Rochdale – Burglary Rates**

Between 2007 and 2008 Rochdale experienced an 8.5% increase in burglary rates, but during the next year was able to reduce levels to the 2007 rates. The response to the burglary problem by the Crime and Disorder Reduction Partnership[14] (CDRP) provides an insight as to what were perceived to be the primary causes of Rochdale's burglary problem.

**CDRP Response**

In an effort to combat the burglary problem Rochdale's community safety plan included:

- Rolling out a program of 'weeks of action' in which all partners were to provide dedicated support and action in neighbourhoods.
- Designing out crime through the planning requirements process.
- Alley gating[15] and closed circuit television to more neighbourhoods.
- Security measures provided to vulnerable home owners.
- The Trading Standards Service reducing door step crime (e.g. distraction burglaries of elderly victims) by implementing more 'No Cold Calling Zones'.
- Sharing timescales and geographical locations with partners of proposed regeneration plans.

A number of the measures contained within the Rochdale CDRP plan are instantly recognizable but it is interesting to note that sharing regeneration plans is seen as being necessary. The rationale for that approach was that a feature of housing in the locality was low-value, old stock which was being subject to renovation and, in some cases, demolition and new build. Consequently, a cause of burglary offences again could be attributed to either unoccupied premises or residents who were isolated as a result of vacant premises in their locality.

**Oldham**

Oldham contains a mixture of open countryside and urban communities of which over 10% of the population are from black and minority ethnic communities.

In the summer of 2001, Oldham experienced a wave of civil disorder which attracted worldwide media

[13] Rochdale Local Authority website - 2010
[14] CDRP – partnership body, including the police, required by UK legislation to be responsible for community safety.
[15] Alley-gating is a crime reduction measure that involves the installation of a lockable gate across an alley, preventing access for anyone who does not have a key. See also, Rachel Armitage and Hannah Smithson's, "Alley-Gating Revised: The Sustainability of Resident's Satisfaction," (Internet Journal of Criminology 2007), where it was concluded from the research that alley-gates can increase perceptions of safety and satisfaction with area of residence. At the same time, the feared negative consequences of gating, such as increased fear of crime, failed to materialise.

attention, following which a range of reports were commissioned. Of the areas studied in this *Review*, the deprived areas of Oldham have the highest representation of black and minority ethnic communities, although one of the three most deprived areas has a predominantly white population. The health of the Oldham population is worse than the national average.[16] A high proportion of the housing stock in Oldham is terraced properties and socially rented.

**Oldham Burglary Rates and the CDRP response**

Whilst between 2006 and 2009 Oldham achieved the highest reduction in burglary rates, of the three localities, the town experienced an increase of 20.6% in 2007. Again many of the features referred to previously in the Harpurhey and Rochdale examples were found to be common, particularly with regards to poor housing stock.

Similarly measures put in place centred on the vulnerable repeat locations and included:

- over 10,000 residents being included in an alley gate project.
- over 500 houses receiving target hardening by way of a 'secure homes project'.
- 'weeks of action' in which all partners were to provide dedicated support and action in neighbourhoods.

Again the Oldham plan to tackle burglary offences contains an element of the need to target harden housing stock by way of a 'secure homes project', which provides funding where it is needed. In isolation, this may not be readily identifiable as addressing a cause linked to economic downturn.

However, it needs to be considered alongside the 'weeks of action' element which featured in the Rochdale plan and has gathered some momentum across Greater Manchester.

**Weeks of Action**

The primary aim of a 'week of action' is to maximise the effectiveness of the CDRP at a neighbourhood level in tackling local issues including reducing crime and disorder. The criteria identifying localities is decided on, amongst other things, by using the area's vulnerable localities (VLI) score.[17] The VLI measures indicators at a local level including income levels, employment levels and burglary rates.

Over 30 agencies can be involved in a 'week of action', both from the private and public sector, for example retailers and employers providing tools and skills to improve security measures of households.[18] Parallels can be drawn between 'weeks of action' and the Simple2Start methodology in that a high

[16] Oldham Local Authority website 2010
[17] The Vulnerable Localities Index (VLI) is a method for measuring community cohesion, by highlighting areas where social and economic conditions exist which could lead to a breakdown in the community.
[18] http://www.manchester.gov.uk/egov_downloads/respect_action_weeks.pdf

volume of resources are concentrated on the 'neediest places'.

Essentially, the purpose of highlighting the 'week of action' tactic is to emphasise again that often burglary reduction plans in the Greater Manchester area utilise the tactic, which due to the labour, planning and financial costs involved can only be justified in localities with a high VLI score a contributory factor of which is economic downturn.

**General Observations**

It is accepted that many of the forthcoming conclusions have been based on examining a particularly type of crime, namely burglary of dwellings; however it is proposed that the same principles referred to in this report are transferrable to other crimes, often referred to as acquisitive crimes, such as shoplifting, fraud, theft or drug trafficking, which are committed to gain money or possessions.

For example, as more individuals find themselves unemployed[19] they may turn to opportunist crime (theft of unattended items) and in previous recessions (1992) rises in domestic violence were experienced due to increases in family tensions. Similarly, hate crime rises were attributed to hostility towards migrants.

Consequently, the following conclusions should be read with that context in mind:

- Based on the UK Audit Commission's 'three waves of a recession' model, see above, rising crime is recognized as a feature of economic downturn in the UK.
- In line with the UK Audit Commission's model the latter wave of a recession does include unequal growth with long term problems in some areas, as highlighted by Harpurhey an area that has suffered as a result of economic downturn for over a decade.
- UK level crime rates do not always reflect the impact of economic downturn; a greater understanding can be achieved by examining local crime rates particularly with regards to acquisitive crime.
- Economic downturn can impact on crime rates in localities where it is least expected, as highlighted in the Manchester City Centre burglary crime rates.
- Effective partnership working both with the public sector and private sector (e.g. tenancy management improvements) is critical to achieving reductions in crime rates influenced by economic downturn.
- Partnership working and resources need to be focused in the 'neediest places' in line with the Simple2Start methodology.
- 'Neediest places' should be identified by analysis of repeat crime locations and correlation with deprivation data (e.g. Vulnerable Localities Index (VLI) scores).

[19] UK Unemployment rates are expected to reach 2+ million in 2011

**Appendix 1-5 Red Deer Crime Rate Trends 2004 to 2009**

The following is an overview of Red Deer crime trends over the period 2004 to 2009 inclusive.[20] The Tables below summarize the total violations and serious crimes and provide data for specific crimes and violations.

**Summary**

Based on the UCR figures the decrease in overall crime, comparing 2004 to 2009, is just under 20%, with property crime decreasing more than 20% and violent crime with a smaller decrease of just under 5%.

The overall rate of violent crime in 2009 is lower than 2004; however there are some notable exceptions. For example, the number of offences in 2009 which were not present in 2004, though numerically small, involving child pornography, prostitution, and the Internet are concerning. Both the actual reported number of *uttering threats* and *threatening or harassing phone calls* and the rate of these crimes have risen significantly. Additionally, while the rate of *Criminal harassment* has declined, the actual number of reported incidents increased approximately 16 % over the 2004 level. These 3 crime categories are often associated with family/spousal violence. It is also significant to note that the actual incidents of *assault peace officer* and the rate for this offence have trended upward since 2004. The crime category of *Arson* has also increased both in rate (28%) and in reported incidents (58%) since 2004. Overall, the small numbers and rates of firearms-related offences have decreased from 2004 to 2009.

The overall property crime rate is lower in 2009 than is 2004 with two exceptions: theft over $5000 non-motor vehicle which has an increase of 16% but is represented by an increase of only 18 incidents; and mischief, which has an increase of over 700 incidents representing a rate increase of 15.8%.

The rate of offences relating to the *administration of justice* increased by just over 20%. This increase is attributed to greater enforcement of court orders – the increased rate of *failure to comply with order* is over 140%.

The number of *impaired driving* cases has more than doubled (110%) from 2004 (248) to 2009 (520).

The increase in the number of *failure to stop or remain* accounts for almost one third of the total increase in numbers.

The crime rate for federal offences fell slightly from 2004 to 2009 by just over 1%.

[20] Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics

As indicated below (Table A5-7a) the total reported violation trend has remained relatively constant when compared between 2004 and 2009. However, there have been fluctuations within this time, for example an 8% rise in 2005, followed by an almost 19% drop in 2006 (from the previous year) and then a gradual increase during 2007 and 2008 to a level in 2009 just under 1% higher than that of 2004.

Correspondingly, during this same period, there has been an almost 20% decrease in the overall crime rate, associated with all reported violations. The number of reported total property crime violations in 2004 (8177) decreased almost 11% during this period to 7278 violations in 2009. When viewed as a rate per 100,000 population, property crime decreased by almost 19% during this period. However, it should be noted that total reported violent crime has been trending upward since 2004, with number of reported crimes increasing by almost 19% from 2004 (1825) to 2009 (2171), although the rate per 100,000 population has decreased by just under 5% during this same time period. As a percentage of all criminal code violations excepting traffic, violent crime has increased by 3.2% from 2004 to 2009. Conversely, property crime, as a percentage of all criminal code violations, excepting traffic, has decreased by 5.5% during this same period.

**Table A5-7a Red Deer Crime Rate Trends 2004 to 2009 – Totals and Homicide**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % 2004-2009 change |
|---|---|---|---|---|---|---|---|
| Population [21] | 75,923 | | | | | 89,891 | Pop +18% |
| Total All Violations | 13,199 | 14,275 | 11,609 | 11,946 | 12,064 | 13,317 | |
| Rate per 100,000 pop | 17,827 | 18,684 | 13,452 | 11,593 | 11,491 | 14,410 | -19.17% |
| All Criminal Code Violations including. traffic | 12,846 | 13,727 | 11,240 | 11,532 | 11,661 | 12,881 | |
| Rate per 100,000 pop | 17,350 | 17,967 | 13,024 | 11,191 | 11,107 | 13,938 | -19.67% |
| All Criminal Code Violations excluding. traffic | 12,541 | 13,013 | 10,749 | 10,986 | 11,000 | 12,185 | |
| Rate per 100,000 pop | 16,938 | 17,032 | 12,455 | 10,661 | 10,477 | 13,185 | -22.16% |
| Total Violent Criminal Code | 1825 | 1972 | 1975 | 1861 | 1913 | 2171 | |
| Rate per 100,000 pop | 2465 | 2581 | 2289 | 1806 | 1822 | 2349 | -4.71% |
| Homicide | 2 | 4 | 0 | 0 | 3 | 2 | |
| Rate per 100,000 pop | 2 | 5 | 0 | 0 | 3 | 2 | |
| Attempted Murder | 1 | 2 | 0 | 2 | 1 | 1 | |
| Rate per 100,000 pop | 1 | 3 | 0 | 2 | 1 | 1 | |

[21] Red Deer City Census

In the following tables, some violation categories with no incidents have been omitted, as have a number of obscure/minor violation categories containing small numbers of incidents. However, some categories with no violations have been included as there may be questions concerning those particular types of incidents.

Crime rate percent changes for the years 2004 and 2009 have been included for crime figures greater than 50**.** Percentage changes for number less than 50 (an average of less than one occurrence per week) may produce dramatic increases or decreases which speak to the small numbers rather than a meaningful change. However, in some cases where new trends or crimes are identified, they are included in comments below the tables.

**Table A5-7b Red Deer Crime Rate Trends 2004 to 2009 – Firearms**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % 2004-2009 change |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Firearms documentation | 2 | 7 | 0 | 0 | 0 | 0 | |
| Rate per 100,000 pop | 3 | 9 | 0 | 0 | 0 | 0 | |
| Weapons possession contrary to order | 2 | 3 | 2 | 0 | 0 | 0 | |
| Rate per 100,000 pop | 3 | 4 | 2 | 0 | 0 | 0 | |
| Possession of weapons | 44 | 61 | 49 | 45 | 62 | 38 | |
| Rate per 100,000 pop | 59 | 80 | 57 | 44 | 59 | 41 | |
| Other offensive weapons | 4 | 2 | 0 | 0 | 0 | 0 | |
| Rate per 100,000 pop | 5 | 3 | 0 | 0 | 0 | 0 | |
| Unsafe storage of firearms | 2 | 10 | 8 | 3 | 4 | 4 | |
| Rate per 100,000 pop | 3 | 13 | 9 | 3 | 4 | 4 | |
| Offensive weapons - explosives | 1 | 4 | 0 | 0 | 0 | 2 | |
| Rate per 100,000 pop | 1 | 5 | 0 | 0 | 0 | 2 | |
| Offensive weapons – prohibited | 2 | 0 | 0 | 0 | 0 | 0 | |
| Rate per 100,000 pop | 3 | 0 | 0 | 0 | 0 | 0 | |

Overall, the small numbers and rates of firearms-related offences have decreased from 2004 to 2009.

**Table A5-7c Red Deer Crime Rate Trends 2004 to 2009 – Sexual Crimes**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Sexual Assault - Level 3 | 0 | 1 | 2 | 0 | 0 | 2 | |
| Rate per 100,000 pop | 0 | 1 | 2 | 0 | 0 | 2 | |
| Sexual Assault - Level 2 | 0 | 1 | 2 | 1 | 4 | 0 | |
| Rate per 100,000 pop | 0 | 1 | 2 | 1 | 4 | 0 | |
| Sexual Assault - Level 1 | 84 | 54 | 46 | 49 | 68 | 60 | |
| Rate per 100,000 pop | 113 | 71 | 53 | 48 | 65 | 65 | -42.5 |
| Total sexual violations against children | 0 | 0 | 1 | 1 | 1 | 8 | |
| Rate per 100,000 pop | 0 | 0 | 1 | 1 | 1 | 9 | |
| Sexual Interference | 0 | 0 | 0 | 0 | 0 | 6 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 0 | 0 | 6 | |
| Invitation to sexual touching | 0 | 0 | 0 | 0 | 1 | 1 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 0 | 1 | 1 | |
| Luring a child via computer | 0 | 0 | 1 | 1 | 0 | 1 | |
| Rate per 100,000 pop | 0 | 0 | 1 | 1 | 0 | 1 | |
| Corrupting morals of a child | 0 | 0 | 0 | 0 | 0 | 1 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 0 | 0 | 1 | |
| Other sexual violations | 4 | 11 | 14 | 8 | 8 | 4 | |
| Rate per 100,000 pop | 5 | 14 | 16 | 8 | 8 | 4 | |
| Voyeurism | 0 | 0 | 0 | 2 | 2 | 4 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 2 | 2 | 4 | |
| Child pornography | 0 | 5 | 6 | 5 | 5 | 6 | |
| Rate per 100,000 pop | 0 | 7 | 7 | 5 | 5 | 6 | |
| Total prostitution | 0 | 15 | 5 | 2 | 2 | 6 | |
| Rate per 100,000 pop | 0 | 20 | 6 | 2 | 2 | 6 | |
| Indecent acts | 40 | 38 | 43 | 24 | 26 | 32 | |
| Rate per 100,000 pop | 54 | 50 | 50 | 23 | 25 | 35 | -35% |
| Corrupting morals | 0 | 1 | 1 | 0 | 0 | 2 | |
| Rate per 100,000 pop | 0 | 1 | 1 | 0 | 0 | 2 | |

Table A5-7c above, shows the total numbers of sexual-related crimes has increased by just under 4% overall from 2004 to 2009. However, there are a number of offences not present in 2004 involving child pornography, prostitution, and the Internet which are cause for concern. This is likely to have occurred due to the changes in technology, the propensity for offenders to commit these crimes and changes in law enforcement capacity and focus.

**Table A5-7d Red Deer Crime Rate Trends 2004 to 2009 – Violence**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Assault - Level 3 - aggravated | 13 | 14 | 19 | 13 | 16 | 13 | |
| Rate per 100,000 pop | 18 | 18 | 22 | 13 | 15 | 14 | |
| Assault - Level 2 - Bodily harm (BH) or weapon | 145 | 210 | 154 | 168 | 160 | 164 | |
| Rate per 100,000 pop | 196 | 275 | 178 | 163 | 152 | 177 | -9.7% |
| Assault - Level 1 | 988 | 992 | 1041 | 975 | 930 | 1,038 | |
| Rate per 100,000 pop | 1,334 | 1298 | 1206 | 946 | 886 | 1,123 | -15.82% |
| Assault Police Officer | 14 | 16 | 20 | 22 | 24 | 25 | |
| Rate per 100,000 pop | 19 | 21 | 23 | 21 | 23 | 27 | +42.11% |
| Total other assaults | 9 | 6 | 4 | 1 | 4 | 5 | |
| Rate per 100,000 pop | 12 | 8 | 5 | 1 | 4 | 5 | |
| Unlawfully causing bodily harm | 4 | 2 | 0 | 0 | 1 | 2 | |
| Rate per 100,000 pop | 5 | 3 | 0 | 0 | 1 | 2 | |
| Criminal negligence causing BH | 1 | 1 | 0 | 0 | 1 | 0 | |
| Rate per 100,000 pop | 1 | 1 | 0 | 0 | 1 | 0 | - |
| Arson disregard for life | 1 | 1 | 1 | 1 | 0 | 1 | |
| Rate per 100,000 pop | 1 | 1 | 1 | 1 | 0 | 1 | |
| Arson | 24 | 20 | 32 | 40 | 28 | 38 | |
| Rate per 100,000 pop | 32 | 26 | 37 | 39 | 27 | 41 | +28.13% |
| Other violent violations | 3 | 16 | 18 | 13 | 11 | 4 | |
| Rate per 100,000 pop | 4 | 21 | 21 | 13 | 10 | 4 | |
| Disturb the peace | 1932 | 2514 | 1581 | 1426 | 1485 | 1935 | |
| Rate per 100,000 pop | 2609 | 3291 | 1832 | 1384 | 1414 | 2094 | -19.74% |

Continued in Table A5-7e

**Table A5-7e Red Deer Crime Rate Trends 2004 to 2009 – Violence – continued**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Total firearms: use of, discharge, pointing | 7 | 5 | 2 | 5 | 14 | 6 | |
| Rate per 100,000 pop | 9 | 7 | 2 | 5 | 13 | 6 | |
| Discharge firearm with intent | 0 | 3 | 1 | 3 | 8 | 5 | |
| Rate per 100,000 pop | 0 | 4 | 1 | 3 | 8 | 5 | |
| Using firearm in commission of an offence | 3 | 1 | 0 | 0 | 0 | 1 | |
| Rate per 100,000 pop | 4 | 1 | 0 | 0 | 0 | 1 | |
| Pointing a firearm | 4 | 1 | 1 | 2 | 6 | 0 | |
| Rate per 100,000 pop | 5 | 1 | 1 | 2 | 6 | 0 | |
| Total robbery | 79 | 95 | 84 | 90 | 112 | 97 | |
| Rate per 100,000 pop | 107 | 124 | 97 | 87 | 107 | 105 | -1.87% |
| Forcible confinement | 10 | 9 | 18 | 12 | 13 | 10 | |
| Rate per 100,000 pop | 14 | 12 | 21 | 12 | 12 | 11 | |
| Abduction | 0 | 5 | 5 | 1 | 1 | 1 | |
| Rate per 100,000 pop | 0 | 7 | 6 | 1 | 1 | 1 | |
| Extortion | 6 | 7 | 1 | 1 | 3 | 5 | |
| Rate per 100,000 pop | 8 | 9 | 1 | 1 | 3 | 5 | |
| Criminal harassment | 82 | 94 | 42 | 40 | 68 | 95 | |
| Rate per 100,000 pop | 111 | 123 | 49 | 39 | 65 | 103 | -7.21% |
| Uttering threats | 279 | 332 | 306 | 308 | 341 | 424 | |
| Rate per 100,000 pop | 377 | 435 | 355 | 299 | 325 | 459 | +21.75 |
| Threatening or harassing phone calls | 97 | 109 | 210 | 159 | 139 | 201 | |
| Rate per 100,000 pop | 131 | 143 | 243 | 154 | 132 | 217 | +65.64 |
| Total other violent incidents | 9 | 16 | 18 | 13 | 11 | 14 | |
| Rate per 100,000 pop | 12 | 21 | 21 | 13 | 10 | 15 | |

Overall violent crime in 2009 is just under 5% lower than the 2004 rate; however, there are a number of significant exceptions. Both the actual reported number of *uttering threats* and *threatening or harassing phone calls* and the rate of these crimes have risen significantly. Additionally, while the rate of *criminal harassment* has declined, the actual number of reported incidents has increased approximately 16 %

over the 2004 level. These 3 crime categories are often associated with family/spousal violence. It is also significant to note that the actual incidents of assault peace officer and the rate of this offence have trended upward since 2004. The crime category of *arson* has also increased both in rate (28%) and in reported incidents (58%) since 2004.

**Table A5-7f Red Deer Crime Rate Trends 2004 to 2009 – Property**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Total property violations | 8177 | 7748 | 6445 | 6846 | 6740 | 7278 | |
| Rate per 100,000 pop | 11,044 | 10,141 | 7468 | 6644 | 6420 | 7875 | -18.7% |
| Total breaking & entering | 1221 | 968 | 771 | 866 | 718 | 711 | |
| Rate per 100,000 pop | 1514 | 1267 | 893 | 840 | 684 | 769 | -49.21% |
| Possess stolen property | 177 | 186 | 193 | 229 | 205 | 167 | |
| Rate per 100,000 pop | 239 | 243 | 224 | 222 | 195 | 181 | -24.27% |
| Total theft of motor vehicle MV | 710 | 553 | 615 | 605 | 565 | 544 | |
| Rate per 100,000 pop | 959 | 724 | 713 | 587 | 538 | 589 | -38.59% |
| Total theft over $5000 non-MV | 40 | 101 | 68 | 75 | 52 | 58 | |
| Rate per 100,000 pop | 54 | 132 | 79 | 73 | 50 | 63 | +16.66 |
| Shoplifting over $5000 | 0 | 1 | 7 | 3 | 3 | 8 | |
| Rate per 100,000 pop | 0 | 1 | 8 | 3 | 3 | 9 | |
| Shoplifting under $5000 | 637 | 416 | 448 | 489 | 641 | 659 | |
| Rate per 100,000 pop | 860 | 544 | 519 | 475 | 611 | 713 | -17.1% |
| Total theft under $5000 non-MV | 4112 | 3143 | 2418 | 2601 | 2720 | 2947 | |
| Rate per 100,000 pop | 5554 | 4114 | 2802 | 2524 | 2591 | 3189 | -42.59% |
| Fraud | 343 | 353 | 344 | 376 | 488 | 428 | |
| Rate per 100,000 pop | 463 | 462 | 399 | 365 | 465 | 463 | 0 |
| Total mischief | 1650 | 2424 | 2004 | 2054 | 1964 | 2385 | |
| Rate per 100,000 pop | 2229 | 3173 | 2322 | 1993 | 1871 | 2581 | +15.79 |
| Counterfeiting | 6 | 6 | 3 | 2 | 3 | 0 | |
| Rate per 100,000 pop | 8 | 8 | 3 | 2 | 3 | 0 | |
| Trespass by night | 37 | 53 | 11 | 13 | 15 | 22 | |
| Rate per 100,000 pop | 50 | 69 | 13 | 13 | 14 | 24 | |

The overall property crime rate is lower in 2009 than is 2004 with two exceptions: theft over $5000 non-MV which has an increase of 16% but is represented by an increase of only 18 incidents; and mischief, which has an increase of over 700 incidents representing a rate increase of 15.8%.

**Table A5-7g Red Deer Crime Rate Trends 2004 to 2009 – Administration of Justice**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Total admin of justice violations | 372 | 451 | 506 | 662 | 638 | 560 | |
| Rate per 100,000 pop | 502 | 590 | 586 | 642 | 608 | 606 | +20.71% |
| Fail to comply with order | 121 | 166 | 214 | 313 | 394 | 366 | |
| Rate per 100,000 pop | 163 | 217 | 248 | 304 | 375 | 396 | +142.94% |
| Escape lawful custody | 0 | 6 | 2 | 3 | 2 | 4 | |
| Rate per 100,000 pop | 0 | 8 | 2 | 3 | 2 | 4 | |
| Unlawfully at large | 31 | 11 | 2 | 0 | 2 | 1 | |
| Rate per 100,000 pop | 42 | 14 | 2 | 0 | 2 | 1 | |
| Fail to appear | 46 | 57 | 163 | 173 | 47 | 24 | |
| Rate per 100,000 pop | 62 | 75 | 189 | 168 | 45 | 26 | |
| Breach of probation | 151 | 177 | 87 | 120 | 124 | 107 | |
| Rate per 100,000 pop | 204 | 232 | 101 | 116 | 118 | 116 | -43.14% |
| Other violations against admin of justice | 23 | 34 | 38 | 53 | 69 | 58 | |
| Rate per 100,000 pop | 31 | 45 | 44 | 51 | 66 | 63 | +103.22% |
| Obstruct public or peace officer | 40 | 50 | 64 | 60 | 68 | 62 | |
| Rate per 100,000 pop | 54 | 65 | 74 | 58 | 65 | 67 | +24.07% |

The rate of offences relating to the *administration of justice* increased by just over 20%. This increase attributed to greater enforcement of orders – the increased rate of *failure to comply with order* is over 140%. RCMP Red Deer advised the *Review* that officers are assigned to deal with prolific offenders who are charged when found in breach of conditions.

**Table A5-7h Red Deer Crime Rate Trends 2004 to 2009 – Traffic**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % 2004-2009 change |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Total criminal Code traffic violations | 305 | 714 | 491 | 546 | 661 | 696 | |
| Rate per 100,000 pop | 412 | 935 | 569 | 530 | 630 | 753 | +82.76% |
| Total impaired driving | 248 | 565 | 380 | 373 | 419 | 520 | |
| Rate per 100,000 pop | 335 | 740 | 440 | 362 | 399 | 563 | +68.05% |
| Impaired driving causing death | 0 | 0 | 0 | 2 | 0 | 0 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 2 | 0 | 0 | |
| Impaired driving causing BH | 0 | 0 | 2 | 1 | 0 | 1 | |
| Rate per 100,000 pop | 0 | 0 | 2 | 1 | 0 | 1 | |
| Impaired failure to provide breath sample | 24 | 16 | 15 | 15 | 18 | 12 | |
| Rate per 100,000 pop | 32 | 21 | 17 | 15 | 17 | 13 | |
| Total other Criminal Code traffic | 57 | 149 | 111 | 173 | 242 | 77 | |
| Rate per 100,000 pop | 176 | 195 | 129 | 168 | 230 | 190 | +7.95% |
| Dangerous driving causing death | 1 | 0 | 0 | 0 | 0 | 0 | |
| Rate per 100,000 pop | 1 | 0 | 0 | 0 | 0 | 0 | |
| Dangerous driving causing BH | 1 | 3 | 2 | 3 | 0 | 0 | |
| Rate per 100,000 pop | 1 | 4 | 2 | 3 | 0 | 0 | - |
| Dangerous operation of motor vehicle, vessel, or aircraft | 27 | 29 | 10 | 26 | 20 | 14 | |
| Rate per 100,000 pop | 36 | 38 | 12 | 25 | 19 | 15 | |
| Dangerous operation evading police | 7 | 7 | 8 | 10 | 11 | 7 | |
| Rate per 100,000 pop | 9 | 9 | 9 | 10 | 10 | 8 | |
| Dangerous operation evading police causing BH | 0 | 0 | 0 | 0 | 0 | 1 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 0 | 0 | 1 | |
| Failure to stop or remain | 10 | 96 | 70 | 105 | 173 | 127 | |
| Rate per 100,000 pop | 14 | 126 | 81 | 102 | 165 | 137 | +9785% |
| Drive while prohibited | 10 | 13 | 21 | 29 | 38 | 27 | |
| Rate per 100,000 pop | 14 | 17 | 24 | 28 | 36 | 29 | |

Table A5-7h above illustrates the number of *impaired driving* cases has more than doubled (110%) from 2004 (248) to 2009 (520). This is believed to be a function of the strategic focus placed by the RCMP on this behaviour in Red Deer and environs. Additionally, RCMP are working in conjunction with other law enforcement agencies, including Alberta Sheriffs, in such programs as Alberta Check Stop to address alcohol related driving offences. The increase in the number of *failure to stop or remain* and the increase in *drive while prohibited* may also be a function of the prevalence of alcohol use and driving.

**Table A5-7i Red Deer Crime Rate Trends 2004 to 2009 – Federal Offences**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % 2004-2009 change |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Total Federal Statute Offences | 353 | 548 | 369 | 414 | 403 | 436 | |
| Rate per 100,000 pop | 477 | 717 | 428 | 402 | 384 | 472 | -1.1% |
| Possession cannabis | 127 | 193 | 166 | 176 | 190 | 172 | |
| Rate per 100,000 pop | 210 | 253 | 192 | 171 | 181 | 227 | +8.09% |
| Possession cocaine | 58 | 72 | 89 | 82 | 72 | 59 | |
| Rate per 100,000 pop | 78 | 94 | 103 | 80 | 69 | 64 | -17.95% |
| Total possession – other | 23 | 42 | 24 | 46 | 35 | 16 | |
| Rate per 100,000 pop | 31 | 55 | 28 | 45 | 33 | 17 | |
| Possession heroin | 1 | 1 | 0 | 1 | 1 | 1 | |
| Rate per 100,000 pop | 1 | 1 | 0 | 1 | 1 | 1 | |
| Other controlled drugs | 22 | 41 | 24 | 45 | 33 | 13 | |
| Rate per 100,000 pop | 30 | 54 | 28 | 44 | 31 | 14 | |
| Possession ecstasy | 0 | 0 | 0 | 0 | 1 | 2 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 0 | 1 | 2 | - |
| Total cannabis trafficking, production, or distribution | 43 | 112 | 21 | 26 | 14 | 41 | |
| Rate per 100,000 pop | 58 | 147 | 24 | 25 | 13 | 44 | |
| Total cocaine trafficking, production, or distribution | 65 | 82 | 38 | 48 | 53 | 47 | |
| Rate per 100,000 pop | 88 | 107 | 44 | 47 | 50 | 51 | -42.05% |
| Total other controlled drugs trafficking, production, or distribution | 14 | 19 | 15 | 15 | 9 | 23 | |
| Rate per 100,000 pop | 19 | 25 | 17 | 15 | 9 | 25 | +31.6% |

Continued in Table A5-7j

**Table A5-7j Red Deer Crime Rate Trends 2004 to 2009 – Federal Offences**

| Red Deer | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | Crime rate % |
|---|---|---|---|---|---|---|---|
| Population | 75,923 | | | | | 89,891 | Pop +18% |
| Heroin trafficking | 0 | 1 | 0 | 0 | 0 | 0 | |
| Rate per 100,000 pop | 0 | 1 | 0 | 0 | 0 | 0 | |
| Other controlled drugs & substances trafficking | 14 | 17 | 15 | 15 | 8 | 18 | |
| Rate per 100,000 pop | 19 | 22 | 17 | 15 | 8 | 19 | |
| Crystal meth trafficking | 0 | 0 | 0 | 0 | 0 | 4 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 0 | 0 | 4 | |
| Ecstasy trafficking | 0 | 0 | 0 | 0 | 0 | 1 | |
| Rate per 100,000 pop | 0 | 0 | 0 | 0 | 0 | 1 | |
| Youth Criminal Justice Act | 20 | 13 | 6 | 13 | 17 | 11 | |
| Rate per 100,000 pop | 27 | 17 | 7 | 13 | 16 | 12 | |
| Other Federal Statutes | 3 | 15 | 10 | 8 | 13 | 29 | |
| Rate per 100,000 pop | 4 | 20 | 12 | 8 | 12 | 31 | |

The crime rate for federal offences fell slightly from 2004 to 2009 by just over 1%.

**Similar sized communities outside of Canada**

The *Review* mandate requires comparison of Red Deer with international jurisdictions. The following tables compare Red Deer with nine communities of reasonably similar populations in the United States, United Kingdom, and Australia. [22]

**United States**

The three US communities with comparable populations show a consistent trend: all have modest population increases accompanied by crime reductions of between 10 and 16% where Red Deer experienced a slight increase in crime rate.

[22] Caveat: the comparator figures are an approximate guide; the classification of offences and reporting policies may vary from country to country – however, the statistics within each table are from the same source and consequently the trend rate over the years is valid

**International Comparators – United States**

| Community | Prov/ State | Police | Pop 2006 [23] | Pop 2009 | Pop % change | Crime Rate[24] 2006 | Crime Rate 2009 | Crime Rate % change |
|---|---|---|---|---|---|---|---|---|
| Red Deer | AB | RCMP | 82,971 | 89,891 | +8.34 | 13,206 | 13,317 | +0.84 |
| Federal Way [25] | WA | FWPD | 86,530 | 88,850 | +2.68 | 6400 | 5550 | -13.3 |
| Bellingham | WA | BPD | 73,460 | 76,130 | +3.63 | 7560 | 6020 | -10.4 |
| Everett | WA | EPD | 101,000 | 103,500 | +2.47 | 9570 | 7960 | -16.8 |

**United Kingdom**

Between 2006 and 2009 overall crime rates within the UK fell from 11,109 (thousands) to 9587 (thousands) with a 9% reduction during 2008-2009.[26]

Greater Manchester Crime Rates.[27] To gain a perspective on the impact of economic decline on crime rates at a local level the following geographical locations have been identified: Rochdale, Oldham, and Manchester (emphasis on Harpurhey and the Manchester City Centre neighbourhoods). All three are municipalities within the metropolitan area of Greater Manchester and receive policing services from the Greater Manchester Police.

The criteria for selecting the locations was the general availability of data and the notable changes in economic fortunes given one factor to be examined as part of this Review is the impact of population change on crime. The data is interesting also as the 'burglary dwelling' crime rates have not followed overall crime trends in the UK and there are dynamics within the economic and social changes experienced by the locations which allow for comparisons being made within the Red Deer Review. With regards to the Harpurhey and City Centre neighbourhoods it is not possible to separate the data from the overall Manchester crime rates; however it is acknowledged that both neighbourhoods, particularly Harpurhey have been major contributors to the overall rate.

In addition, both neighbourhoods provide an interesting contrast with Harpurhey in 2004 being described as the 'worst place in the UK to reside'[28] whilst Manchester City Centre has attracted huge investment

[23] Red Deer populations – Census Canada
[24] Washington State Uniform Crime Reporting Program, Crime in Washington State 2009 & 2006, Crime Rate: total crimes per 100,000 population
[25] Federal Way, Washington State, contracted policing services from the King County Sheriff until 1996 when the Federal Way Police Department was established. This example is included in Part 3 of the Report in examining the opportunity to establish a Red Deer municipal police service
[26] http://www.justice.gov.uk/criminal-statistics-annual-2009.pdf
[27] A portion of the discussion regarding UK, Greater Manchester is included in two places within the report to provide comprehensive background on two aspects of the debate
[28] Oxford University Study (2004) based on deprivation indices

and a significant rise in its residential population brought about by the re-development of empty commercial/ manufacturing premises during the last ten years.

The table below provides a comparison of the crime rates, between 2006 and 2009, based on Greater Manchester Police annual reports.

**International Comparators – United Kingdom**

| Community | Pop 2001[29] | Crime Rate & Burglary Rate | | | | Rate Change % Crime & Burglary |
|---|---|---|---|---|---|---|
| | | 2006 | 2007 | 2008 | 2009 | |
| Rochdale | 95,796 | 26,478<br>1736 | 25,189<br>1686 | 24,373<br>1829 | 21,623<br>1685 | -18.3%<br>-2.9% |
| Oldham | 103,544 | 25,952<br>1741 | 23,291<br>2101 | 22,566<br>1980 | 18,712<br>1568 | -27.9%<br>-9.9% |
| Manchester | 394,269 | 39,378<br>1802 | 36,676<br>1641 | 35,566<br>2090 | 32,909<br>1981 | -16.4%<br>+9.9% |

**Australia**

The three comparators all have contract policing provided by the Queensland Police Service.

**International Comparators – Australia [30]**

| Community | State | Police | Pop 2006 | Pop 2009 | Pop % change | Crime Rate 2006 | Crime Rate 2009 | Crime % change |
|---|---|---|---|---|---|---|---|---|
| Red Deer | AB | RCMP | 82,971 | 89,891 | +8.34 | 17,827 | 14,410 | -19.17 |
| Cairns | QL | QPS | 164.441 | 188,660 | +14.72 | 15,860 | 18,956 | +19.52 |
| Mackay | QL | QPS | 138,369 | 157,689 | +13.96 | 9731 | 8037 | -17.41 |
| Toowoomba | QL | QPS | 174,115 | 182,726 | +4.95 | 7923 | 7707 | -2.73 |

The Australian comparators show different changes in the crime rates compared to increases in populations: two have significant increases in population (approx. 14%) but one has a crime rate decrease of 17% while the other has an increase of 19 percent. The third comparator has a modest increase in population (approx. 5%) and a slight decrease in the crime rate.

[29] Based on 2001 UK Census – no accurate data available until 2011 – but estimates available indicate no significant changes
[30] Queensland Police Service Annual Statistical Review 2005/2006 & 2008/2009

**Appendix 1-6 Interpretation of Clearance Status**

**General Definition:**[31] This data element will describe the status of an incident – unfounded or actual - and if it is an actual violation, its clearance status – not cleared, cleared by charge or cleared otherwise. The following coding options show "unfounded" as a separate category, with the remaining options indicating that an actual violation has occurred. The "cleared otherwise" status is further refined to indicate the reason for which the incident was cleared in this manner. To this end, and to ensure uniformity and data comparability, the Centre for Canadian Justice Studies (CCJS) is recommending that **all** police services adopt strict criteria for clearing offences.

- In order to clear an incident "otherwise", an accused must be identified and there must be evidence to link the accused to the crime.
- The evidence must pass the reasonable person test, meaning: confirmation from a reliable source, police information, admission of guilt, physical evidence or other substantiation which would allow for the police service to proceed with a charge.
- Police may believe an individual is responsible for other incidents, but must have reasonable grounds to proceed and not simply a belief that the accused is responsible.

**Coding Options:**

**A. Unfounded:** After a police investigation it is concluded that no violation of the law took place nor was attempted.

**B. Not cleared:** A CSC (Charged/Suspect – Chargeable) has not been identified in connection with this incident.

**C. Cleared by Charge:** At least one CSC has been identified and there is a charge laid against or recommended to be laid against this individual in connection with this incident.

**Cleared Otherwise:** Coding options "D" to "T". The following is a listing of the reasons for which a department may clear an incident "otherwise". This means the department has met two criteria:

1. At least one CSC has been identified, and
2. There is sufficient evidence to lay a charge in connection with the incident, but for one of the reasons listed below, the CSC is processed by other means.

**D. Suicide of CSC:** The CSC takes their own life prior to the department laying charges.

[31] (Canadian Centre for Justice Statistics – Statistics Canada. "Uniform Crime Reporting Incident –based Survey." July 2010. p. 114-116.

**E. Death of CSC:** The CSC loses life by circumstances other than suicide, prior to the department laying charges.

**F. Death of complainant/witness:** The complainant in the case or an essential witness to the incident loses their life through any circumstance prior to the department laying charges.

**G. Reason beyond control of department (policy):** By directive either for policy or stated procedure, the department cannot lay charges.

**H. Diplomatic immunity:** CSC is a diplomat of a Member State of the United Nations and is therefore covered under the Privileges and Immunities Act, 1977 and U.N. Conventions contained therein which exempts the CSC from charges for specific offences committed by them in Canada.

**I. CSC is less than 12 years old:** Children under 12 years of age cannot be prosecuted for criminal activities.

**J. Committal of the CSC to a mental hospital:** The CSC is not available for prosecution because: a) they are committed to a mental institution without the hope of early release or
b) as per conditions set by the court or Review Board under C.C.672.54(b).

**K. CSC is in a foreign country, cannot be returned:** CSC is not present in Canada and cannot be returned to Canada to face charges because Canada does not have an extradition treaty with the country in question or the government decides not to proceed with extradition; therefore no charges are laid.

**L. Complainant declines to lay charges:** The accused person is known and sufficient evidence has been obtained to support the laying of an information, but the complainant refuses to proceed with charges against the CSC.

**M. CSC involved in other incidents:** CSC is involved in other incidents in which charges have been laid, and it is decided not to lay charges against him for this particular incident.

**N. CSC already sentenced:** CSC is already serving a sentence in a correctional facility and no useful purpose would be served by laying charges in connection with this particular incident.

**O. Departmental discretion:** For reasons not already outlined in any of the other categories listed

above and is not a diversionary program, the department's administration decides not to lay a charge against the CSC. For example, if a CSC is given a warning, caution or a referral to a Canadian Centre for Justice Statistics – Statistics Canada Page 116 community-based program.

**R. Diversionary Program:** The CSC is diverted away from the court process into a formal diversionary program. Commonly referred to as "Alternative Measures or Extrajudicial Sanctions."

**S. Incident Cleared by a Lesser Statute:** Applies to less serious violations that can be cleared by a municipal bylaw or lesser statute. Note: A CSC must be identified in connection with the incident.

**T. Incident Cleared by Other Municipal/Provincial/Federal agency:** A CSC has been identified in connection with an incident in your jurisdiction; however, charges will be laid by another Municipal/Provincial or Federal agency.

**Scoring Rule(s):** The reasons for cleared otherwise (coding options D-T listed above) are ordered in terms of seriousness. They have been grouped in the following hierarchical manner: D-F; death of a prime "actor" in the incident; G-K: department cannot proceed with a charge for reasons beyond their control, and L-T; departmental discretion - they could proceed to lay a charge but choose not to.

**Example**: If two CSC in an incident are identified and there is sufficient evidence to lay charges against both of them but one of them dies before the charges can be laid (not suicide) and it is decided not to charge the other CSC as he is already serving a sentence, then this incident would be cleared otherwise and the reason would be code "E -Death of CSC" as it precedes code "N - CSC already sentenced".

**Appendix 1-7 Calls for Service**

| | Type of Call | Frequency | Percent of Total Calls | Cumulative Percent |
|---|---|---|---|---|
| 1 | Traffic Collision(s) – Prop. Damage | 4489 | 7.4 | 7.4 |
| 2 | Disturbing the peace [175(1) CC] | 3984 | 6.5 | 13.9 |
| 3 | False Alarms | 3477 | 5.7 | 19.6 |
| 4 | Theft under or equal to $5000 | 3360 | 5.5 | 25.1 |
| 5 | Municipal Bylaws - Other | 3027 | 5.0 | 30.0 |
| 6 | Mischief - Damage to, or Obstruct | 2290 | 3.8 | 33.8 |
| 7 | Assault (266 CC) | 2166 | 3.5 | 37.4 |
| 8 | Other theft under $5000 [334(b) CC] | 2039 | 3.3 | 40.7 |
| 9 | Mischief equal to or under $5000 | 1998 | 3.3 | 44.0 |
| 10 | Impaired Operation (by Alcohol) | 1801 | 3.0 | 46.9 |
| 11 | Assistance to General Public | 1750 | 2.9 | 49.8 |
| 12 | Person Reported Missing | 1591 | 2.6 | 52.4 |
| 13 | Fail to Stop or Remain at Accident | 1528 | 2.5 | 54.9 |
| 14 | Other Moving Traffic Violation | 1528 | 2.5 | 57.4 |
| 15 | Suspicious Person/ Vehicle/ Prop. | 1461 | 2.4 | 59.8 |
| 16 | Items Lost/Found | 1395 | 2.3 | 62.1 |
| 17 | Assistance to Canadian Provincial/Territorial Police | 1179 | 1.9 | 64.0 |
| 18 | Uttering threats against a person | 1176 | 1.9 | 65.9 |
| 19 | Mental Health Act - Other | 1102 | 1.8 | 67.7 |
| 20 | Moving Traffic - Speeding Violation | 978 | 1.6 | 69.3 |
| 21 | Break and Enter - Residence | 846 | 1.4 | 70.7 |
| 22 | Assistance to Canadian Police | 748 | 1.2 | 72.0 |
| 23 | 911 Act - Other Activities | 713 | 1.2 | 73.1 |
| 24 | Fraud (money/property/security | 587 | 1.0 | 74.1 |
| 25 | Liquor Act (Provincial/Territory) | 535 | .9 | 75.0 |
| 26 | Municipal Bylaws - Traffic | 519 | .9 | 75.8 |
| 27 | Other Non-Moving Traffic – Provincial/Territorial | 518 | .8 | 76.7 |
| 28 | Possession Schedule VIII Cannabis | 518 | .8 | 77.5 |
| 29 | Abandoned Vehicles | 506 | .8 | 78.3 |
| 30 | Harassing phone calls [372(3) C] | 503 | .8 | 79.2 |
| 31 | Break and Enter - Business 348 | 388 | .6 | 79.8 |
| 32 | Traffic Collision(s) | 373 | .6 | 80.4 |
| 33 | Possession of property obtained by theft | 349 | .6 | 81.0 |
| 34 | Child Welfare Act - Other Activities | 346 | .6 | 81.6 |
| 35 | Crime Prevention | 339 | .6 | 82.1 |
| 36 | Other Provincial/Territorial Statues | 311 | .5 | 82.6 |
| 37 | Request to locate individual | 298 | .5 | 83.1 |
| 38 | Driving without Due Care or Attention | 293 | .5 | 83.6 |
| 39 | Theft of bicycle under or equal to $5000 | 287 | .5 | 84.1 |
| 40 | Parking Offences | 279 | .5 | 84.5 |
| 41 | Cocaine Trafficking [5(3)(a) CD] | 273 | .4 | 85.0 |
| 42 | Theft of truck over $5000 | 269 | .4 | 85.4 |

| | | | | |
|---|---|---|---|---|
| 43 | Motor Vehicle Insurance Coverage | 266 | .4 | 85.8 |
| 44 | Criminal Harassment [264 CC] | 260 | .4 | 86.3 |
| 45 | Breach of Peace | 258 | .4 | 86.7 |
| 46 | Break and Enter - Other | 252 | .4 | 87.1 |
| 47 | Assault With Weapon or Causing Harm | 243 | .4 | 87.5 |
| 48 | Trespass Act - Provincial/Territorial | 228 | .4 | 87.9 |
| 49 | Fail to Comply with an Undertaking | 215 | .4 | 88.2 |
| 50 | Sexual Assault [271(1) CC] | 204 | .3 | 88.6 |
| 51 | Fail to comply - probation order | 197 | .3 | 88.9 |
| 52 | Family Relations Act - Other Act | 197 | .3 | 89.2 |
| 53 | Disobeying order of court | 189 | .3 | 89.5 |
| 54 | Failure to stop or remain - present | 188 | .3 | 89.8 |
| 55 | Possession of Schedule I: Cocaine | 184 | .3 | 90.1 |
| 56 | Theft of car under or equal to $5000 | 182 | .3 | 90.4 |
| 57 | Driving While Disqualified | 166 | .3 | 90.7 |
| 58 | Schedule II Cannabis-Trafficking | 166 | .3 | 91.0 |
| 59 | Off-Road Vehicle Act - Offence | 159 | .3 | 91.2 |
| 60 | Impaired Care & Control (by Alcohol) | 148 | .2 | 91.5 |
| 61 | Failure to comply with conditions | 144 | .2 | 91.7 |
| 62 | Impaired Operation over 80 mg% | 143 | .2 | 91.9 |
| 63 | Moving Traffic - Intersection | 127 | .2 | 92.2 |
| 64 | Animal Calls | 126 | .2 | 92.4 |
| 65 | Index Checks | 120 | .2 | 92.6 |
| 66 | Coroner's Act - Sudden Death | 118 | .2 | 92.7 |
| 67 | Schedule I other - Trafficking | 104 | .2 | 92.9 |
| 68 | Theft of car over $5000 334(a) | 102 | .2 | 93.1 |
| 69 | Uttering Threats Against Property | 96 | .2 | 93.2 |
| 70 | Indecent act [173(1) CC] | 91 | .1 | 93.4 |
| 71 | Information Files | 88 | .1 | 93.5 |
| 72 | Resists/obstructs peace office | 87 | .1 | 93.7 |
| 73 | Property Check | 84 | .1 | 93.8 |
| 74 | Robbery - other | 83 | .1 | 94.0 |
| 75 | Arson - damage to property | 82 | .1 | 94.1 |
| 76 | Being unlawfully in a dwelling | 82 | .1 | 94.2 |
| 77 | Trespass at night | 79 | .1 | 94.3 |
| 78 | Items Lost/Found - passports | 78 | .1 | 94.5 |
| 79 | Theft of other motor vehicle under | 76 | .1 | 94.6 |
| 80 | Assistance to RCMP Agency/B.C | 71 | .1 | 94.7 |
| 81 | Fraud, obtaining transportation | 71 | .1 | 94.8 |
| 82 | Obtain food/lodging by fraud | 71 | .1 | 95.0 |
| 83 | Robbery - with Other Offensive | 67 | .1 | 95.1 |
| 84 | Non-Moving Traffic - Occupant | 66 | .1 | 95.2 |
| 85 | Other Theft over $5000 | 66 | .1 | 95.3 |
| 86 | Possession of weapon for dangerous purpose | 66 | .1 | 95.4 |
| 87 | Theft of sport utility vehicle | 66 | .1 | 95.5 |
| 88 | Assistance to RCMP PIRS Agency | 65 | .1 | 95.6 |
| 89 | J,K & M Div Only - False/Abandoned | 65 | .1 | 95.7 |

| | | | | |
|---|---|---|---|---|
| 90 | Theft of other motor vehicle over | 64 | .1 | 95.8 |
| 91 | Theft of truck under or equal | 62 | .1 | 95.9 |
| 92 | Family Orders & Agreements Enforcement | 61 | .1 | 96.0 |
| 93 | Impaired Operation (by a Drug) | 59 | .1 | 96.1 |
| 94 | Theft, forgery, misuse of credit card | 58 | .1 | 96.2 |
| 95 | Schedule VII Cannabis - Trafficking | 57 | .1 | 96.3 |
| 96 | Tobacco Act - Offences Only | 57 | .1 | 96.4 |
| 97 | Dangerous Driving - Provincial | 55 | .1 | 96.5 |
| 98 | Cocaine - Possession for the purposes | 53 | .1 | 96.6 |
| 99 | Assistance to Canadian Federal | 52 | .1 | 96.7 |
| 100 | Impaired Care & Control over | 52 | .1 | 96.7 |
| 101 | Controlled Drugs & Substance | 50 | .1 | 96.8 |
| 102 | Counterfeit money: buy/possess | 45 | .1 | 96.9 |
| 103 | Possession Schedule I: Other | 42 | .1 | 97.0 |
| 104 | Taking motor vehicle/vessel | 42 | .1 | 97.0 |
| 105 | Firearms Act - Other Activities | 41 | .1 | 97.1 |
| 106 | Theft of minivan under | 41 | .1 | 97.2 |
| 107 | Provincial/Territorial Environmental Legislation | 40 | .1 | 97.2 |
| 108 | Fire Prevention Act - Other Act | 39 | .1 | 97.3 |
| 109 | Causing animals or birds unnecessary suffering | 38 | .1 | 97.4 |
| 110 | Possession Schedule II: Cannabis | 38 | .1 | 97.4 |
| 111 | Schedule II Cannabis - Possession | 38 | .1 | 97.5 |
| 112 | Taking Motor Vehicle/Vessel | 38 | .1 | 97.5 |
| 113 | Breach of recognizance - other | 37 | .1 | 97.6 |
| 114 | Driving while disqualified/prohibited | 37 | .1 | 97.7 |
| 115 | Sexual Interference | 34 | .1 | 97.7 |
| 116 | Mental Health Act - Offences | 33 | .1 | 97.8 |
| 117 | Mischief over $5,000 - Damage | 33 | .1 | 97.8 |
| 118 | Discharge firearm with intent | 32 | .1 | 97.9 |
| 119 | Assault on Police Officer | 28 | .0 | 97.9 |
| 120 | Canadian Environmental Protection Act | 28 | .0 | 98.0 |
| 121 | Schedule III- Trafficking | 28 | .0 | 98.0 |
| 122 | Utter/export counterfeit money | 26 | .0 | 98.1 |
| 123 | Litter Act - Offences Only | 23 | .0 | 98.1 |
| 124 | Off-Road Vehicle Act - Other Act | 22 | .0 | 98.1 |
| 125 | Public Mischief | 21 | .0 | 98.2 |
| 126 | RCMP Act - Part VII | 21 | .0 | 98.2 |
| 127 | Unauthorized possession of a firearm | 21 | .0 | 98.2 |
| 128 | Failure/Refusal to Provide Breath Sample | 20 | .0 | 98.3 |
| 129 | Prostitution - Stop/Impede Traffic | 20 | .0 | 98.3 |
| 130 | Theft of motorcycle under | 20 | .0 | 98.3 |
| 131 | Utter/traffick/possess a forged document | 20 | .0 | 98.4 |
| 132 | Aggravated Assault | 19 | .0 | 98.4 |
| 133 | Careless use of a firearm | 19 | .0 | 98.4 |
| 134 | Child Welfare Act - Offences | 19 | .0 | 98.5 |
| 135 | Forcible confinement | 18 | .0 | 98.5 |
| 136 | Impaired Care & Control | 18 | .0 | 98.5 |

| | | | | |
|---|---|---|---|---|
| 137 | Roadside Suspensions - alcohol | 18 | .0 | 98.6 |
| 138 | Theft of minivan over $5000 | 18 | .0 | 98.6 |
| 139 | Theft over $5000 from a motor | 18 | .0 | 98.6 |
| 140 | Personation with intent | 17 | .0 | 98.6 |
| 141 | Checkstop | 16 | .0 | 98.7 |
| 142 | Fail to comply/appear | 16 | .0 | 98.7 |
| 143 | Kidnapping without firearm 279 | 16 | .0 | 98.7 |
| 144 | Laundering the proceeds of cri | 16 | .0 | 98.7 |
| 145 | Assistance to US Police Agency | 15 | .0 | 98.8 |
| 146 | Possession Schedule III: Drugs | 15 | .0 | 98.8 |
| 147 | Robbery - with Firearm | 15 | .0 | 98.8 |
| 148 | Schedule I other - Possession | 15 | .0 | 98.8 |
| 149 | Schedule III- Possession | 15 | .0 | 98.9 |
| 150 | Administering noxious thing 24 | 14 | .0 | 98.9 |
| 151 | Schedule II: Cannabis Marihuana | 14 | .0 | 98.9 |
| 152 | Schedule VII Cannabis - Possession | 14 | .0 | 98.9 |
| 153 | Forgery 367 CC | 13 | .0 | 99.0 |
| 154 | Injure or endanger other animal | 13 | .0 | 99.0 |
| 155 | Pointing a firearm | 13 | .0 | 99.0 |
| 156 | Controlled Drugs and Substances Act | 12 | .0 | 99.0 |
| 157 | Failure to stop or remain – person injured | 12 | .0 | 99.0 |
| 158 | False Fire Alarm 437 CC | 12 | .0 | 99.1 |
| 159 | Tobacco Tax Act - Provincial/Territorial | 12 | .0 | 99.1 |
| 160 | Abduction of a person under 14 | 11 | .0 | 99.1 |
| 161 | Assistance to Non-Government Can. Agency | 11 | .0 | 99.1 |
| 162 | Dangerous Operation of Motor Vehicle | 11 | .0 | 99.1 |
| 163 | Theft from mail under $5000 | 11 | .0 | 99.2 |
| 164 | Child Pornography - possession | 10 | .0 | 99.2 |
| 165 | Identity Fraud | 10 | .0 | 99.2 |
| 166 | Personating a peace officer | 10 | .0 | 99.2 |
| 167 | Theft of electric/gas/telecomm | 10 | .0 | 99.2 |
| 168 | Breach of Recognizance to Keep Peace | 9 | .0 | 99.2 |
| 169 | Break and Enter - Cottage or Seasonal | 9 | .0 | 99.2 |
| 170 | Carrying concealed weapon | 9 | .0 | 99.3 |
| 171 | Extortion without firearm | 9 | .0 | 99.3 |
| 172 | Luring minors over internet fo | 9 | .0 | 99.3 |
| 173 | Procure/solicit illicit sex/entice | 9 | .0 | 99.3 |
| 174 | Unauthorized use of computer | 9 | .0 | 99.3 |
| 175 | Invitation to sexual touching | 8 | .0 | 99.3 |
| 176 | Operation of Motor Vehicle whi | 8 | .0 | 99.3 |
| 177 | Possession - Schedule III: Met | 8 | .0 | 99.4 |
| 178 | Possession for the Purpose of | 8 | .0 | 99.4 |
| 179 | Theft of motorcycle over $5000 | 8 | .0 | 99.4 |
| 180 | Theft over $5000 - Shoplifting | 8 | .0 | 99.4 |
| 181 | Voyeurism | 8 | .0 | 99.4 |
| 182 | Fraud through mails | 7 | .0 | 99.4 |
| 183 | Identity Theft | 7 | .0 | 99.4 |
| 184 | Intimidation | 7 | .0 | 99.4 |
| 185 | Possession of firearm/weapon/device | 7 | .0 | 99.5 |
| 186 | Schedule IV- Trafficking | 7 | .0 | 99.5 |
| 187 | Trafficking - Schedule I: | 7 | .0 | 99.5 |

| | | | | |
|---|---|---|---|---|
| | Methamphetamine | | | |
| 188 | Corrections & Conditional Release Act | 6 | .0 | 99.5 |
| 189 | Discharge air gun or air pistol | 6 | .0 | 99.5 |
| 190 | Family Relations Act - Offences | 6 | .0 | 99.5 |
| 191 | Fire Prevention Act - Offences | 6 | .0 | 99.5 |
| 192 | Firearms Act - Offences only | 6 | .0 | 99.5 |
| 193 | Possess break-in instruments | 6 | .0 | 99.5 |
| 194 | Schedule II: Cannabis other | 6 | .0 | 99.5 |
| 195 | Schedule IV- Possession | 6 | .0 | 99.6 |
| 196 | Sexual exploitation of young person | 6 | .0 | 99.6 |
| 197 | Trafficking - Schedule III | 6 | .0 | 99.6 |
| 198 | Unsafe storage of firearms | 6 | .0 | 99.6 |
| 199 | Cancellation of Occurrence | 5 | .0 | 99.6 |
| 200 | Defamatory libel - publish | 5 | .0 | 99.6 |
| 201 | Excise Act - Tobacco Products | 5 | .0 | 99.6 |
| 202 | Family Orders and Agreements | 5 | .0 | 99.6 |
| 203 | Mischief-causing danger to life | 5 | .0 | 99.6 |
| 204 | STEP - Selective Traffic Enforcement | 5 | .0 | 99.6 |
| 205 | Youth Criminal Justice Act | 5 | .0 | 99.6 |
| 206 | Child Pornography - accessing | 4 | .0 | 99.7 |
| 207 | Coroner's Act - Other Activities | 4 | .0 | 99.7 |
| 208 | Fail to attend court | 4 | .0 | 99.7 |
| 209 | False pretences less than | 4 | .0 | 99.7 |
| 210 | Indecent phone calls | 4 | .0 | 99.7 |
| 211 | Litter Act - Other Activities | 4 | .0 | 99.7 |
| 212 | Nudity - public property / private property | 4 | .0 | 99.7 |
| 213 | Obtain food/lodging by fraud | 4 | .0 | 99.7 |
| 214 | Nudity - public property | 4 | .0 | 99.7 |
| 215 | Possession Schedule II cannabis | 4 | .0 | 99.7 |
| 216 | Provincial/Territorial Wildlife | 4 | .0 | 99.7 |
| 217 | Suspicious Currency Transaction | 4 | .0 | 99.7 |
| 218 | Theft of bicycle over $5000 | 4 | .0 | 99.7 |
| 219 | Abduction - under 14 | 3 | .0 | 99.7 |
| 220 | Corrupting morals | 3 | .0 | 99.7 |
| 221 | Discharge Firearm while Being | 3 | .0 | 99.7 |
| 222 | Dog Act - Offences Only | 3 | .0 | 99.8 |
| 223 | Double Doctoring - Schedule I | 3 | .0 | 99.8 |
| 224 | Escape and being at large | 3 | .0 | 99.8 |
| 225 | Explosives Act - Other Activity | 3 | .0 | 99.8 |
| 226 | False messages by radio/phone/letter | 3 | .0 | 99.8 |
| 227 | Motor Vehicle Act - Other Activities | 3 | .0 | 99.8 |
| 228 | National Sex Offender Registry | 3 | .0 | 99.8 |
| 229 | Possession of Schedule I: Heroin | 3 | .0 | 99.8 |
| 230 | Transportation of Dangerous Goods | 3 | .0 | 99.8 |
| 231 | Willful promotion of hatred | 3 | .0 | 99.8 |
| 232 | Other | 125 | .0 | 100.0 |
| | TOTAL | 61023 | | 100.00 |

**Appendix 1-7A Calls for Service, by Offence Type, by Zone**

Zone 1

| OFFENSE TYPE | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| False Alarms | 671 | 7.1 | 7.1 |
| Traffic Collision(s) - Property | 621 | 6.6 | 13.7 |
| Municipal Bylaws - Other | 513 | 5.5 | 19.2 |
| Theft under or equal to $5000 | 502 | 5.3 | 24.5 |
| Disturbing the peace 175(1) CC | 440 | 4.7 | 29.2 |
| Mischief - Damage to, or Obstruction | 392 | 4.2 | 33.4 |
| Assault 266 CC (FIP) | 376 | 4.0 | 37.4 |
| Person Reported Missing | 367 | 3.9 | 41.3 |
| Assistance to General Public | 322 | 3.4 | 44.7 |
| Mischief equal to or under $5, | 321 | 3.4 | 48.1 |
| Other theft under $5000 334(b) | 321 | 3.4 | 51.6 |
| Impaired Operation (by Alcohol | 281 | 3.0 | 54.5 |
| Other Moving Traffic Violation | 253 | 2.7 | 57.2 |
| Uttering threats against a per | 243 | 2.6 | 59.8 |
| Suspicious Person/ Vehicle | 218 | 2.3 | 62.1 |
| Moving Traffic - Speeding Viol | 196 | 2.1 | 64.2 |
| Fail to Stop or Remain at Accident | 183 | 1.9 | 66.2 |
| Mental Health Act - Other Act | 158 | 1.7 | 67.9 |
| Items Lost/Found - except pass | 148 | 1.6 | 69.4 |
| Break and Enter - Residence 34 | 135 | 1.4 | 70.9 |
| 911 Act - Other Activities | 116 | 1.2 | 72.1 |
| Fraud (money/ property/security | 105 | 1.1 | 73.2 |
| Abandoned Vehicles | 90 | 1.0 | 74.2 |
| Harassing phone calls 372(3) C | 90 | 1.0 | 75.1 |

| | | | |
|---|---|---|---|
| Break and Enter - Business 348 | 88 | .9 | 76.1 |
| Municipal Bylaws - Traffic | 75 | .8 | 76.9 |
| Crime Prevention | 72 | .8 | 77.6 |
| Other Non-Moving Traffic - Pro | 70 | .7 | 78.4 |
| Breach of Peace | 67 | .7 | 79.1 |
| Traffic Collision(s) - Non - F | 66 | .7 | 79.8 |
| Subtotal: | 7500 | | |
| ZONE 1 Total: | 9400 | | 100.0 |

Zone 2

| OFFENSE TYPE | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Municipal Bylaws - Other | 633 | 7.3 | 7.3 |
| Disturbing the peace 175(1) CC | 511 | 5.9 | 13.3 |
| Person Reported Missing | 396 | 4.6 | 17.9 |
| Assault 266 CC (FIP) | 393 | 4.6 | 22.4 |
| Traffic Collision(s) - Property | 388 | 4.5 | 26.9 |
| Mischief - Damage to, or Obstruction | 375 | 4.3 | 31.3 |
| Mischief equal to or under $5, | 361 | 4.2 | 35.4 |
| False Alarms | 349 | 4.0 | 39.5 |
| Theft under or equal to $5000 | 339 | 3.9 | 43.4 |
| Other theft under $5000 334(b) | 304 | 3.5 | 46.9 |
| Assistance to General Public<br>Impaired Operation (by Alcohol | 299<br>287 | 3.5<br>3.3 | 50.4<br>53.7 |
| Mental Health Act - Other Act | 227 | 2.6 | 56.4 |
| Other Moving Traffic Violation | 214 | 2.5 | 58.8 |
| Uttering threats against a per | 214 | 2.5 | 61.3 |
| Suspicious Person/ Vehicle/ Pr | 212 | 2.5 | 63.8 |
| Break and Enter - Residence 34 | 137 | 1.6 | 65.4 |
| Items Lost/Found - except pass | 127 | 1.5 | 66.8 |
| Fail to Stop or Remain at Accident | 126 | 1.5 | 68.3 |
| Moving Traffic - Speeding Viol | 111 | 1.3 | 69.6 |
| Assistance to Canadian Province | 110 | 1.3 | 70.9 |
| Harassing phone calls 372(3) C | 106 | 1.2 | 72.1 |
| 911 Act - Other Activities<br>Possession Schedule VIII Canna | 104<br>103 | 1.2<br>1.2 | 73.3<br>74.5 |

| | | | |
|---|---|---|---|
| Municipal Bylaws - Traffic | 86 | 1.0 | 75.5 |
| Abandoned Vehicles | 74 | .9 | 76.3 |
| Crime Prevention | 73 | .8 | 77.2 |
| Liquor Act (Provincial/Territory | 72 | .8 | 78.0 |
| Other Non-Moving Traffic - Pro | 66 | .8 | 78.8 |
| Child Welfare Act - Other Act | 59 | .7 | 79.5 |
| Subtotal: | 6856 | | |
| ZONE 2 Total: | 8627 | | 100 |

Zone 3

| OFFENSE TYPE | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Disturbing the peace 175(1) CC | 1525 | 11.7 | 11.7 |
| Assistance to Canadian Province | 826 | 6.3 | 18.0 |
| Traffic Collision(s) - Property | 796 | 6.1 | 24.1 |
| Theft under or equal to $5000 | 596 | 4.6 | 28.6 |
| Assistance to Canadian Police | 551 | 4.2 | 32.9 |
| Assault 266 CC (FIP) | 513 | 3.9 | 36.8 |
| Items Lost/Found - except pass | 450 | 3.4 | 40.2 |
| Municipal Bylaws - Other | 407 | 3.1 | 43.3 |
| False Alarms | 396 | 3.0 | 46.4 |
| Other theft under $5000 334(b) | 391 | 3.0 | 49.4 |
| Mischief - Damage to, or Obstruction | 328 | 2.5 | 51.9 |
| Assistance to General Public | 320 | 2.4 | 54.3 |
| Impaired Operation (by Alcohol | 318 | 2.4 | 56.8 |
| Mischief equal to or under $5, | 312 | 2.4 | 59.1 |
| Suspicious Person/ Vehicle/ | 275 | 2.1 | 61.2 |
| Fail to Stop or Remain at Accident | 268 | 2.1 | 63.3 |
| Other Moving Traffic Violation | 209 | 1.6 | 64.9 |
| Uttering threats against a per | 208 | 1.6 | 66.5 |
| Mental Health Act - Other Act | 201 | 1.5 | 68.0 |
| Liquor Act (Provincial/Territory | 183 | 1.4 | 69.4 |
| Possession Schedule VIII Canna | 140 | 1.1 | 70.5 |
| Fraud (money/ property/security | 129 | 1.0 | 71.5 |
| 911 Act - Other Activities | 123 | .9 | 72.4 |
| Index Checks | 120 | .9 | 73.3 |
| Moving Traffic - Speeding Viol | 113 | .9 | 74.2 |

| | | | |
|---|---|---|---|
| Person Reported Missing | 110 | .8 | 75.1 |
| Other Non-Moving Traffic - Pro | 107 | .8 | 75.9 |
| Other Provincial/Territorial S | 98 | .7 | 76.6 |
| Break and Enter - Business 348 | 95 | .7 | 77.3 |
| Cocaine Trafficking 5(3)(a) CD | 92 | .7 | 78.1 |
| Possession of property obtained | 88 | .7 | 78.7 |
| Break and Enter - Residence 34 | 84 | .6 | 79.4 |
| Subtotal: | 10372 | | |
| ZONE 3 Total: | 13068 | | 100 |

Zone 5

| OFFENSE TYPE | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Traffic Collision(s) - Property | 811 | 11.4 | 11.4 |
| Disturbing the peace 175(1) CC | 518 | 7.3 | 18.6 |
| Theft under or equal to $5000 | 387 | 5.4 | 24.0 |
| False Alarms | 333 | 4.7 | 28.7 |
| Municipal Bylaws - Other | 302 | 4.2 | 32.9 |
| Fail to Stop or Remain at Accident | 295 | 4.1 | 37.1 |
| Other theft under $5000 334(b) | 263 | 3.7 | 40.8 |
| Mischief - Damage to, or Obstruction | 261 | 3.7 | 44.4 |
| Impaired Operation (by Alcohol | 260 | 3.6 | 48.1 |
| Assault 266 CC (FIP) | 249 | 3.5 | 51.6 |
| Mischief equal to or under $5, | 208 | 2.9 | 54.5 |
| Other Moving Traffic Violation | 208 | 2.9 | 57.4 |
| Items Lost/Found - except pass | 202 | 2.8 | 60.2 |
| Assistance to General Public | 200 | 2.8 | 63.0 |
| Suspicious Person/ Vehicle/ | 150 | 2.1 | 65.1 |
| Person Reported Missing | 124 | 1.7 | 66.9 |
| Mental Health Act - Other Act | 120 | 1.7 | 68.5 |
| Uttering threats against a per | 120 | 1.7 | 70.2 |
| Break and Enter - Residence 34 | 82 | 1.1 | 71.4 |
| Other Non-Moving Traffic - Pro | 76 | 1.1 | 72.4 |
| 911 Act - Other Activities | 73 | 1.0 | 73.5 |
| Liquor Act (Provincial/Territory | 69 | 1.0 | 74.4 |
| Fraud (money/property/security | 66 | .9 | 75.4 |
| Moving Traffic - Speeding Viol | 61 | .9 | 76.2 |
| Abandoned Vehicles | 59 | .8 | 77.0 |

| | | | |
|---|---|---|---|
| Child Welfare Act - Other Act | 58 | .8 | 77.8 |
| Municipal Bylaws - Traffic | 56 | .8 | 78.6 |
| Traffic Collision(s) - Non - F | 56 | .8 | 79.4 |
| Subtotal: | 5667 | | |
| ZONE 5 Total: | 7136 | | 100 |

Zone 6

| OFFENSE TYPE | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Traffic Collision(s) - Property | 750 | 8.3 | 8.3 |
| False Alarms | 725 | 8.0 | 16.3 |
| Theft under or equal to $5000 | 575 | 6.4 | 22.7 |
| Municipal Bylaws - Other | 506 | 5.6 | 28.3 |
| Mischief - Damage to, or Obstruction | 447 | 4.9 | 33.2 |
| Disturbing the peace 175(1) CC | 358 | 4.0 | 37.2 |
| Mischief equal to or under $5, | 330 | 3.6 | 40.8 |
| Impaired Operation (by Alcohol | 307 | 3.4 | 44.2 |
| Other theft under $5000 334(b) | 273 | 3.0 | 47.2 |
| Other Moving Traffic Violation | 254 | 2.8 | 50.0 |
| Suspicious Person/ Vehicle/ Assistance to General Public | 254<br>241 | 2.8<br>2.7 | 52.8<br>55.5 |
| Assault 266 CC (FIP) | 237 | 2.6 | 58.1 |
| Fail to Stop or Remain at Accident | 208 | 2.3 | 60.4 |
| Items Lost/Found - except pass | 190 | 2.1 | 62.5 |
| Moving Traffic - Speeding Viol | 181 | 2.0 | 64.5 |
| Break and Enter - Residence 34 | 175 | 1.9 | 66.5 |
| Mental Health Act - Other Act | 160 | 1.8 | 68.2 |
| Uttering threats against a per | 148 | 1.6 | 69.9 |
| 911 Act - Other Activities | 124 | 1.4 | 71.2 |
| Person Reported Missing | 123 | 1.4 | 72.6 |
| Municipal Bylaws - Traffic | 110 | 1.2 | 73.8 |
| Harassing phone calls 372(3) C | 91 | 1.0 | 74.8 |
| Possession Schedule VIII Canna | 85 | .9 | 75.8 |
| Other Non-Moving Traffic - Pro | 84 | .9 | 76.7 |

| | | | |
|---|---|---|---|
| Fraud (money/property/security | 83 | .9 | 77.6 |
| Abandoned Vehicles | 81 | .9 | 78.5 |
| Traffic Collision(s) - Non - F | 68 | .8 | 79.2 |
| Liquor Act (Provincial/Territory | 63 | .7 | 79.9 |
| Subtotal: | 7231 | | |
| ZONE 6 Total: | 9045 | | 100 |

Zone 7

| OFFENSE TYPE | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Municipal Bylaws - Other | 468 | 6.7 | 6.7 |
| False Alarms | 446 | 6.4 | 13.0 |
| Theft under or equal to $5000 | 422 | 6.0 | 19.0 |
| Traffic Collision(s) - Property | 386 | 5.5 | 24.5 |
| Person Reported Missing | 348 | 5.0 | 29.5 |
| Mischief - Damage to, or Obstruction | 325 | 4.6 | 34.1 |
| Mischief equal to or under $5, | 278 | 4.0 | 38.1 |
| Other theft under $5000 334(b) | 260 | 3.7 | 41.8 |
| Disturbing the peace 175(1) CC | 257 | 3.7 | 45.4 |
| Assault 266 CC (FIP) | 244 | 3.5 | 48.9 |
| Moving Traffic - Speeding Viol | 222 | 3.2 | 52.1 |
| Assistance to General Public | 211 | 3.0 | 55.1 |
| Suspicious Person/ Vehicle/ | 185 | 2.6 | 57.7 |
| Other Moving Traffic Violation | 175 | 2.5 | 60.2 |
| Break and Enter - Residence 34 | 166 | 2.4 | 62.6 |
| Mental Health Act - Other Act | 152 | 2.2 | 64.7 |
| Uttering threats against a per | 139 | 2.0 | 66.7 |
| Impaired Operation (by Alcohol | 137 | 2.0 | 68.7 |
| Items Lost/Found - except pass | 108 | 1.5 | 70.2 |
| Fail to Stop or Remain at Accident | 104 | 1.5 | 71.7 |
| Harassing phone calls 372(3) C | 92 | 1.3 | 73.0 |
| 911 Act - Other Activities | 85 | 1.2 | 74.2 |
| Municipal Bylaws - Traffic | 82 | 1.2 | 75.4 |
| Abandoned Vehicles | 74 | 1.1 | 76.4 |
| Fraud (money/property/security | 65 | .9 | 77.4 |

| | | | |
|---|---|---|---|
| Possession Schedule VIII Canna | 56 | .8 | 78.2 |
| Assistance to Canadian Province | 54 | .8 | 78.9 |
| Break and Enter - Other 348(1) | 53 | .8 | 79.7 |
| Subtotal: | 5594 | | |
| ZONE 7 Total: | 7021 | | 100 |

Zone 8

| OFFENSE TYPE | Frequency | Percent | Cumulative Percent |
|---|---|---|---|
| Traffic Collision(s) - Property | 359 | 9.8 | 9.8 |
| Theft under or equal to $5000 | 344 | 9.4 | 19.2 |
| False Alarms | 343 | 9.4 | 28.5 |
| Disturbing the peace 175(1) CC | 243 | 6.6 | 35.2 |
| Fail to Stop or Remain at Accident | 194 | 5.3 | 40.5 |
| Other theft under $5000 334(b) | 153 | 4.2 | 44.7 |
| Impaired Operation (by Alcohol | 128 | 3.5 | 48.1 |
| Other Moving Traffic Violation | 116 | 3.2 | 51.3 |
| Items Lost/Found - except pass | 99 | 2.7 | 54.0 |
| Municipal Bylaws - Other | 98 | 2.7 | 56.7 |
| Mischief - Damage to, or Obstruction<br>Suspicious Person/ Vehicle/ | 91<br>91 | 2.5<br>2.5 | 59.2<br>61.7 |
| Assault 266 CC (FIP) | 89 | 2.4 | 64.1 |
| Mischief equal to or under $5, | 88 | 2.4 | 66.5 |
| Break and Enter - Business 348 | 78 | 2.1 | 68.6 |
| Assistance to General Public | 75 | 2.0 | 70.7 |
| Uttering threats against a per | 61 | 1.7 | 72.3 |
| Fraud (money/ property/security | 44 | 1.2 | 73.5 |
| Moving Traffic - Speeding Viol | 42 | 1.1 | 74.7 |
| Mental Health Act - Other Act | 41 | 1.1 | 75.8 |
| 911 Act - Other Activities | 39 | 1.1 | 76.9 |
| Abandoned Vehicles | 34 | .9 | 77.8 |
| Liquor Act (Provincial/Territory<br>Break and Enter - Residence 34 | 31<br>30 | .8<br>.8 | 78.6<br>79.4 |

| | | | |
|---|---|---|---|
| Subtotal: | 2911 | | |
| ZONE 8 Total: | 3664 | | 100 |

## Appendix 1-8 Synopsis of Crime Prevention Literature Review

### Leading Crime Prevention and Policing Practices from International, National, Provincial, and Municipal Communities

### International

The United Nations' Office on Drugs and Crime (UNODC) promotes strategies, plans and programs which are multi-sectoral, multi-disciplinary and which favour civil society participation. The United Nations' *Guidelines for the Prevention of Crime* (2002) ECOSOC Resolution 2002/13, Annex identified key principles, including;

- Government leadership at all levels to create and maintain an institutional framework for effective crime prevention.
- Socio-economic development and inclusion to integrate crime prevention into relevant social and economic policies, and focus on the social integration of at risk communities, children, families and youth.
- Cooperation and partnerships between government ministries and authorities, civil society organizations, business sector and private citizens given the wide-ranging nature of the causes of crime and the skills and responsibilities required to address them.
- Sustainability and accountability can only be achieved if adequate resources to establish and sustain programs and evaluation are made available, and clear accountability for funding, implementation, evaluation and achievement of planned results is established.
- Knowledge base: strategies, policies and programs based on a broad multidisciplinary foundation of knowledge and evidence about crime problems, their causes, and proven practices.
- Human rights/rule of law/culture of lawfulness: the rule of law and those human rights which are recognized in international instruments to which Member States are parties must be respected in all aspects of crime prevention, and a culture of lawfulness actively promoted.
- Interdependency refers to the need for national crime prevention diagnoses and strategies to take into account, where appropriate the links between local criminal problems and international organized crime.
- Differentiation calls for crime prevention strategies to pay due regard to the different needs of men and women and consider the special needs of vulnerable members of society. [32]

The UNODC offer programming in a wide range of areas, some of which include: corruption; drug prevention, treatment and care; human trafficking; and organized crime. The UNODC's field-based crime

[32] United Nations, Economic and Social Council. (2002) Guidelines for the Prevention of Crime. New York: United Nations, Economic and Social Council, Office for Drug Control and Crime Prevention.

prevention programs currently operate in Bolivia, Brazil, Honduras, Mexico and Panama, and other crime prevention and criminal justice projects are currently being developed for Brazil, Honduras, El Salvador and Kenya. In August 2010, the UNODC published the *Compilation of Evidence-Based Family Skills Training Programmes*. It provides policymakers, program managers, non-governmental organizations and others interested in implementing family skills training programs with a review of 150 existing evidence-based strategies.

The World Health Organization's public health approach to violent crime prevention targets the risk and protective factors that cause violence. A successful strategy in Bogata, Columbia used epidemiological analysis of health data to improve the knowledge-base of what works in violence prevention.

**United States of America**

Crime prevention policy in the United States is driven by policing models and thus has a strong law enforcement component, but not at the expense of community partnership collaboration. Numerous national organizations have actively promoted collaborative sustainable solutions to community safety problems:

- The National Crime Prevention Council (NCPC)
- US National League of Cities' Public Safety and Crime Prevention committee
- US Conference of Mayors (USCM).

The United States is the foundation from which evidence-based crime prevention knowledge began. The 1997, US Congress' *Preventing crime: what works, what doesn't, what's promising* provided a comprehensive evaluation of the effectiveness of crime prevention program grants which had totalled over $3 billion dollars a year. Both the DARE and Scared Straight programs showed no reduction in crime, despite their extensive adoption nationwide. Most importantly, however, was the finding that crime prevention was more cost-effective than adding officers, or incarcerating offenders.[33] Leading and promising crime prevention programming in the United States include the following programs which address the core potential sources of criminogenic behaviours:

- **Nurse-Family Partnership (NFP)** is a nurse home visitation program for low-income, and/or unmarried, expectant or new mothers. The nurses' visitations are designed to provide mothers instruction in pre and post-natal care of children, positive health related behaviours, and maternal personal development. "Effects found in two or more trials include (i) reductions in child abuse/neglect and injuries (20-50%); (ii) reduction in mothers' subsequent births (10-20%) during their late teens and early twenties; (iii) improvement in cognitive/educational outcomes for children of mothers with low mental health/confidence/intelligence (e.g., 6 percentile point increase in grade 1-6 reading/math achievement)."[34]

[33] US Congress. (2007) Preventing crime: what works, what doesn't, what's promising
[34] Top Tier Evidence. Nurse-Family Partnership (NFP). Available at: http://toptierevidence.org/wordpress/?page_id=168

- **Functional Family Therapy (FFT**) is a promising, family-based, clinical therapeutic prevention strategy to address antisocial or conduct disorders, delinquency, substance abuse and violence issues among youth at risk aged 11 to 18. The program focuses on increasing the protective factors through a number of phases - engagement, motivation, assessment, behaviour change and assessment. A number of studies have demonstrated the effectiveness of this approach and its good cost effectiveness ratios. This program has been reviewed by the Blueprints, the National Crime Prevention Centre, and Washington State's institute of Public Policy.
- **Leadership and Resiliency Program (LRP)** is a model multi-component program aimed at youth aged 14 to 19. LRP seeks to enhance internal strengths, such as leadership, and promote resiliency while preventing substance abuse and violence. Outcomes show a 75% reduction in school suspensions; 47% reduction in juvenile arrests; 60-70% increase in school attendance; and, a 100% high school graduation rate.
- **Life Skills Training (LST)** is a model drug education program aimed at students in grades 6 and 7, aged 12 to 15, which teaches personal self-management skills, social skills and drug resistant skills. This strategy has been tested for over twenty-five years and outcomes include: a 50-70% reductions in tobacco, alcohol and marijuana use; cuts in multiple drug use up to 66%; a reduction in pack-a-day smoking by 25%; and decreased use of inhalants, narcotics, and hallucinogens;[35] and in a grade 12 follow-up study, an almost 20% reduction in smoking initiation and 10-15% reduction in drunkenness.[36]
- **Project Towards No Drug Abuse (Project TND)** is another model drug education program aimed at high school students, aged 14 to 19, providing motivation-skills-decision-making instruction. Outcomes include: a 27% prevalence reduction in 30-day cigarette use; 22% prevalence reduction in 30-day marijuana use; a 26% prevalence reduction in 30-day hard drug use; a 9% prevalence reduction in 30-day alcohol use among baseline drinkers; a 6% prevalence reduction in victimization among males.[37]
- **Multidimensional Treatment Foster Care (MTFC)** is a model, cost effective, foster care program for youth which provides an alternative to group or residential treatment, incarceration, and hospitalization. Youth targeted in this strategy have problems with chronic antisocial behaviour, emotional disturbance, and delinquency. Community families are recruited, trained in behavioural management techniques, and closely supervised to provide MTFC-placed adolescents with treatment and intensive supervision at home, in school, and in the community.[38] Findings suggest "*for girls, more than 50% reduction in criminal referrals and days in locked settings, and roughly 40% reduction in pregnancy rates, two years after random assignment. For boys, evidence of reductions in criminal activity is promising".*[39]
- **Strengthening Families Program (SFP)** is a promising family-based intervention program targeting youth aged 10 to 14 years old and their parents. The program is designed to increase

[35] Center for the Study and Prevention of Violence. 2007. Blueprints model programs: Life-Skills Training (LST). Blueprints for Violence Prevention Series. Boulder, Colorado: Center for the Study and Prevention of Violence, Institute of Behavior Science, University of Colorado. Available at: http://www.colorado.edu/cspv/blueprints/modelprograms/LST.html; National Crime Prevention Centre (Canada). 2008. Promising and model crime prevention programs. Ottawa: National Crime Prevention Centre. Available at http://www.publicsafety.gc.ca/res/cp/res/2008-pcpp-eng.aspx.

[36] Top Tier Evidence. LifeSkills Training. Available at: http://toptierevidence.org/wordpress/?page_id=318.

[37] Center for the Study and Prevention of Violence. 2007. Blueprints model programs: Life-Skills Training (LST). Blueprints for Violence Prevention Series. Boulder, Colorado: Center for the Study and Prevention of Violence, Institute of Behavior Science, University of Colorado. Available at: http://www.colorado.edu/cspv/blueprints/modelprograms/LST.html; National Crime Prevention Centre (Canada). 2008. Promising and model crime prevention programs. Ottawa: National Crime Prevention Centre. Available at http://www.publicsafety.gc.ca/res/cp/res/2008-pcpp-eng.aspx; SAMHSA's National Registry of Evidence-based Programs and Practices. Available at: http://nrepp.samhsa.gov/ViewIntervention.aspx?id=21.

[38] Center for the Study and Prevention of Violence. 2007. Blueprints model programs: Life-Skills Training (LST). Blueprints for Violence Prevention Series. Boulder, Colorado: Center for the Study and Prevention of Violence, Institute of Behavior Science, University of Colorado. Available at: http://www.colorado.edu/cspv/blueprints/modelprograms/LST.html

[39] Top Tier Evidence. Multidimensional Treatment Foster Care (MTFC). Available at: http://toptierevidence.org/wordpress/?page_id=313.

family protective factors while decreasing potential risk factors that have the potential to impact youth negatively. After a 4-year follow-up, the "proportion of new substance users in the intervention group was significantly lower than that in the control group for all five measures of lifetime substance use".[40] In terms of school outcomes, found "positive effects on school engagement measured in the 8th grade ($p < .05$), which in turn was associated with positive effects in academic performance in the 12th grade ($p < .05$)."[41] Other findings include a reduction in aggression and hostile tendencies.

- **Police Athletic League (PAL)** is an innovative youth, aged 6 to 18, program administered by police agency members to build character among youth, help strengthen police-community relations and prevent drug use. Police service volunteers coach young people in sports, help with homework and other school-related activities. Youth victimization declined by 43.9%; and arrests by 16.1% in the target area.
- **Office of Juvenile Justice and Delinquency Prevention (OJJDP) Comprehensive Gang Model (or Spergel Model)** is a promising gang prevention, intervention, suppression and re-entry program. Key components of the model include community engagement; organizational change and development; social intervention; service and programming provision; and, suppression activities. Findings indicate a reduction in serious gang violence, and arrests for both drugs and serious gang crimes.[42]
- **Project Safe Neighbourhoods (PSN)**, is an innovative problem-oriented model designed as to reduce gun crime by providing locally-based programs with the tools and resources then need while maximizing the use of federal resources. The framework rested on five key components: partnerships, strategic planning, training, outreach and accountability. Practitioners engage youth and help them to develop life and leadership skills. Findings include: successful task forces developed "distributed leadership"; the most common were partnerships with other law enforcement agencies, yet, 75% reported partnerships with community leaders and organizations beyond the criminal justice sector; 70% to 80% of task forces and research partner reported some degree of integration of research and strategic planning; and, the most successful PSN youth engagement partnerships were between youth serving organizations and engaged communities.[43]
- **Multi-Systemic Therapy (MST)** is a model treatment program in juvenile offender management. It asserts that individuals are part of a network of inter-connected systems and targets anti-social behaviours and improving the family's ability to overcome the delinquency. After initial intensive therapy, interventions are designed specifically targeting risk factors of the offender and the system(s) within which the offender lives. Empirical support for this program found reductions of 25-70% in long-term rates of re-arrest, reductions of 47-64% in out-of-home placements, extensive improvements in family functioning, and decreased mental health problems for serious juvenile offenders. This program has been reviewed by Blueprints, the National Crime Prevention Centre, UNODC, and the Washington State's Institute of Public Policy.
- **Serious Habitual Offender Comprehensive Action Program (SHOCAP)**, established by the DOJ's Office of Juvenile Justice and Delinquency Prevention (OJJDP), is a tertiary crime prevention program for persistent youth offenders. This program is designed around a case management information system that lists serious, habitual juvenile offenders and integrates information gathered by agencies, maintained by a local or state agency and an extensive

[40] SAMHSA's National Registry of Evidence-based Programs and Practices. Available at: http://nrepp.samhsa.gov/ViewIntervention.aspx?id=21.
[41] SAMHSA's National Registry of Evidence-based Programs and Practices. Available at: http://nrepp.samhsa.gov/ViewIntervention.aspx?id=21.
[42] National Crime Prevention Centre (Canada). 2008. Promising and model crime prevention programs. Ottawa: National Crime Prevention Centre. Available at http://www.publicsafety.gc.ca/res/cp/res/2008-pcpp-eng.aspx.
[43] Kovener, 2009

information and resource sharing partnerships between criminal justice and community services. The SHOCAP system has been employed successfully in over 150 communities in the United States and Canada.[44] The most impressive empirical support for SHOCAP's effectiveness is from Oxnard, California, where despite having one of the lowest police-to-population ratios in the country, there was a 38% reduction in violent crime and a 60% drop in the murder rate.[45]

- **Communities that Care (CTC)** is a research-based conceptual framework that is used to guide communities in selecting the most appropriate policies, actions and programs to promote youth development. It combines inter-sector partnerships with analysis of risk and protective factors unique to each community and measures outcomes based on validated tools. Evaluation has proven promising for this framework in reducing crime and delinquency. Communities' that Care is currently being implemented in Ontario and BC.
- SafeCatch a security approach for the banking industry developed in response to an increase in robberies and a decrease in quality robber recognition and apprehension. Washington's Bank of America saw a 70% reduction in robberies after the educational training[46] and in Oregon the results were similar. North Shore Credit Union in Vancouver, BC took the strategy a step further with the implementation of architectural enhancements to combat this crime.

**United Kingdom**

Historically, the United Kingdom had focused heavily on situational crime prevention approaches, at the expense of understanding the causes of delinquency and criminality. The first recognition of the value of moving from a traditional criminal justice response to a community safety and crime prevention intervention came with the 1996 Audit Commission's paper entitled, *Misspent Youth.*[47] The paper concluded government resources and quality of life for youth would be maximized by investing in youth as a target population. Later, the Home Office's *Reduce Offending* identified the need for long-term social development programs to target risk factors for crime, as well as, short-term, situational initiatives to reduce opportunities for crime.

In 1997, the New Labour government unveiled its crime prevention approach creating a comprehensive crime reduction strategy. This "*tough on crime and the causes of crime*" approach lowered the age of responsibility, expanded the use of incarceration, enacted new legislation to address anti-social behaviour and introduced a comprehensive social strategy to tackle the root causes of crime. The central piece of legislation*, The Crime and Disorder Act*, made Community Safety Partnerships a statutory requirement for police and local authorities in every municipality across the United Kingdom. This statutory requirement to police through local partnerships demands collaboration with multi-sector entities in the identification of

[44] Wootton, James, and Robert O. Heck, Robert. 1996. How State and Local Officials Can Combat Violent Juvenile Crime. The Heritage Foundation, Leadership U. Available at: http://www.leaderu.com/socialsciences/juvenile.html.
[45] Wootton, James, and Robert O. Heck, Robert. 1996. How State and Local Officials Can Combat Violent Juvenile Crime. The Heritage Foundation, Leadership U. Available at: http://www.leaderu.com/socialsciences/juvenile.html; Eugene H. Methvin, "An Anti-Crime Solution: Lock Up More Criminals," The Washington Post, October 27, 1991, pp. C1, C4.
[46] Seibert, Paul. 2009. SafeCatch: an educational partnership offering more customer development and less crime. Police Chief. March 2009. Volume 76:3, 26, 28-29, 31, 33.
[47] Home Office. *Misspent Youth*, Audit Commission. Available at: http://www.audit-commission.gov.uk/nationalstudies/communitysafety/Pages/misspentyouth.aspx

crime and criminality, and the establishment of responses led by local authorities rather than police. The legislation also extended powers for information sharing previously restricted under the *Data Protection Act*. Funding for crime prevention strategies was not provided to local governments, but was available through other sources.

Despite this strong investment on building capacity for crime prevention and community safety, this comprehensive approach did not meet all of its objectives. There has been success in dealing with burglary, vehicle crime, and improving home security. Partnerships have focused resources and coordinated action to deal with these recurrent crimes. Failure to place prevention outside of the criminal justice system response and the strong enforcement approach has meant crime and victimization levels amongst young people remain high and the proportion of crimes dealt with remain low.[48] Independent evaluations by the National Audit Office have shown these combined efforts have contributed to a reduction in crime as recorded by the British Crime Survey, but evidence is not certain as the Survey has limited utility at the local level.

The Crime Reduction Program, replaced in 2002 with the Safer Communities Initiative, was the central organizing body of evidence based policy and practice. Evidence based practice has maintained a role in British policy. Widespread implementation of promising programs and crime reduction targets resulted from this comprehensive crime prevention policy.

Examples of leading crime prevention programming in the United Kingdom and Wales are as follows:

- **Youth Inclusion Program** was established in 2000 by the Youth Justice Board to deal with at-risk youth, ages 12 to 18, at the highest risk of criminal offending. The goal was to reduce offending by 30% in at least two-thirds of the 70 neighbourhoods with such a program by providing youth inclusion in literacy, mentoring, recreation, anger management, and strategies to deal with gangs and drugs. An independent national evaluation found some promising results: school expulsion was reduced by 27%; youth arrests by 65%; of those never having been previously arrested, 73% did not get arrested after program involvement; and, overall crime in neighbourhoods reduced by 16% to 27%.[49]
- **Drug Interventions Programme (DIP)** offers offenders whose crimes are drug-related the support they need to beat their addiction. The DIP targets the areas with the greatest need, or the areas of the country with the highest levels of drug-related crime. More than 1,900 drug-misusing offenders are entering treatment each month through the program. There is clear evidence that this treatment works: for every £1 spent on treatment, at least £9.50 is saved in criminal justice and health costs. (Source: NTORS at two year: changes in substance use, health and criminal behaviour two years after intake. Dept of Health).[50]

[48] Solomon, Enver (2009) New Labour and Crime Prevention in England and Wales: What Worked?
[49] Johnson and Fraser. (2007) Making Cities Safer: International Strategies and Practices; National Crime Prevention Centre. (2008) Promising and Model Crime Prevention Programs.
[50] Drug Interventions Program "Key Messages"". Home Office. http://www.drugs.gov.uk/drug-interventions-programme/strategy/communications/key-messages/overarching_KM. Gossop, M., Marsden, J., Stewart, D., & Treacy, S. (January 01, 2002). Change and stability of change after treatment of drug misuse: 2-year outcomes from the National Treatment Outcome Research Study (UK). *Addictive Behaviors*, 27, 2.).

**Australia and New Zealand**

Since 1996, the Australian Government has undertaken a range of crime prevention initiatives aimed at reducing the incidence of violence and other crime in Australia. Currently effort is underway in Australia to advance evidence-based practice using randomized controlled experiments.[51] Federal and state, or territorial, governments in Australia have focused on community development models of crime prevention with an emphasis on multi-agency partnerships. As with many other jurisdictions, crime prevention policies that have been developed have relied upon resources and implementation at the local levels.[52]

Burglar Beware is a documented community-based strategy in Western Australia to identify and implement interventions to reduce burglary.

**Norway**

Olweus Bullying Prevention Program (BPP) is a school-based program that aims to prevent the development of bullying, reduce existing victimization and improve peer relationships among elementary, junior high and high school students. Intervention strategies exist at three levels:

- individual (e.g. discussions among students, teachers and parents),
- classroom (e.g. peer and parental meetings, classroom rules)
- and school (e.g. school rules, coordinating committee, student monitoring).

There were substantial reductions in self-reported bullying and bully victimization. Also there was decrease in self-reported vandalism, theft, violence and alcohol use. A second study found a 30% to 70% reduction in self-reported bullying and bully victimization. Also there were improvements in classroom order and discipline and more positive attitudes towards school work. The BPP has been implemented in the United Kingdom, the United States, and Germany.

After a comparative review of crime prevention strategies and programs in Britain, Wales, Australia, and to a lesser extent, New Zealand and United States, Homel (2009) found that there are eight characteristics shared by modern crime prevention programs:

1. collaborative multi-agency based action
2. problem-oriented analysis and intervention design
3. multiple interventions to address linked problems
4. evidence-based, or at the least, evidence informed policy and programs
5. outcome focused with performance and effectiveness measures

[51] Welsh, Brandon. (2007) Evidence-based practice.
[52] Cherney, Adrian. 2006. *The role of local government in crime prevention: an overview*. Local Government Reporter, 5(3-4), pp.25-28.

6. centrally developed and driven, but locally delivered
7. partnership and shared outcomes
8. focused on principles of inclusiveness and participation.[53]

**Canada and Provinces and Territories**

Canadian crime prevention policy preceded the implementation of local programs and partnerships. The National Crime Prevention Strategy (NCPS) is the central crime prevention intervention policy framework of the federal government. Accountability lies with the Minister of Public Safety within the federal department, Public Safety Canada. Administrative practices of this strategy are delegated to the National Crime Prevention Centre (NCPC) in the Community Safety and Partnerships Branch of Public Safety Canada. NCPC is jointly managed with the provinces and territories. Funding programs include the Crime Prevention Action Fund (CPAF), the Research and Knowledge Development Fund (RKDF), and the Youth Gang Prevention Fund (YGPF). Originally conceptualized as a social developmental approach, it has evolved into a more comprehensive, focused, evidence-based crime prevention strategy for the strategic development, implementation, and dissemination of leading practice. NCPC adopts the position reflected in UN *Guidelines for the Prevention of Crime 2002* that social, situational, recidivism prevention measures are, together with effective partnerships at the community level, an effective way to contribute to crime reduction. Crime prevention and community safety in Canada should continue to advance based on the most reliable, systematically assembled knowledge of what works.

NCPC's guiding principles for optimal crime prevention initiatives recognize that crime prevention interventions should be integrated with the activities of other programs and services (integration), be evidence driven, focus on specific actionable priorities and be measurable. As with other federal governmental agencies and departments, partnership is instrumental in a successful, holistic approach to crime reduction and prevention. Partnerships of the NCPC include governmental agencies and departments at the federal, provincial, and municipal levels including, but not limited to the Correctional Service of Canada (CSC), Royal Canadian Mounted Police (RCMP), Department of Justice Canada, Health Canada, local police, the Canadian Association of Chiefs of Police (CACP), and the Federation of Canadian Municipalities (FCM).

Preconditions for effective and efficient Canadian crime prevention action were outlined by Homel (2009):

- A practical grasp of crime prevention theory
- Strong and consistent leadership and supportive governance
- A capacity to manage collaborative multi-agency action
- Outcome focused performance measurement systems
- An applied commitment to evidence-based practice and research evaluation
- Effective communication processes designed to promote engagement and sustainability.[54]

[53] Homel, Peter. 2009. "Lessons for Canadian Crime Prevention from Recent International Experience."

Effective crime prevention strategies are seen to result from;

- Comprehensive approaches, which include situational, social causes of crime and underlying aspects
- Detailed diagnosis of the crime problem grounded in knowledge of the social and physical environment in the local neighbourhoods in which the problems occur
- Multi-agency community partnerships
- Local government level delivery. Municipalities are important because they are best able to identify local crime problems and local conditions that contribute to these problems. Also, they have responsibility for delivering services that can tackle these conditions: housing, recreation, health, police, social services.
- Resources – financial and human resources to respond
- Targeted to areas and specific needs
- Evidence-based
- Cooperation and coordination of a broad range of partners and participants (different government levels; private and public
- Partnerships
- Evaluation
- Translatable to other places
- Community engagement.[55]

It is the position of the National Working Group (NWG) of the Institute for the Prevention of Crime (IPC) that Canada is not doing enough to put evidence-led approaches to use for the benefit of Canadians and their communities. The *Building a Safer Canada*[56] document provided a comprehensive framework for the planning of effective crime prevention interventions. Effective planning was seen as the key element to successful prevention policy and practice design.

In the *Blueprint for Effective Crime Prevention*[57] document, it was noted that current evaluative knowledge on the effectiveness of crime prevention measures suggests strategies have multi-agency collaboration; be problem-oriented and have focused action based upon the crime problem; evidence-driven; and have measurable results.

IPV Framework for Crime Prevention Planning consists of:

- Understanding the problem and developing a vision, an action plan and responsibility centres.
- Concentrating resources where they are most needed
- Relying on evidence-based approaches
- Ensuring adequate and sustained supports

[54] Homel, Peter. 2009. "Lessons for Canadian Crime Prevention from Recent International Experience." IPV Review.
[55] Linden, R, 2007.
[56] Hastings, Ross. 2007. *Building a safer Canada: Effective Planning for Crime Prevention*. Institute for the Prevention of Crime, University of Ottawa.
[57] 2008 Making Cities Safer: Canadian Strategies and Practices.

- An informed and engaged public.[58]

Additionally the National Working Group recommendations to reduce crime victimization and fear of crime include:

- "Recommendation 1A:
  *Articulate a vision on how crime prevention can contribute to the individual and collective safety and wellbeing of all Canadians. (shared vision)*
- Recommendation 1B:
  *Develop a national framework for inter-sectoral collaboration and a ten year action plan for crime prevention. (inter-sectoral collaboration and action planning)*
- Recommendation 1C:
  *Develop permanent and adequately funded responsibility centres at all orders of government. (responsibility centres)*
- Recommendation 2:
  *Concentrate resources where they are the most needed. Develop better diagnostic tools and data collection mechanisms for assessing our progress in this area. (evidence)*
- Recommendation 3:
  *Ensure a greater emphasis on what has worked in crime prevention and in problem-solving partnerships. Federal, provincial and territorial governments must invest more in research, development and training in these areas. (sustained resources)*
- Recommendation 4:
  *Governments must improve the levels of sustainable supports and resources available for prevention policies and activities. (sustainable supports)*
- Recommendation 5:
  *Governments and national partners must develop effective strategies for educating the public about prevention and for engaging Canadians in prevention programs and activities."*[59]

In Canada, various parliamentary committees and national organizations have recognized the need for a coordinated multi-agency approach to addressing local crime problems and improving community safety. In 2006, International Centre for the Prevention of Crime (ICPC) in Montreal invited the mayors of 14 municipalities to delegate a representative to join the Municipal Network on Crime Prevention. Municipal Network exists to share knowledge and experience that will strengthen the capacity of Canadian municipalities to reduce crime and enhance community safety. Consultations indicated municipalities

[58] Hastings, Ross. 2007. *Building a safer Canada: Effective Planning for Crime Prevention*. Institute for the Prevention of Crime, University of Ottawa.
[59] National Working Group on Crime Prevention, & Institute for the Prevention of Crime. (2007). *Building a safer Canada: First report of the National Working Group on Crime Prevention*. Ottawa, Ont: Institute for the Prevention of Crime.
Available at: http://www.socialsciences.uottawa.ca/ipc/eng/recomm_net_working_group.asp

faced similar problems - violence, property crime, drug abuse - but to varying degrees, distribution and nature of the problems.[60]

Throughout Canada, the level to which police are involved in prevention in partnership with citizens and agencies varies. Some municipalities have a long history of supporting citizen initiatives to reduce crime while in others police have taken the lead. While some municipalities have a centre promoting inter-agency collaboration, others have multi-agency collaboration on a more *ad hoc* basis. IPC and the Municipal Network have identified four key components to successfully reducing crime and enhancing community safety:

- Strong commitment and leadership and alignment of community safety with other local priorities.
- Coordination among all orders of government and appropriate funding for municipal and other actions to develop, improve and sustain initiatives, strategies, and programs to target root causes of crime.
- Partnerships and public engagement which fosters priority setting at the local level.
- Effective use of data, knowledge and evaluation to guide decisions on what works and how to apply resources to tackle local problems.[61]

Based on comparative international strategies and their potential for success, Homel, argues that Canada's national strategy will succeed if there is:

- A committed national leadership operating within a coherent and flexible policy framework
- Evidence-based strategies and practices that are focused on results and efficiently monitored and openly reported
- Responsive partnership arrangements with governance mechanisms respectful of specific communities, priorities and existing experience.
- Long-term adequate resourcing informed by good data about problems and strategically appropriate responses.
- A commitment to undertaking workforce and organizational development and the active dissemination of good practice knowledge.
- A strategy for promoting an active and engaged community crime prevention agenda.[62]

In examining specific types of programs that have been undertaken, three classifications of program type consistent with the crime prevention focus of the National Crime Prevention Council are found, namely:

- *Model programs*: A prevention program that meets the highest scientific standard for effectiveness (scientifically proven prevention and intervention programs), as evidenced in published evaluations; has a significant, sustained preventive or deterrent effect or reduction of problem behaviour, the reduction of risk factors related to problem behaviour; or the enhancement of protective factors related to problem behaviour and has been replicated in different communities or settings

[60] 2008 Making Cities Safer: Canadian Strategies and Practices.
[61] 2008 Making Cities Safer: Canadian Strategies and Practices.
[62] Homel, Peter. 2009. "Lessons for Canadian Crime Prevention from Recent International Experience." p.. 34

- *Promising programs*: A prevention program that meet scientific standards for effectiveness; but they do not meet all of the rigorous standards of Model programs. They are recognized and encouraged with the caution that they be carefully evaluated. In general, when implemented with minimal fidelity these programs demonstrate promising (perhaps inconsistent) empirical findings using a reasonable conceptual framework and a limited evaluation design (single group pre- post-test), and

- *Innovative programs*: A prevention program that tests new approaches and theories to interventions with at-risk populations. They are based on a strong theoretical framework that links the proposed intervention to the risk factor(s), target population and desired outcomes. Innovative projects show demonstrated changes through limited research design and require causal confirmation using more appropriate experimental techniques. These programs are recognized and encouraged with the caution that they be carefully evaluated.

Some interventions guided by a social developmental theory include:

- **SNAP (Stop Now and Plan)** is a model, community-based program for children who display early signs of anti-social or conduct behaviour in conflict or at risk of coming into contact with the criminal justice system. The program contains programming for both children and parents, and also provides a homework club and school advocacy. Results indicate significant improvements in that children involved in this program are twice as likely not to have a criminal record by their 18th birthday. This program has been reviewed by Blueprints, the National Crime Prevention Centre and the UNODC, and is implemented in other countries such as Finland, Norway, Sweden, New Zealand, the United Kingdom and the United States.
- **Boys and Girls Club of Canada** (promising program) targets youth aged 5 to 18 and their families in high-need communities. Programming is offered in physical activity; health and safety; leadership, growth and empowerment; learning and career development; and, community services. Twenty-one evaluations of Club programs and activities over twenty years were examined to determine the impact of membership. 59% felt the Club had helped in their school life; 60% in family life; 74% felt the Club helped them to avoid conflict with the law.[63]
- **FastTrack** (promising program). Designed as a comprehensive, long-term strategy to prevent serious and persistent antisocial behaviours among children. FAST Track's main goals are to increase communication and bonds between individual, family and school environments, enhance children's social, cognitive, and problem-solving skills, improve peer relationships, and ultimately decrease disruptive behaviour in the home and school. This multi-dimensional program includes: parenting training; home visitations; social skills training; and classroom intervention. It has been adopted in the United Kingdom, Australia, United States and Canada.
- **Circles of Support and Accountability** (COSA) is an innovative, tertiary crime prevention program targeting young, adult, male sexual offenders at risk to re-offend upon release from custody. Circle members work with police, parole or probation officers, the courts, corrections, community agencies and treatment professionals to provide a supportive network of resources and services designed for the successful integration of the offender into the community. The empirical data obtained by Wilson (2005), as reported by the National Crime Prevention Centre,

[63] National Crime Prevention Centre (Canada). 2008. Promising and model crime prevention programs. Ottawa: National Crime Prevention Centre.

found a 70% reduction in sexual recidivism, 57% in all types of violent recidivism, and a 35% reduction overall as compared to non-COSA offenders.[64] COSA programming is found throughout Canada in the Fraser Valley, Vancouver, Calgary, Prince Albert, Regina, Saskatoon, Winnipeg, Kingston, Peterborough, Toronto, Ottawa, Montreal, Moncton and St. John's, among other locations.

Provincial and territorial jurisdictions have the ability to adopt their own crime prevention strategies, some of which may or may not support NCPS policy.

**British Columbia**

In 2007, the BC Government began to develop integrated and collaborative approaches to deal with crime involving the ministries of Public Safety and Solicitor General, Attorney General and Children and Family Development (Youth Justice). Evidence-based pilot projects have been designed and implemented that aim to reduce crime, manage prolific offenders and make the criminal justice process more timely and efficient. A pilot project currently being led or evaluated is Vancouver's Downtown Community Court. In May 2010 the Minister of Public Safety, announced federal support through the National Crime Prevention Strategy (NCPS), providing over $7 million in funding to four local projects in Abbotsford, Smithers, Kamloops and Agassiz, that will support youth-at-risk and their families with the tools and strategies needed to prevent crime and build safer communities.

Some leading and promising programs include:

- **Cowichan Valley Safer Futures** is a community development response and research program administered by the Cowichan Women Against Violence Society targeting violence against women and children, in aboriginal or other marginalized communities. In May 2004, this project received a Women's Safety Award to reward good practices and policies relating to women's safety and the improvement of women's sense of safety.
- **Crime-Free Multi-Housing Program (Vancouver)** is a community-based crime prevention program for rental properties, administered by the City of Vancouver and the Vancouver Police Department. It encourages apartment owners, managers, residents, police and other agencies to work together to reduce opportunities for crime and social disorder activity on rental property. The three phase certification process involves Landlord Management Training, CPTED Inspection, and a Resident Safety Meeting.
- **Prolific Offender Treatment.** In February 2008, the prolific offender management pilot project was launched in six BC communities: Kamloops, Nanaimo, Prince George, Surrey
- **Victoria (Capital Regional District), and Williams Lake.** The project uses increased supervision and targeted intervention with a small group of prolific offenders to address the issues that lead to criminal behaviour. This pilot project has recently ended and results will be evaluated

[64] Wilson, R., J. Pichca, and M. Prinzo. 2005. Circles of Support and Accountability: an Evaluation of the Pilot Project in South-Central Ontario. Ottawa, Correctional Services Canada; Promising and Model Crime Prevention Programs.

by the Centre for Applied Research in Mental Health and Addiction (CARMHA) and Simon Fraser University, to determine outcomes for each of the communities.[65]

**Saskatchewan**

- **The Serious Habitual Offender Comprehensive Action Program (SHOCAP)** is a promising tertiary crime prevention program for persistent youth offenders located in Prince Alberta, Regina and Saskatoon. It is designed around an offender case management system along with extensive information and resource sharing partnerships between criminal justice agencies and community services. Offenders are provided with corrective action plans designed to develop their individual competencies and increase accountabilities to the courts and community while monitoring and supervision provides increased community safety. SHOCAP has been found to improve resource allocation and interagency cooperation, focus and enhance criminal justice system response to patterns of delinquency, and improve the morale of justice system personnel.[66]
- **Regina Auto Theft Strategy** is a community partnership in a comprehensive auto theft strategy that educates and equips car owners with anti-theft devices, and addresses risk factors of auto theft offenders. Following its fourth year of operation, the Regina Auto Theft Strategy has shown an overall 44 per cent reduction in auto thefts. This translates into 1,697 fewer cars stolen in 2005 than in 2001, before the strategy was implemented.[67]
- **Regina Anti-Gang Services (RAGS)** project is administered by the North Central Community Association and works with gang-involved Aboriginal youth and young adults living in the North Central neighbourhood of Regina, Saskatchewan. The program provides intensive support services to reduce involvement in gang life and to facilitate leaving gangs. Activities were developed and designed based on combining available evidence from three existing crime prevention programs- Wraparound Milwaukee, Youth Engagement and Circle of Courage. The RAGS program is supported by Public Safety Canada, National Crime Prevention Centre's Youth Gang Prevention Fund (YGPF). This pilot project will be evaluated in March, 2011.[68]

**Manitoba**

- **Aboriginal Youth Strategy** is an initiative designed to increase the participation of Aboriginal youth in City of Winnipeg services including programming and employment; establish new partnerships and/or enhancing existing partnerships to ensure relevant Aboriginal youth services in Winnipeg and strengthen capacity in Aboriginal youth.
- By-law Enforcement Unit- created in the fall of 2008, this unit enforces the new **Neighbourhood Livability By-law**, and provides for an enhanced integration of work and consistency of enforcement for those by-laws that affect the day to day lives of Winnipeggers.

[65] British Columbia. Criminal Justice Reform. Prolific Offender Management Project. Available at: http://www.criminaljusticereform.gov.bc.ca/en/justice_reform_projects/prolific_offender_management/index.html.
[66] National Crime Prevention Centre (Canada). 2008. Promising and model crime prevention programs. Ottawa: National Crime Prevention Centre.
[67] MT move transport. Auto Theft Strategy Achieving Great Success, Thursday, September 4, 2008, Available at: http://www.movetransport.com/auto-theft-news/2008/09/auto-theft-strategy.
[68] Public Safety Canada. Regina Anti-Gang Services.

- **CHOICES Youth Program** is a partnership of the Winnipeg School Division, Manitoba Justice and the Winnipeg Police Service that is aimed at addressing the issues of at-risk youth.
- **Community Resource Coordination and Community Development Work (CRC Model)** where the Community Resource Coordinators and Community Development Workers are the City of Winnipeg Liaison for community issues/initiatives with many organizations/groups working on community strategies relating to crime reduction and improving neighbourhood safety.
- **Crime STAT** is an online resource that provides timely information relating to crime in Winnipeg and is one component of the City's Neighbourhood Safety and Crime Prevention Strategy.
- Creation of a new **Auxiliary Cadet Force for the Winnipeg Police Service** to supplement the duties performed by police officers and staff members. The cadet unit will have limited abilities to enforce certain by-laws, and will not be involved in the investigation of crimes or carry firearms. The members of the unit will also be instrumental in forming relationships with people on the street including the provision of referrals to jobs, shelters, spiritual healing, counselling and serve as a pool of trainees that will eventually become recruits for full-times officers.
- **Citizens for Crime Awareness** is a volunteer organization, recognized by the Winnipeg Police Service, dedicated to promoting crime awareness and crime prevention in the community. Their goal is to make the community a safer and better place in which to live.
- **Check It Out! Reading Zone** is a partnership between the Winnipeg Public Library and Frontier College designed to bring reading, learning, and books to people in their own community spaces while at the same time encouraging intergenerational and lifelong learning in an environment that promotes family based literacy.
- Grants to various social organizations that engage in crime prevention strategies:
    - Immigrant Refugee Community Organizations of Manitoba (IRCOM)
    - Boys & Girls Club
    - Graffiti Arts Program (GAP).
- ***LiveSAFE,* a Winnipeg Policy**, identifies guiding principles and a strategic action framework for the development of an interconnected Crime Prevention Strategy for Winnipeg, and which is premised upon a cross-sectoral partnership and network with citizens, neighbourhoods, community organizations, business and other levels of government.
- **Project Breakaway** – a partnership initiative whose program purpose is to assist individuals in breaking away from the streets and moving on to healthier lifestyles by connecting them to community support services. It has been effective in reducing the number of calls to the Winnipeg Police Service and the Winnipeg Fire and Paramedic Service by linking street involved individuals with the appropriate community support services.
- **SPIN 'Sports Programming for Inner City Neighbourhoods'** provides sport opportunities for children and youth living in poverty to experience the joy of participation, accomplishment and recognition in a safe and fun environment.
- **Safe Communities Winnipeg Designation** in 2008 signifies that the community has demonstrated its commitment to a culture of safety and injury prevention through established community-specific priorities to reduce the risk and burden of injury for children, seniors and friends through partnerships between the private, public and volunteer sectors.
- **Winnipeg Aboriginal Sport and Achievement Centre (WASAC)** is designed to provide opportunity for Aboriginal children, youth and adults to participate in sport and recreation activities within a culturally sensitive environment.
- **Winnipeg Committee for Safety** has a mandate to support community action on city-wide safety concerns working with citizens, local organizations and governments to help make Winnipeg a safe and healthy City.
- **Winnipeg Auto Theft Suppression Strategy (WATSS**) is a highly successful partnership between Manitoba Public Insurance, Manitoba Justice and the Winnipeg Police Service that is

aimed at reducing auto theft in Winnipeg. In 2008, on average fewer than 10 vehicles were stolen per day, a decrease of almost 60% since 2004.[69]

**Ontario**

- **Waterloo Region Street Gang Prevention Program** is a based on the acclaimed Spergel Model and provides support for sixty youth (and their families) between the ages of 13-24, who are involved with gangs, or at risk of gang involvement. There is also a community education component that aims to reach 750 community members annually, many via current neighbourhood organizations and networks. The Street Gang Prevention Project is a 3 year project with collaboration amongst six unique organizations: The John Howard Society of Waterloo Wellington, Lutherwood, Reaching Our Outdoor Friends (ROOF), St. Mary's Counselling, Waterloo Regional Police, and The Waterloo Region Crime Prevention Council.[70] Astwood Criminal and Social Justice Strategists will be conducting the $190,000, 42-month impact evaluation of the Waterloo Region Crime Prevention Council's $3.4 million street gang prevention program.[71]
- **Crime-Free Multi-Housing Program (Ottawa)** is a community-based crime prevention program for rental properties, administered by the City of Ottawa and the Ottawa Police Service. It encourages apartment owners, managers, residents, police and other agencies to work together to reduce opportunities for crime and social disorder activity on rental property. The three phase certification process involves Landlord Management Training, CPTED Inspection, and a Resident Safety Meeting.

**Quebec**

- **Multi-sector Cocoon Neighbourhood Watch** is a neighbourhood crime prevention program which builds upon local partnerships between the police and community residents, businesses, social services, and the like. Community meetings, education in the implementation of basic CPTED principles and work with social service agencies to mitigate risk for crime, are all components of this program. An evaluation of the Multi-sector Cocoon Neighbourhood Watch in the high crime estate of Kirkholt (Rochdale, UK) showed a 58% reduction in burglary in first year, 75% reduction in burglary over 4 years, 80.5% drop in repeat burglaries over 4 years. A replication of the program in the high crime area of St-Henri in Montreal (QC) produced a 41% reduction in burglary after one year.[72]
- **Young Explorers** was a youth-oriented program focused on discovery, sports, outdoor pursuits and other after school activities. It's goal was to prevent violence and improved community and family relations.

[69] See perivale+ taylor/PJC Consulting, Evaluation of WATSS, 2008
[70] Lutherwood. Mental Health Services. Waterloo Regional Street Gang Prevention Program. Available at: http://www.lutherwood.ca/mentalhealth/services/waterloo-region-street-gang-prevention-project.
[71] Lutherwood. Mental Health Services. Waterloo Regional Street Gang Prevention Program. Available at: http://www.lutherwood.ca/mentalhealth/services/waterloo-region-street-gang-prevention-project.
[72] Institute for the Prevention of Crime. University of Ottawa. Multi-sector Cocoon Neighbourhood Watch. Available at: http://www.socialsciences.uottawa.ca/ipc/eng/problem_property_and_car_crime.asp?topic=multisectorcocoon.

**Maritimes**

- The Government of Canada recently funded the Atlantic Coordinating Committee on Crime Prevention and Community Safety's, *Building Knowledge of Model and Promising Crime Prevention Practices* (Nova Scotia, Newfoundland, New Brunswick, Prince Edward Island). The project will run from April 1, 2009 to March 31, 2012, and aims to harness and transfer knowledge of model and promising crime prevention practices amongst crime prevention professionals in the Atlantic Region.[73]

**Nunavut and the Territories**

- **Gwich'in Outdoor Classroom Project** is a promising Canadian crime prevention program targeting Aboriginal children, aged 6 to 12, living in the remote northern communities of Fort McPherson and Aklavik, Northwest Territories. Children and families within this community experienced multiple risk factors, such as high rates of violent crime, substance abuse, poverty, sexual and physical assault, and family violence. The intervention strategy adopted encompassed Gwich'in traditions, values and customs targeting the children's' lack of attachment to family, school and community. With the collaboration amongst children, teachers, families, Elders and other community members, the program was able to provide academic and traditional skills and cultural training, as well as, breakfast and after-school programming. The program was evaluated by the National Crime Prevention Centre and had been found to increase school attendance by 20% and achievement by 75%, in addition to developing positive social skills amongst the children.[74] The program demonstrates the importance of using culturally relevant interventions and collaborations amongst local, multi-agency stakeholders.
- **The Domestic Violence Treatment Option (DVTO)** is an innovative specialized court and treatment option targeting the First Nations population with high rates of domestic violence in Whitehorse, Yukon. This DVTO court program engages multi-agency partnerships by police, probation officers, a specialized Crown attorney, victim services, and women's groups in providing group therapy and aftercare to offenders addressing the underlying causes of their abusive behaviours and skills needed in managing them. The result is a comprehensive social intervention response directed away from a traditional criminal justice sentencing. Evaluations of the program found a decrease in recidivism by 28% to 20%, with 45% of re-assaults occurring within the first two months, and 9% after twelve months.[75]

**Alberta**

Alberta's government strategy, Safe Communities, brings together provincial and municipal governments, law enforcement agencies, community groups, the business sector, and social agencies to reduce crime and preserve the safety of residents of the province. Alberta has recognized the value of a balance of prevention, treatment and enforcement approaches to the development of safe communities. Under

[73] Atlantic Coordinating Committee on Crime Prevention and Community Safety. Available at: http://acc-cca.org/en/index.php/en.
[74] Caledon. NCPC
[75] Promising and model crime prevention programs. 2008.

Alberta's Safe Communities initiative, funding is made available for community-based crime prevention programs, more addiction treatment beds have opened, and more police, prosecutors and probation officers have been hired. Challenges of federal legislative reform were seen as opportunities to create provincial policy and legislation. For example, Alberta has passed legislation for the seizure of criminal profits of crime under the *Victims Restitution and Compensation Payment Act*. Most recently the government has introduced the Alberta Gang Reduction Strategy (AGRS).

The IPC has been working collaboratively with the provincial governments of British Columbia and Alberta to assist them in the development of integrated crime prevention and crime reduction strategies. *Preventive Solutions for Reducing Crime: From Evidence to Results*, IPC's report to the Province of Alberta, proposed approaches to move Alberta away from high rates of crime and violent crime within three to five years. In December 2010 the Solicitor General announced a provincial strategy to reduce gang violence and drugs. The campaign details will be released in early 2011.

The Alberta Recreation and Parks Association (ARPA) recently completed research on how parks and recreation relate to safe communities focusing on the development of after school recreation program for the province. Burton argues for a blended programming framework to best address the critical hours of 3Pm to 6PM, Monday to Friday.[76]

[76] Clyne, Graham. 2010. Stone Soup: The Recipe for an After School Recreation Strategy for Alberta. Prepared for the Alberta Recreation and Parks Association.

## Appendix 1-9 Community Resource Inventory

The following inventory details agencies and organisations, in Red Deer, that provide services which impact public safety: i.e. protect the client directly or assist the client with behaviour which may affect the community.[77] The inventory is grouped by service sectors, for example health, social services, corrections, public police or by client base, such as youth and seniors. Additionally, the agency or organisation stated mandate, if provided to the review and a general description of client service is outlined in the inventory.

### Health Sector

| Agency/Organisation | Mandate | Services | Additional Information |
|---|---|---|---|
| Alberta Health Services<br>(Community Health Centre) | Provide information to help people make healthy choices, to learn from and support each other and to improve their quality of life | All services are aimed at assisting and meeting the needs clients have identified from the numerous services offered. The goal is to improve their overall quality of life. Recent new services related to Justice (Diversion) as well as the changes in the Mental Health Act (Community Treatment Orders) have provided the ability to meet the needs of a diverse population that previously was minimally connected with Mental Health. | |
| Canadian Mental Health Association | Charity promoting the mental health of all and supporting the resilience and recovery of people experiencing mental illness | Outreach services assist individuals to find and maintain permanent housing in integrated settings across the city.<br>Case management services for individuals with acquired brain injury are provided through- out central Alberta. | "Buffalo Hotel" is a *housing first program* that assists individuals with a disability and addiction to move directly off the street into permanent, affordable housing. |
| Central Alberta Aids Network Society | Community Action Goal: Community and partners develop appropriate and sustainable responses to HIV and related issues. Health Promotion for People Living With HIV/AIDS Goal: Enhance the health and well-being of PHAs. Prevention Goal: Prevent HIV in high-risk populations. Strengthening Community-Based Organizations Goal: Maintain the organizational strength and stability of CAANS. Harm Reduction Goal: Reduce the harm related to drug use | CAANS impacts a range of criminal activity:<br>Social disorder - Involvement of individuals living with mental health/addictions issues and providing appropriate and timely interventions to minimize crisis risk factors for at-risk populations, their families and the community as a whole.<br>•Alcohol and drug related crimes – ensuring additional treatment options, or other supports, in order to reduce instances of criminal activity,<br>•Violent crimes – Timely intervention in crisis situations to prevent the occurrence of violent crimes. | NightReach workers augment the RCMP/mental health worker in reducing instances of alcohol and drug related crimes and thereby reducing social disorder. |

[77] This inventory is currently a work in progress and will be completed for inclusion in the *Final report of the Review*.

**Youth Sector**

| | | | |
|---|---|---|---|
| Red Deer Catholic Regional Schools | Providing an educational system modeled after the teachings of Jesus Christ | Programs are for the whole student population as well as individual and small group sessions depending on the need/situation. Community resources are used regularly and cover a large spectrum.<br>Safety, bullying, drug/alcohol awareness, girl safety, self-control, self-harm, suicide awareness, gender issues, respect, hope, and multiculturalism are a main focus | |
| Red Deer Public School | | | |
| Boys and Girls Club. | | | |

**Commercial Sector**

| | | | |
|---|---|---|---|
| Red Deer Chamber of Commerce | Promoting business in the Red Deer Region through leadership & innovation | As part of support to business, explore issues related to crime and safety that may impact business, and work to create awareness of businesses' and employers' legal obligations. Furthermore, since business pays a higher percentage of municipal and provincial taxes, advocate to government as needed to have addressed crime and safety issues that represent a significant cost. | |

**Community Sector**

| | | | |
|---|---|---|---|
| Neighbourhood Watch | | | |
| Citizens on Patrol (COPS) | | | |

**Civic Sector**

| | | | |
|---|---|---|---|
| Graffiti Committee | | | |

**Public Police Sector**

| | | | |
|---|---|---|---|
| Red Deer Municipal RCMP | | Specific programs:<br>▪ Crime Reduction Team,<br>▪ Community Response Unit<br>▪ School Resource officers,<br>▪ Organized Crime Team,<br>▪ Domestic Violence Team, Fraud Unit,<br>▪ Street Team | |

**Appendix 2-1 Council Workshop, August 2010**

**SWOT Analysis**

**STRENGTHS**

1. Variety of services, professional response continuum.
    a. Police – ambassadors
2. Emphasis on social justice
    a. Roots of crime
3. Police open – working with community groups
4. All agencies networking
    a. Collaborative e.g. domestic violence, community coordination, community committees.
    b. Domestic relationship Violence Initiative committee (DRVIC)
    c. Safe Harbour
    d. Turning Point
5. 35 Committees
    a. Tradition – evolution
    b. FCSS Program
6. Crime Prevention Advisory Committee (CPAC) (advisory function to council)
7. Community Service Director forged alliance with RCMP –OIC.
    a. Role in city
    b. Integrated
8. Local bylaws
    a. Drinking Establishment Bylaw; Taxi Bylaw
    b. Community Standards Bylaw
        i. Provides ability to deal with 'drug houses'.
    c. Quick and easy; tickets
    d. Option: charge criminal or through bylaw
    e. Drug houses
        i. Community standards
        ii. Insp & licensing
9. Alternative sentencing/measures
    a. Mediation
    b. Youth justice
10. Community is essentially law abiding.
    a. Continuum of law enforcement PO's with differing level of authority.
    b. Transit
    c. Parks
11. Summer trail patrols
    a. Volunteers (e.g. Ski Patrol)
12. Coordination with Sheriff's Department – checkstop
13. Victim service volunteers
14. Community Crime Prevention
    a. Neighbourhood watch
    b. Crime stoppers
    c. Citizens on Patrol
15. Ability to drawdown specialized RCMP services
    a. K Division support

   b. Special events
16. S.A.F.E.
17. Specialized/custom response
   a. Example, North gang
   b. B&E's
   c. Bar scene
18. Youth curfew bylaw, not often used, but available for use.
19. Willingness to try new approaches
   a. Ambassadors
20. Zone policing (2 yrs). Was initiated by the RCMP
21. Satellite office - 67th street office (should have police cars parked in front) opened 1 year ago. Has up to standard holding cells.
22. Downtown presence
23. Politicians at arm's length
24. Community Service Director – link to social services
25. Crime Prevention study and roadmap

**WEAKNESSES**

1. Crime Prevention through social development.
   a. Talk, look, don't do. Had previous workshops, got going on crime prevention, but then did poor job of using tools. Resources not allocated.
   b. 20% poor people
2. Social Development is not a police function. Too much on police – social development
3. Recreation for poor kids
4. How to prove prevention works
5. Public knowledge – who to contact
   a. Eg. Bylaw enforcement
      i. Continuum
      ii. Confusion as to who to call (e.g. 911 or someone else)
6. Public understanding of the difference between Sheriff? Police? PO's Bylaw?
7. Inequity of police funding
   a. Formulas
   b. Gasoline alley (RD does not charge for policing here)
   c. Taxes 20%
   d. Annexation – police costs
8. Urban & rural
   a. Different Service levels
   b. Bylaw – different needs
9. Not well connected to business community (Downtown Business area, Chamber of Commerce)
   a. Especially office, etc off street front
   b. Communication break down
   c. Loss of business due to street problems, business responds to perception of safety. Aggravated by issues, but not providing solutions.
   d. Buy in, not the same for residential and business
   e. Lack of association with hi-rise offices
   f. Banks
10. Principle of Crime Prevention Through Environmental Design (CPTED) for larger area

11. Downtown is a Ghetto of organizations
    a. De-centralize social housing
12. Mandate of RCMP
    a. Goals
    b. Federal vs municipal
    c. Paper/admin
13. Ration of COP-POP
    a. Staffing levels
        i. St. Albert comparison
        ii. Red Deer – real city, regional area
        iii. Influenced by demographics and site and situation.
14. Large urban centre
    a. Daytime ↑ pop
    b. Nightime ↑ pop
    c. Real pop vs residents
15. RCMP
    a. Complaint process – not transparent
    b. Fed manipulation
    c. Recent “black eyes”
    d. Requires clarity
16. No police committee
    a. Oversight
    b. Police act
    c. Not clear on what oversight entails.
17. “Saw crime, no response”
    a. Public perception
    b. Local nuisance vs strategic
    c. “cops don’t care”
    d. Broken windows: crack house example
        i. “too busy” – important to caller
        ii. “delayed response”
        iii. Clear policy and expectations
            1. Public perception
18. Young force? (level of experience)
    a. Rookies placed in RD
    b. Longevity in RD
19. Hard to tell police story
    a. “what do they do?”
    b. Public education
20. OIC not at Provincial table
    a. No voice or knowledge
    b. RCMP “K” Division; not RD OIC
21. Not stand-alone force and under Community Service Director
    a. Amalgamated service
    b. Limitations of municipality under contract
22. Taser use policies
    a. Cal... Ed... Board policies
    b. Not RCMP RD
23. Community perception... is their reality

    a. E.g. downtown “unsafe”
24. Black eyes (Image of RCMP)
    a. Negative effect on RCMP
    b. “Halo” effect; especially youth
25. Previous “social pressure”
    a. General erosion of authority, more access to information by public
    b. Perceptions of unfair treatment is sometimes a reality.
26. Don’t know contracted vs PD
27. Where to place RCMP – under a new Protective Services Director or remain under Community Services Director?

**OPPORTUNITIES**

1. Review study; examine contract 2012
2. Growth planned
    a. Avoid “big city” problems
3. New police bldg. (vigorous presence, upgraded capacity, image)
4. Send message/engage community e.g. ambassadors
5. Expansion – county (Gasoline Alley, possible cost recovery)
    a. Inter-municipal agreement e.g. transit
6. Relationship with rural det.
7. Emergency co-ordinator position
    a. Business continuity plan
8. Review – dialogue with community
    a. Better understanding
    b. Detailed knowledge
    c. Make decision
9. Evidence-based decision; informed
10. Market policing eg fire marketing
    a. Communication strategy
11. 211 – one # for community info
12. Diversity
13. Community support for initiatives
    a. Social safety net
    b. Build on slogan- Crime Prevention is everyone’s business.

**THREATS**

1. Negotiations 2010 broke down
2. Attraction for undesirables
    a. Young community
    b. gangs
    c. Transience
3. Highway 2 corridor (future may include high speed rail)
4. Stats – caveat (how are they handled and purpose for use.)
5. Lack of data from long census form
6. Maintaining diversity; support?
7. Imported problems (“cultural baggage”)

8. Provincial ambiguity in planning (funding from province for policing - $4m.)
9. Low $ from rural areas

**SAFE COMMUNITY**

1. Public perception of personal safety and property
2. I can walk/bike anywhere without fear
3. Feel safe with police presence
    a. In areas with previous problems
    b. NYPD – talking on street
4. Proactive activities
5. Approachability
6. Police care
    a. "It matters"
    b. "Heard"
    c. "Honest"
7. Individual Community members accepting responsibility
    a. Whole village safety
    b. Beneficial activities
8. City processes support positive activities ie. block party
9. Treatment access
10. Education recreation
11. Urban design influence behaviour

**SUMMARY**

- Perception of safety
- Drop-in centre
- Activities and eyes on street
- Get to know people
- Active vibrant truly safe
- Activity on the street, perception of safety
- Stats check comparators
- "Those are us"
- Empathy, understanding, community ownership and responsibility
- We all own it
- Activity and integration mixture
- Caring and engaged community

**WHAT DO YOU WANT FROM YOUR POLICE?**

1. Responsiveness and flexibility
2. Engagement with community
3. Solve serious crimes
4. Visibility – foot patrols
5. Call back
6. Local priorities - linked
7. Primarily responsible for enforcement
8. Appropriate staffing level
9. Accurate reporting –people call
10. Accountability and oversight
11. Proactive initiatives – take action

**Other Variables**

Population
Geography (site and situation)
Location on Hwy 2 corridor
Income levels
Transient population

**Comparator sites for possible consideration**

Kamloops
Kingston
Lethbridge
Grande Prairie $
Fort McMurray $
Saskatoon
Winnipeg
Brandon
Regina
Medicine Hat
Kelowna

**PERFORMANCE**

- Carefully worded survey
- Questions
  - Presence of people
  - Open businesses
  - “Legitimate” activity
- Lighting opted
- Social justice
- Resolve on street conflicts
- Perception of safety
- Business community on side

**HOW DO YOU KNOW WHEN WE HAVE IT?**

**(Performance measures)**

- Reporting
- Statistics
- Vital signs
- Accurate surveys
- Community feedback
- Sensitive, contextual information to media

**Appendix 2-2 Focus Groups, Community Agencies and Organizations**

**Summary of input**

**Q1 As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…**

Bullying

Gangs

Drug houses CA Health uses POs

Lack of police response for problems at the hospital
- e.g. found drugs patients/visitors

Mental health

Substance abuse – drugs/liquor
- theft
- violence
- drunkenness
- domestic violence

personal safety
- bullied
- feeling safe, not abused

elder abuse

vandalism
- Fairhill
- North End
- Inglewood

B&Es

Late night bar closing

Downtown reality vs. Perception – unfounded fear

Violence against women
- Stranger
- Domestic

Lack of police foot patrol downtown

Youth – not enough services
- Homeless or street kids
- Family problems
- Fall through the gaps

Drug trade and effects
- Sex trade workers
- Drug users
- Victims of crime

- Victims unable to make complaints because they might have a warrant against them
- Dealers
- Street use

Loitering bylaw targets poor and homeless

By law enforcement drives people to sleep in outside areas

No consistent process for seized homeless property

Naming of person with HIV further marginalizes

Safety for new immigrants and need equal treatment

**Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …**

Police "too busy"

Lack of police response creates "lack of faith" in the system when staff threaten to call police when they have run out of options

Hospitals use peace officers as dedicated security and safety measures

Compare to Community Wardens in UK (Hull)

- Goodwin Development Trust

Are we using the right tools?

- Need better understanding and ID the best strategy

Downtown – foot patrols effective

- but temporary assignment or OT not effective

Need relationships

e.g. RCMP officers attending out of uniform to hang out, no message

Proactive

New communities

- Sense of community not there yet
- Need to form associations
- Need $ for programs

Youth

Need widespread advertising and exposure of RD programs

- Use new media – Twitter etc
- Languages

Need call back / feedback when person deals with person-in-need so as to be better prepared when they deal with the person again

Housing

Addiction treatment

Youth shelter

Awareness and education
- Within the system (agencies and RCMP)
- The public

**Q3 As a community member, I see an effective police service as responding to demands for service in the following ways …**

Power Youth Initiative

Parkland Youth Homes

Signed agreements MOUs/protocols

In-kind support of the program

Believe that the Edmonton and Calgary police services are "way ahead"

Need to be proactive

RD Youth Justice Committee

Restorative Justice – Diversion Process

RCMP using system

Need police understanding – work with us

Cooperation with RCMP
- Need introductory protocols
- Orientation to agencies and services
- Relationship buildings

Communication & follow-up delay
- "He's off for four days, call back then"
- Need file number & officers' names
- Feedback

Use Victim Services

Need more officers to bring RD to normal ratio

Hire to reach required level, not authorised and then back to actual

POs effective

**Q4 As a community member, I see the policing and public safety services as cost effective when …**

POs – expand role to relieve RCMP

CPTED

Measure programs – determine whether they are effective

Need data for all RD community programs – can then mine data to determine effectiveness

Resources to work on Social Justice Model

Try to understand people

Early intervention

Community policing

Build relationships

- Welcome to neighbourhood
- Build sense of community
- Awareness
- Citizens on Patrol

How do we use $

What works

Friday evenings downtown are better due to police presence over past three years

Define cost effectiveness social return on investment SRI

- Ineffective continuing use of non-evaluated programs, e.g. DARE

Prevention is cheaper than intervention

If we “can’t arrest our way out of this problem” then the RCMP should be at the table planning other solutions

**Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?**

Staffing levels, e.g. Olympics, G8

Turnover of staff

Privacy issues – intelligence sharing, case conferencing

FOIP, health policies, RCMP Act

Compete annually for funding

Under staffing in agencies

OIC philosophy

- current is excellent
- what about future

Educate decision makers

- council
- senior staff

Social planning very positive

Organised Crime in Red Deer

Drug trafficking

Youth crime

Need drop-in centres

Women in custody through poverty crimes
- Especially bylaw enforcement

Language

Victimization of the poor
- Too quick to enforce
    - e.g. Sex Trade Workers

**Appendix 2-3 News Release**

**Red Deer City Study News Release**

THE CITY OF Red Deer **NEWS RELEASE**

April 2, 2011

**Crime Prevention & Policing Review coming to a phone near you**

(Red Deer, Alberta) – The City of Red Deer is starting the next phase of the Crime Prevention & Policing Review and wants to hear from Red Deerians.

"We want to hear from the community what their perceptions and opinions are on crime and policing in the city," said Colleen Jensen, Director of Community Services. "This phone survey is important because it will be reflective of the community and I urge anyone who is called to participate."

Starting in early April, Population Research Laboratory from the University of Alberta will be conducting a random sample telephone survey to get the ideas and opinions of Red Deerians on crime prevention and policing in the community. The survey will take approximately 15 minutes to complete.

Once the phone survey is complete, The City will be holding community meetings to discuss strategies and solutions for crime prevention in Red Deer.

-end -

For more information, please contact:

Colleen Jensen

Director of Community Services

The City of Red Deer

403-342-8323

**Appendix 2-4 Main Telephone Survey**

The survey questionnaire used in the process was developed by the Consultants, with input from the *Review* Steering Committee. It was subsequently refined by the Population Research Laboratory (PRL) working collaboratively with the Consultants. Assurance was provided to the participants that the information was voluntary, confidential and anonymous, and protected under the Freedom of Information and Protection of Privacy Act (FOIPP).

Data collection commenced April 4, 2011 and was completed April 11, 2011. The total sample size was 402 participants. The average length of a completed interview was 14.0 minutes. The data collection procedures included refusal interviewing[78].

The following questions comprised the telephone survey:

Q:A1

To begin, these questions are about your perceptions of crime and safety in Red Deer.

I am going to read you some statements about how safe you feel living in Red Deer. I would like you to indicate how strongly you disagree or agree with each of these statements. Please use a scale where 1=strongly disagree, 2=somewhat disagree, 3=neither disagree nor agree, 4=somewhat agree and 5=strongly agree.

A1. Red Deer is a safe city in which to live.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

8 Don't know
0 No response

Q:A2

A2. I feel safe in my neighbourhood during the day.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

8 Don't know

[78] Interviewers call respondents back in an attempt to convert an initial refusal to participate into a completed interview.

0 No response

Q:A3

A3. I feel safe in my neighbourhood during the night.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

8 Don't know
0 No response

Q:A4

A4. I feel safe when I am in the downtown area during the day.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

8 Don't know
0 No response

Q:A5

A5. I feel safe when I am in the downtown area during the night.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

8 Don't know
0 No response

Q:A6

A6. What is the most important crime concern for you in Red Deer?
(One response only.)

Q:A7

A7. What other crimes are of concern to you?
(Multiple response.)

Q:A8

A8 Thinking now of the downtown area of Red Deer, what crimes in this area are of the most concern to you?
(Multiple response)

Q:A9

A9. When it comes to the neighbourhood in which you live, what crimes are of concern to you?
(Multiple response)

Q:A10

A10. What are the ROOT CAUSES of crime in Red Deer? (OPTIONAL READ: “What factors contribute to crime?”)
(Multiple response.)

Q:A11

A11. When you think of violent crime, such as physical assault, how safe do you feel in your neighbourhood? Please respond using a five point scale where 1 = not at all safe, 2 =not very safe, 3 =somewhat safe, 4 = very safe and 5 = extremely safe.

1 Not at all safe
2 Not very safe
3 Somewhat safe
4 Very safe
5 Extremely safe

8 Don’t know
0 No response

Q:A12

A12. When you think about property crime, how safe do you feel in your neighbourhood? Please respond using a five point scale where 1 = not at all safe, 2 =not very safe, 3 =somewhat safe, 4 = very safe and 5 = extremely safe.

(Interviewer Note: "Property Crime" can include any crime against your home, vehicle, etc. Essentially, anything other than a crime against one’s own body.)

1 Not at all safe
2 Not very safe
3 Somewhat safe
4 Very safe
5 Extremely safe

8 Don’t know
0 No response

Q:A13

A13. During the past five years, do you think that crime in your NEIGHBOURHOOD has... (Read list)

(Interviewer Note: If respondent volunteers having lived in his/her neighbourhood for LESS than five years, select 9, 'Not applicable'. Continue to A14)

1 Increased
2 Decreased
3 Stayed about the same

8 Don't know
0 No response
9 Not applicable, have not lived in neighbourhood or Red Deer for past five years

Q:A14

A14. During the past five years, do you think that crime in the CITY OF RED DEER has...(Read list)

(Interviewer Note: If respondent volunteers having lived in his/her neighbourhood for LESS than five years, select 9, 'Not applicable'.)

1 Increased
2 Decreased
3 Stayed about the same

8 Don't know
0 No response
9 Not applicable, have not lived in neighbourhood or Red Deer for past five years

Q:A15

A15. What could be done to make you feel safer in your neighbourhood?
(Multiple response.)

Q:A16

A16. How do you get the majority of your information about crime in Red Deer?
(Multiple response.)

Q:B1

B1. Have you been a victim of a crime in the City of Red Deer in the past 12 months?

1 Yes (continue)
2 No (Go to B29)

0 No response (go to B29)

Q:B2

B2. Were you the victim of a crime on your person, such as a physical assault? (Also includes perceived or actual threat of harm to the person)

1 Yes (Continue)
2 No (Go to B11)

0 No response (go to B11)

[INTERVIEWER NOTE: IF RESPONDENT HAS BEEN A VICTIM OF ASSUALT MORE THAN ONCE IN THE PAST 12 MONTHS, ONLY ASK THEM ABOUT THE MOST SERIOUS CRIME. PROVIDE SUPPORT CONTACT INFORMATION IF NECESSARY]

Q:B3

B3. In summary, what type of crime was it? (Open-ended.)

Q:B4

B4. Did you report this incident to the police?

1 Yes (Continue)
2 No (Go to B10)

0 No response (go to B11)

Q:B5

B5. If 'Yes', how did you report the incident to police?

Q:B6

B6. How satisfied were you with the police response? Please use a scale where 1 = very dissatisfied, 2 = somewhat dissatisfied, 3 = neither dissatisfied nor satisfied, 4 = somewhat satisfied and 5 = very satisfied.

1 Very dissatisfied (go to B9)
2 Somewhat dissatisfied (go to B9)
3 Neither dissatisfied or satisfied (go to B9)
4 Somewhat satisfied (skip to B8)
5 Very satisfied (skip to B7)

8 Don't know (skip to B11)
0 No response (skip to B11)

Q:B7
(Ask B7 if B6=5)

B7. What actions did the police take that made you feel very satisfied?
(Multiple response.)

Q:B8
(Ask B8 if B6=4)

B8. What actions could the police have taken to make you feel very satisfied?
(Multiple response.)

Q:B9
(Ask B9 if B6=1,2,3)

B9. What problems were there with how the police responded?
(READ. Multiple response)

1 They did not attend
2 Slow response
3 They attended but did not seem to care
4 There was no follow-up re: status
5 Other specify _____
6 Don't know
7 No response
8 No other/exit

Q:B10
(Ask B10 if B4=2)

B10. Why did you NOT report it to the police?
(Multiple response.)

Q:B11

B11.(During the Past 12 months) Were you the victim of a property crime, such as the theft of your vehicle (in Red Deer)?

1 Yes
2 No (go to B20)

0 No response (go to B20)

[INTERVIEWER NOTE: If respondent has been a victim of more than one PROPERTY CRIME in the past 12 months, only ask them about the MOST SERIOUS crime.]

Q:B12

B12. In summary, what type of crime was it?
(Open-ended.

Q:B13

B13. Did you report this incident to the police?

1 Yes
2 No (go to B19)

0 No response (go to B20)

Q:B14

B14. If 'Yes', how did you report the incident to police?

Q:B15

B15. How satisfied were you with the police response? Please use a scale where 1 = Very dissatisfied, 2 = somewhat dissatisfied, 3 = neither dissatisfied nor satisfied, 4 = somewhat satisfied and 5 = Very satisfied.

1 Very dissatisfied (go to B18)
2 Somewhat dissatisfied (go to B18)
3 Neither dissatisfied or satisfied (go to B18)
4 Somewhat satisfied (go to B17)
5 Very satisfied (go to B16)

8 Don't know (go to B20)
0 No response (go to B20)

Q:B16

B16. If you were 'very satisfied', what action on the part of the police resulted in this opinion?
(Multiple response.)

Q:B17

B17. If you were 'somewhat satisfied' what action on the part of the police would have made you 'very satisfied'?
(Multiple response.)

Q:B18
(Ask B18 if B15=1,2,3)

B18. What problems were there with how the police responded?
(READ. Multiple response)

1 They did not attend
2 Slow response
3 They attended but did not seem to care
4 There was no follow-up re: status
5 Other specify _____
6 Don't know
7 No response
8 No other/exit

Q:B19

(Ask B19 if B13=2)

B19. Why did you NOT report it to the police?
(Multiple response)

Q:B20

B20. (During the past 12 months) Were you the victim of another type of crime? (In Red Deer)

1 Yes
2 No (go to B29)

0 No response (go to B29)

[INTERVIEWER NOTE: IF RESPONDENT HAS BEEN A VICTIM OF ANOTHER CRIME MORE THAN ONCE IN THE PAST 12 MONTHS, ONLY ASK THEM ABOUT THE MOST SERIOUS CRIME.]

Q:B21

B21. In summary what type of crime was it?
(Open-ended.

Q:B22

B22. Did you report this incident to the police?

1 Yes
2 No (go to B28)

0 No response (go to B29)

Q:B23

B23. If 'Yes', how did you report the incident to police?

Q:B24

B24. How satisfied were you with the police response? Please use a scale where 1 = Very dissatisfied, 2 = somewhat dissatisfied, 3 = neither dissatisfied nor satisfied, 4 = somewhat satisfied and 5 = Very satisfied.

1 Very dissatisfied (go to B27)
2 Somewhat dissatisfied (go to B27)
3 Neither dissatisfied or satisfied (go to B27)
4 Somewhat satisfied (skip to B26)
5 Very satisfied (go to B25)

8 Don't know (skip to B29)
0 No response (skip to B29)

Q:B25

B25. What actions did the police take to make you feel very satisfied?
(Multiple response.)

Q:B26

B26. What actions could the police have taken to make you feel very satisfied?
(Multiple response.)

Q:B27
(Ask B27 if B24 =1,2,3)
B27. What problems were there with how the police responded?
(READ. Multiple response)

1 They did not attend
2 Slow response
3 They attended but did not seem to care
4 There was no follow-up re: status
5 Other specify _____
6 Don't know
7 No response
8 no other/exit

Q:B28
(Ask B28 if B22 = 2)
B28. Why did you NOT report it to the police?
(Multiple response.)

Q:B29

B29. If there was another secure method of reporting non-emergency incidents, rather than having police attend the crime/incident scene, which of the following would you use to make a report?
(READ EACH ITEM. Multiple response)

1 Telephone police and make the report by phone
2 Make the report to police by Email
3 Use police website to make a report
4 Go to the police station
5 Make an appointment with police for later follow up
6 A person authorized by the City and/or police who is not a police officer to attend your home (e.g. Peace Officer, Sheriff)
7 None of the above - want police to respond to all calls
8 Other specify _____
9 No other/exit

Q: C1

Now I would like to ask you some questions about your awareness of crime prevention initiatives in Red Deer.

C1. Are you aware of the City's "Crime Prevention Report Card" (insert in the local paper)?

1 Yes
2 No (go to C3)

8 Don't know (go to C3)
0 No response (go to C3)

Q: C2

C2. Do you find the information in the Crime Prevention Report Card useful?

1 Yes
2 No

8 Don't know
0 No response

Q: C3

C3. Are you aware of any other crime prevention initiatives that currently operate in the City of Red Deer?

1 Yes
2 No (go to C5)

8 Don't know (go to C5)
0 No response (go to C5)

Q: C4

C4. Which programs are you aware of? Please describe.
(Open-ended..)
(INTERVIEWER NOTE: If respondent cannot describe, or name any initiative programs, write “Cannot name any programs”.)

Q: C5

C5. Are there any programs or initiatives that you would like to see used in Red Deer? Please describe.
(Open-ended.)

Q: D1

I am now going to read some statements regarding crime and policing in Red Deer. Please indicate how much you disagree or agree using a five- point scale, where 1=strongly disagree, 2=somewhat disagree, 3=neither disagree nor agree, 4=somewhat agree and 5=strongly agree.

D1. I feel it is my personal responsibility to help address crime.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

0 No response

Q: D2

D2. The police in Red Deer provide an adequate level of service to the public.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

0 No response

Q: D3

D3. The police in Red Deer use authority and force appropriately.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

0 No response

Q: D4

D4. The police in Red Deer respond fairly when dealing with all segments of the Red Deer community.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

0 No response

Q: D5

D5. The police in Red Deer maintain appropriate visibility in the community.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

0 No response

Q: D6

D6. The police in Red Deer adequately communicate crime issues and trends to the community.

1 Strongly disagree
2 Somewhat disagree
3 Neither disagree nor agree
4 Somewhat agree
5 Strongly agree

0 No response

Q: D7

D7. We are almost done, thank you for your patience. Before we go to the last few questions, do you have any final, brief comments about possible solutions to improve community safety in Red Deer?

_____

Q: E1

These last few questions are about you and will give us a better picture of the people who participated in this study.

I want to assure you that your responses are voluntary and confidential and will only be used in grouped information.

E1. How many years have you lived in Red Deer?

_____ number of years

0 Less than 1 Year

-1 Don't know
-2 No response

Q: E2

E2. Do you own or rent your current place of residence?

1 Rent
2 Own
3 Neither rent nor own

8 Don't know
0 No response

Q: E3

[Record gender of Respondent. Please ask if needed.]

1 Male
2 Female

Q: E4

E4. What is your age?

_____ (Enter age in years)

Q: E5

E5. What is your current employment status?

Q: E6

E6. What is your highest level of education?

Q: E7

E7. What is your current marital status?

Q: E8

E8. In which neighbourhood do you live?

| | |
|---|---|
| 1 Anders | 24 Normandeau |
| 2 Bower | 25 Northlands |
| 3 Clearview | 26 Oriole Park |
| 4 Clearview North | 27 Parkvale |
| 5 College Park | 28 Pines |
| 6 Deer Park | 29 Riverside Meadows |
| 7 Downtown | 30 Riverside (Light Industrial) |
| 8 Eastview | 31 Riverside (Heavy Industrial) |
| 9 Eastview Estates | 32 Riverlands |
| 10 Edgar Industrial Park | 33 Rosedale |
| 11 Fairview | 34 Rosedale Estates |
| 12 Glendale | 35 South Hill |

| | |
|---|---|
| 13 Grandview | 36 Southbrook |
| 14 Golden West | 37 Sunnybrook |
| 15 Highland Green | 38 Timberlands |
| 16 Inglewood | 39 Timberstone |
| 17 Johnstone | 40 Vanier Woods |
| 18 Kentwood | 41 Waskasoo |
| 19 Lancaster | 42 West Park |
| 20 Lonsdale | 43 Woodlea |
| 21 Michener Hill | 44 Don't know (Go to E9) |
| 22 Morrisroe | 45 No response (Go to E9) |
| 23 Mountview | |

Q: E9

To help us determine which neighbourhood you live in, would you be willing to provide us with your 6-digit postal code? We want to assure you that ONLY neighbourhood names will be used and no individuals will be identified.

We have reached the end of the interview. On behalf of the City of Red Deer, thank you so much for participating. Your opinions and information are very important to the City's review of its crime prevention and policing strategies and policies.

We want to reassure you that all your answers are confidential and anonymous. If you have any questions about this study, I can provide you with the study contact names and numbers again.

**Appendix 2-5 Final Call Dispositions**

| Disposition # | Final Outcome of Call Attempts[79] | Total | % |
|---|---|---|---|
| 4 | Completed Interviews | 402 | 13.4 |
| 1 | No answer | 378 | 12.6 |
| 2, 15 | Busy/ Third Busy on Shift | 35 | 1.2 |
| 3 | Answering Machine | 847 | 28.2 |
| 5 | Line Trouble | 33 | 1.1 |
| 6 | Quota Full | 42 | 1.4 |
| 7 | Call Back | 109 | 3.6 |
| 9 | Incomplete | 4 | 0.1 |
| 10 | Language Problem | 7 | 0.2 |
| 11 | Not in Service | 83 | 2.8 |
| 12 | Business/Fax | 513 | 17.1 |
| 14 | Permanent No Contact/Away for Duration | 96 | 3.2 |
| 16 | National Do Not Call List (DNCL) | 1 | 0.0 |
| 18 | Ineligible – No 18+ or Resident in Household | 50 | 1.7 |
| 20 | Ineligible – Cell Phone, Too Costly | 65 | 2.2 |
| 25 | Will Call Lab | 0 | 0.0 |
| 89 | Different Time (no message) | 0 | 0.0 |
| Refusals | | | |
| 8 | Initial Refusal | 210 | 7.0 |
| 13 | Final Refusal | 122 | 4.1 |
| 40 | Refuse to Answer 18+ or Resident Question | 3 | 0.1 |
| Total Telephone Numbers | | 3,000 | 100.0 |

[79] Population Research Laboratory, University of Alberta. "Telephone Survey of Red Deer Residents on Crime Prevention and Policing Review Summary of Data Collection Statistics." April 29, 2011.

**Appendix 2-6 The Red Deer public input webpage**

http://www.perivaleandtaylor.com/reddeer_publicinput/reddeer.html

If you live or work in the City of Red Deer your opinion is important

The City of Red Deer has engaged *perivale + taylor* Consulting Inc. to conduct a review of crime prevention and policing services. This study will include an extensive review of statistics, community perceptions, crime prevention initiatives, and police services in the city.

There is an increasing complexity in the social environment of our community and this directly impacts the type of crime in the community, perceptions of safety and security and the ability and need for all stakeholders to respond to crime.

Your views and opinions on how policing and crime prevention services are delivered in the city do matter – please take the time to submit your ideas and complete this short survey. All responses are strictly confidential.

If you have questions on this survey or want to find out more information about perivale + taylor please contact us at www.perivaleandtaylor.com.

Postal code [ ] Neighbourhood within Red Deer [ ]

Are you speaking as a ...?

- Resident
- Business

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

Q4: As a community member, I see the policing and public safety services as cost effective when …

Q5:Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

Submit Reset

Thank you for your participation. If you wish to be contacted to discuss these issues with *perivale + taylor* please use the 'contact us' option at the website noted above.

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**Appendix 2-7 Print Survey**

### City of Red Deer

# Crime Prevention & Policing Review

## If you live or work in the City of Red Deer your opinion is important

*The City of Red Deer has engaged perivale + taylor Consulting Inc. to conduct a review of crime prevention and policing services. This study will include an extensive review of statistics, community perceptions, crime prevention initiatives and police services in the city.*

*There is an increasing complexity in the social environment of our community and this directly impacts the type of crime in the community, perceptions of safety and security and the ability and need for all stakeholders to respond to crime.*

*Your views and opinions on how policing and crime prevention services are delivered in the city do matter – please take the time to submit your ideas and complete this short survey. All responses are strictly confidential.*

*If you have questions on this survey or want to find out more information about perivale + taylor please contact us at www.perivaleandtaylor*

---

Postal code _____ Neighbourhood within Red Deer _____

Are you speaking as a ...?

- Resident
- Business

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

Q4: As a community member, I see the policing and public safety services as cost effective when …

Q5:Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

If you wish to add more comments, please attach additional pages.

Please submit your completed form in the box provided at Red Deer Community Services, 4817 – 48 Street , or mail to *perivale + taylor consulting Inc*. Calgary Office, 45 Wood Valley Rd. SW, Calgary AB. T2W5Y6, or by fax to 1-403-238-4961

Alternatively, go to the City of Red Deer website ( www.reddeer.ca ) and link to the Crime Prevention and Policing Review and submit electronically.

Thank you for your participation. If you wish to be contacted to discuss these issues with *perivale + taylor* please use the *contact us* option at the website noted above.

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**Appendix 2-8 Public Input Summary**

The key issues and phrases have been gleaned from the respondents' comments for clarity and ease of reading

**Downtown** – combination of businesses and residents
Note: comments concerning the downtown from respondents living in other areas have been copied into this section.

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Downtown |
|---|
| Crime prevention |
| Safety of parked cars at night near downtown |
| More concern about what matters to Red Deer residents rather than developers |
| Sidewalks - more police, street cleaning |
| Crime prevention and crime reduction |
| Homeless and treatment centers - crime |
| "Problem people" downtown |
| Access to the services they need |
| Relationships with downtown residents who need the compassion and protection of the police. |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Downtown |
|---|
| Coordination of effort , comprehensive approach |
| Police presence at night |
| Keeping up with national averages for police services & a judicial system that protects victim rights |
| Police presence and action |
| Reduce the number of agencies catering to the homeless |
| "Problem people" downtown – close the shelters |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Downtown |
|---|
| Street based (e.g. beat cops, bicycle officers, horse patrol) |
| Police presence at night |
| More visibility |
| More officers |
| More support from the judicial system |
| Rapid response and prosecution |
| |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Downtown |
|---|
| Rapid response to emergencies |
| Police involved in community based prevention activities |
| Volunteers are involved |
| They have the proper tools |
| Transparent police activities |
| “Problem people” downtown – police deal with them |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Downtown |
|---|
| Too much focus on homeless population which is over serviced & too concentrated in downtown core |
| Misdirected resources to traffic issues |
| Lack of prevention services related to alcohol & drugs |

**Neighbourhood – Anders** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood - Anders |
|---|
| Visible patrol |
| Build relationships - youth |
| Crime prevention and crime reduction.<br>Homeless |
| Neighbourhood development, |
| "Problem people" downtown |
| Visible patrol |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood - Anders |
|---|
| Rapid response<br>Linking community with appropriate resources |
| Community associations, neighbourhood watch etc. |
| Reduce the number of agencies catering to the homeless. |
| CPTED – collaborative effort by all stakeholders |
| "Problem people" downtown – close the shelters |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood - Anders |
|---|
| Rapid response |
| Crime reduction and crime prevention |
| Enforce crack houses |
| Rapid professional response<br>Police in social media |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood - Anders |
|---|
| Crime reduced<br>Rapid professional response |
| Criminals are leaving the city |
| Increase funding for all of the RCMP |
| Transparent reporting of outcomes |
| "Problem people" downtown – police deal with them |
| Costs are on par with the national average. |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood - Anders |
|---|
| Too much focus on traffic enforcement. |
| RCMP not open and transparent services |
| City council is not in touch with the realities of policing in the 2st century |
| Funding<br>Also, the police force is somewhat detached from its community members, other than those actually committing the crimes. |

**Neighbourhood – Aspen Ridge** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Aspen Ridge |
|---|
| Increased Community Policing |
| Lack of Police presence |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Aspen Ridge |
|---|
| CPTED |
| A graffiti program |
| More Community Policing programs |
| Police Liaison Officers with business partners and youth groups |
| Police regarding noise complaints, underage drinking |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Aspen Ridge |
|---|
| Using Bylaw and Peace Officers for response to community bylaw issues/traffic enforcement |
| Additional training in Mental Health issues, young offenders and building positive relationships with youth |
| Policing being part of the community, proactive |
| Positive relationships grow within the community |
| Showing up when called, leading by example |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Aspen Ridge |
|---|
| Using Bylaw and Peace Officers for response to community bylaw issues/traffic enforcement |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Aspen Ridge<br>Public Input |
|---|
| Funding |
| Transitory nature of RCMP |
| A lack of determination and desire to improve the quality of policing |
| Transitory nature of RCMP |

**Neighbourhood – Bower** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Bower |
|---|
| Speeding |
| Safety on forest trails. |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Bower |
|---|
| Reporting issues when they are taking place and watching out for suspicious activities |
| Building community ties and relations, and by taking appropriate responsibility as a community |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Bower |
|---|
| Rapid response and apprehension |
| Listening, sharing, available |
| Visibility of police |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Bower |
|---|
| Respond in a timely manner when a legitimate concern is expressed |
| Transparent financial disclosure as to the breakdown of the costs and the outcome of these financial costs.<br>Transparent strategic assessments to ensure that the policing and public safety services are cost efficient |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Bower |
|---|
| Funding |
| The level of trust we place and supportive view on the policing Do not feel connected |

**Neighbourhood – Clearview** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Clearview |
|---|
| Community policing |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Clearview |
|---|
| Knowing our neighbors, communication. Working relationship with Police. |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Clearview |
|---|
| Not ignoring the little things. Responding in a timely manner. Acting when something is reported |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Clearview |
|---|
| Things are accomplished |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Clearview |
|---|
| Get back to grass roots of Serve and Protect |

**Neighbourhood – Davenport Place** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Davenport Place |
|---|
| Relationships with downtown residents who need the compassion and protection of the police. |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Davenport Place |
|---|
| Noise bylaw and enforce it vigorously |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Davenport Place |
|---|
| Police need better training, |
| Admin support |
| More beat walking. Fewer officers in cars, more of them interacting with citizens |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Davenport Place |
|---|
| Crime reduction |
| When an officer's presence commands respect |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Davenport Place |
|---|
| Too much on management<br>Back into front line police work and get them away from computers and pencils. |

**Neighbourhood – Deer Park** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Deer Park |
|---|
| Crime prevention. Greater Traffic Enforcement |
| Increase of crime - especially youth |
| Gangs, drugs, vandalism, traffic violations, noise |
| Police resources more serious incidents as opposed to minor infractions/tickets |
| Engagement with other agencies such as public health - health and socio-economic conditions. |
| Prevention / elimination of gang activity |
| Community education and awareness |
| Young disorder & vandalism |
| We do not feel safe in our own neighborhood |
| 30 km zone on my street enforced |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Deer Park |
|---|
| Police visibility |
| Timely prosecution by the courts - especially for youth |
| Enforcement of our existing laws. |
| Public education – youth |
| Necessities of life for vulnerable people |
| Increase funding |
| Police concentrating on the most serious crimes while other issues put addressed |
| Seamless access to services to enable people to be self sufficient |
| Having better accessibility to the public |
| Prevention first - community members must not tolerate / ignore trouble. |
| Deal with things before they get violent |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Deer Park |
|---|
| Being more proactive in patrols & traffic enforcement |
| Keeping victims of crime informed - updating them as to the status |
| Enough officers to deal with quality of life concerns - not just the more serious crimes |
| Current response to urgent demands for service is good |
| More resources to preventive programs within the community |
| Address issues sooner than later |
| Foot patrols have been very positive - more would be great if possible |
| Enforce against grow-ops |
| Less traffic enforcement & more crime prevention |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Deer Park |
|---|
| One-officer patrol not two |
| Reduction of crime |
| Sufficient resources |
| If people can feel safe<br>Engage youth early |
| Focus on prevention and education resources |
| Sufficient staffing |
| When crime has been reduced and I feel safe in my neighborhood |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Deer Park |
|---|
| Better service provided |
| The only visible presence is the Traffic Enforcement Unit |
| Court system - especially youth |
| Concentrate on the issues that are priorities for the average citizen |
| Uninformed citizens that are not engaged |
| I believe that the RCMP offer a great number of advantages to Red Deer, strong national networking |
| At skating rinks and other facilities rules are not posted |
| Lack of funding<br>Traffic enforcement instead of preventing crime |

**Neighbourhood – Eastview** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Eastview |
|---|
| Rapid response |
| Drugs, packs of teen and gang groups |
| Police presence and quantity of Police |
| Traffic enforcement, violent crimes, property crimes |
| Youth drug prevention. Property crimes |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Eastview |
|---|
| Effective bylaw response |
| Police in schools |
| Community involvement |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Eastview |
|---|
| Rapid and effective response to enforce or laws and bylaws. |
| Rapid and effective response |
| Evolving as the community changes its demographics and crime stats |
| Police presence and visibility<br>Keeping the public informed of offenders in the community |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Eastview |
|---|
| Bylaw enforcement to complete their job |
| Revenue generated from traffic enforcement becomes a significant percentage of the policing budget |
| They are utilized correctly and efficiently.<br>Using volunteers whenever possible, i.e. Citizens on Patrol |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Eastview |
|---|
| RCMP do not return your telephone calls, ignore your requests and ask that you do their job for them. |
| Not enough police, we need a lot more well-trained and seasoned RCMP |
| The Young Offenders Act, The Privacy Act, the lenient court system |
| Photo radar & Red light cameras. It would be far more effective if there was actually police policing |

**Neighbourhood – Fairview**[80] – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Fairview |
|---|
| Public safety on street |
| Traffic: speeding & red lights |
| Rapid response |
| |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Fairview |
|---|
| Police presence |
| Enforce bylaws |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Fairview |
|---|
| More police |
| Rapid response |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Fairview |
|---|
| Appropriate police response |
| |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood - Fairview |
|---|
| Funding |
| Speeding |

[80] Formerly, 'Upper Fairview'

**Neighbourhood – Glendale** all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Glendale |
|---|
| Personal and property safety |
| Youth out late |
| Young teen age kids and older teens hanging out |
| Bullying in schools |
| Prevention and social agencies |
| RCMP better communicate to the community |
| Better education about the downtown |
| Pedestrian safety and protection. |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Glendale |
|---|
| More severe penalties for criminal acts<br>Enforce parking laws in residential areas |
| Good knowledge/be involved |
| School bullying |
| "Soft" aspects of crime prevention - such as culture and recreation, supportive communities, etc |
| Build on community campaigns that are already successful |
| Traffic enforcement |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Glendale |
|---|
| Rapid response, and prevention of harassment |
| Early intervention in small problems |
| Prevent bullying and harassment |
| Better public communication |
| Impartial & fair enforcement |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Glendale |
|---|
| Things change |
| Crime is prevented |
| More presence & communication in neighbourhoods |
| Maintaining prevention and enforcement |
| Traffic enforcement proceeds |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Glendale |
|---|
| Not enough police presence downtown |
| Homelessness & distrust of police |
| Communicate about current issues and concerns through a blog for example |
| Lack of pedestrian protection |

**Neighbourhood – Grandview** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Grandview |
|---|
| Youth – more youth workers |
| Community engagement & youth development |
| People's safety |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Grandview |
|---|
| Don't use block parties, etc |
| Community development, empowered neighbourhood |
| Bad date program |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Grandview |
|---|
| Community policing- know the names of officers |
| Community policing- know the names of beat officers |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Grandview |
|---|
| More community workers |
| They do the job right |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Grandview |
|---|
| Lack of personal contact with police |
| Police used to address youth problems instead of using youth workers |
| Police use of force |

**Neighbourhood – Highland Green** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Highland Green |
|---|
| Gang activity, drugs, and illegal activity downtown. |
| Traffic – dangerous driving |
| Youth gangs |
| Speeding |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Highland Green |
|---|
| Communicate effectively with public |
| Youth centre and drop in |
| Local crime prevention programs |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Highland Green |
|---|
| Traffic enforcement |
| Traffic enforcement |
| Local police visibility – beat cops |
| Local police visibility |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Highland Green |
|---|
| Youth prevention, e.g. social bond |
| Proactive in the community – e.g. traffic enforcement |
| Officers not doing reports<br>Reduce downtown loitering |
| Transparent reporting |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Highland Green |
|---|
| Not enough RCMP and social programs |
| Speeding |
| Red light camera enft for safety & revenue |

**Neighbourhood – Inglewood** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Inglewood |
|---|
| Safe neighbourhoods |
| Traffic safety |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Inglewood |
|---|
| CMP and other agencies |
| Prevention |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Inglewood |
|---|
| Prevention – drugs & youth |
| |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Inglewood |
|---|
| Include social agencies |
| Crime decreasing & safety increasing |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Inglewood |
|---|
| Funding |
| Ancient young work force |

**Neighbourhood – Johnstone** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Johnstone |
|---|
| Violent crime & youth crime |
| Local drug dealers |
| Safety on streets & neighbourhoods |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Johnstone |
|---|
| Bylaw enforcement |
| Downtown liquor-fuelled disorder |
| Neighbourhood Watch etc |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Johnstone |
|---|
| Parking |
| Rapid response & police visibility |
| Park trails, crime prevention |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Johnstone |
|---|
| No crime |
| Being "there when we need you", compassionate, friendly |
| |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Johnstone |
|---|
| Not enough bylaw enforcement |
| Funding |
| Court system |

**Neighbourhood – Kentwood** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Kentwood |
|---|
| Speeding |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Kentwood |
|---|
| COP is a great way to meet neighbours |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Kentwood |
|---|
| Police visibility |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Kentwood |
|---|
| Police presence |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Kentwood |
|---|
| Safety – downtown & park trails |

**Neighbourhood – Lancaster** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Lancaster |
|---|
| Drug prevention & awareness |
| Police presence |
| Neighbourhood crime – Theft of Auto, B&E |
| Speeding & Impaired driving |
| Traffic – cell phone use |
| Traffic, property crime, bylaw 24/7 |
| Traffic |
| Theft & B&E |
| Neighbourhood education & awareness |
| Downtown aggressive panhandling & harassment |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Lancaster |
|---|
| Target drug houses |
| Police presence & prevention |
| Police presence & target drug houses |
| Neighbourhood awareness & involvement |
| Neighbourhood participation |
| Crime prevention – one-stop-shop for information & referral |
| Police presence |
| Police response to (seemingly) minor crimes |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Lancaster |
|---|
| Available, presence, CP advice |
| Rapid response |
| Crime not traffic |
| More PO traffic enforcement, and more ways to enforce traffic |
| Rapid response |
| Follow up & call back |
| Effective two-way communication with victims |
| Investigate property crime seriously – “Broken windows theory” |
| More traffic enforcement – PO or RCMP |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Lancaster |
|---|
| Enforce impaired driving |
| Intervene effectively against crime, esp on buses & downtown drunks |
| Less paperwork |
| Drug safety for children |
| Target drug houses |
| Address major issues quickly |
| Funding for CP programs |
| Bylaw enforcement |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Lancaster |
|---|
| Funding |
| Limited number of police |
| Parenting |
| Limits of effectiveness of community service for offenders |
| Funding |
| Visibility |
| Downtown attracts problems from outside |

**Neighbourhood – Lonsdale** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Lonsdale |
|---|
| Traffic: Impaired driving, red lights |
| Drugs |
| B&E |
| Car theft |
| Drugs |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Lonsdale |
|---|
| Report immediately |
| Courts |
| Neighbourhood vigilance |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Lonsdale |
|---|
| More police – checks for drugs & impaired |
| Rapid response |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Lonsdale |
|---|
| Deal effectively with repeat offenders |
| Funds used as intended |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Lonsdale |
|---|
| Increase police budget |
| Traffic: Increase enforcement red lights & impaired |
| Park safety |
| Too few police |

**Neighbourhood – Michener Hill** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Michener Hill |
|---|
| Downtown drugs & panhandling |
| Neighbourhood petty theft crimes |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Michener Hill |
|---|
| Involve community |
| Neighbourhood Watch and police back up |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Michener Hill |
|---|
| Rapid response |
| Downtown foot patrol |
| Target repeat offenders |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Michener Hill |
|---|
| Routine matters by PO, police for higher level |
| Cooperation: police, community, city |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Michener Hill |
|---|
| Bureaucracy |
| Abolition of policing committee sent negative message |

**Neighbourhood –** Mountview – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Mountview |
|---|
| Crime prevention and education |
| |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Mountview |
|---|
| More police for smaller issues |
| |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Mountview |
|---|
| Shorter time waits |
| Effective collaboration between city and county |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Mountview |
|---|
| Fewer people in jail |
| |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Mountview |
|---|
| Education for disadvantaged |
| School resource officers |

**Neighbourhood – Morrisroe** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Morrisroe |
|---|
| Drug trafficking |
| Residential safety |
| Drugs |
| Traffic: impaired & red lights |
| Drugs |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Morrisroe |
|---|
| Vigilance in reporting |
| Community-based organizations |
| Proactive |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Morrisroe |
|---|
| Rapid response |
| Visibility |
| |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Morrisroe |
|---|
| Community policing |
| Target hot spots |
| Enough police for specific tasks |
| Incarceration |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Morrisroe |
|---|
| Criminals not getting caught |
| Funding – not enough police |
| Too much time in the office |

**Neighbourhood – Oriole Park**– all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Oriole Park |
|---|
| Downtown safe at night |
| Well-lit business streets |
| Pedestrian safety |
| Playground zone speed limits |
| Crime prevention |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Oriole Park |
|---|
| Well-lit safe environment |
| Enforce petty crime |
| Treat callers with respect |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Oriole Park |
|---|
| Considerate for needs – eg. seniors |
| |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Oriole Park |
|---|
| Transparency of reporting |
| When no pimps/prostitutes/drug dealers using downtown |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Oriole Park |
|---|
| Funding |
| |

**Neighbourhood – Riverside Meadows**[81] – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Riverside Meadows |
|---|
| Drug houses |
| Drugs |
| Gangs |
| Gangs |
| Feel safe to walk |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Riverside Meadows |
|---|
| No needle exchange |
| More bylaw enforcement officers |
| Youth drop in |
| Police & bylaw enft separate |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Riverside Meadows |
|---|
| Police neighbourhood presence |
| Rapid response |
| Phone in reporting |
| Already adequate |
| Know where to call |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Riverside Meadows |
|---|
| Accountability |
| Reduce homeless shelters |

[81] Formerly, 'Lower Fairview'

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Riverside Meadows |
|---|
| Lack of bylaw officers |
| Drug use in parks |
| Lack of trust because of use of Taser |
| Lack of community communication |

**Neighbourhood – Rosedale** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Rosedale |
|---|
| Drugs neighbourhood |
| Drugs downtown |
| Panhandling downtown |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Rosedale |
|---|
| Focus on crimes not traffic |
| |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Rosedale |
|---|
| Rapid response - emergency |
| Reasonable response – routine |
| Drugs |
| Visibility downtown |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Rosedale |
|---|
| OT is managed reasonably |
| Reasonable response to incidents |
| Balance between response and prevention |
| Reasonable turnover of staff |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Rosedale |
|---|
| Lack of public responsibility |
| |

**Neighbourhood – South Hill** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – South Hill |
|---|
| Assist vulnerable people |
| Bullying |
| Drug dealing |
| Policing |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – South Hill |
|---|
| Homeless |
| Bullying |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – South Hill |
|---|
| Diversion programs |
| Bike patrol in the canyon |
| More bylaw officers |
| Police follow up & contact |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – South Hill |
|---|
| Citizens help |
| Downtown clean up |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – South Hill |
|---|
| Funding |
| |

**Neighbourhood – Sunnybrook** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Sunnybrook |
|---|
| School safety |
| Drugs |
| Drugs |
| Mental illness |
| Safe sidewalks and parks |
| Downtown safety |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Sunnybrook |
|---|
| Reporting to the police |
| Communication |
| Public awareness |
| Safety not bylaw enft |
| Police presence downtown |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Sunnybrook |
|---|
| Traffic safety – schools |
| Public information |
| Focus on priorities |
| Visible & approachable |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Sunnybrook |
|---|
| School safety |
| Effective apprehensions |
| Crime rate down |
| Presence I community |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Sunnybrook |
|---|
| Effective police public communication – to make up for lack of local media |
| Lack of police |
| |

**Neighbourhood – Vanier Woods**– all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Vanier Woods |
|---|
| Youth crime around schools |
| Traffic |
| Drugs alcohol |
| Graffiti |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Vanier Woods |
|---|
| Disorder youth – downtown |
| Police & bylaw contacts for each neighbourhood |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Vanier Woods |
|---|
| |
| |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Vanier Woods |
|---|
| |
| |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Vanier Woods |
|---|
| |
| |

**Neighbourhood – Waskasoo** – business & residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Waskasoo |
|---|
| Downtown drug debris |
| B&Es & break-ins to cars |
| Drug trafficking in clubs |
| Property crime in residential |
| Domestic violence |
| Safety: streets, parks, bike paths |
| Drugs |
| Safety on the streets |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Waskasoo |
|---|
| Police neighbourhood presence |
| Neighbourhood patrols COPS |
| Downtown development – more regular people |
| Local beat cop for business area – known to people |
| Engagement with community |
| More reporting |
| Police visibility |
| Bar enforcement |
| Bylaw enforcement |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Waskasoo |
|---|
| Police presence – trails |
| Police presence – downtown |
| Call back information from police |
| Quick, thorough, accountable |
| Foot & bike patrols |
| More police |
| More bylaw enforcement |
| Police presence in schools |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Waskasoo |
|---|
| Increased positive contact |
| Prioritization of issues |
| Employment |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Waskasoo |
|---|
| Funding |
| Lack of public involvement |
| Police transience |
| Using police for bylaws |
| Funding |
| Distrust of police |

**Neighbourhood – West Park** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – West Park |
|---|
| Downtown safety |
| Bylaw enforcement |
| Public safety |
| Bylaw enforcement |
| Petty crime |
| Vulnerable people |
| Prevention: CPTED, social |
| Police presence |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – West Park |
|---|
| City to work with community partners |
| Downtown police presence |
| Early intervention for social problems |
| Prevention: CPTED, social |
| Police presence |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – West Park |
|---|
| Community partnerships |
| Better RCMP info sharing and communication |
| Police being respectful |
| Long-tem assignments – relationship building |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – West Park |
|---|
| Lack of effective RCMP communication |
| Better RCMP info sharing and communication |
| Bylaws enforced by bylaw officers |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – West Park |
|---|
| Mistrust of RCMP |
| Lack of effective RCMP communication |

**Neighbourhood – West Lake** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – West Lake |
|---|
| Block Watch |
| Police presence |
| Children safety |
| Constant fear of theft |
| Vandalism |
| Park squatters |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – West Lake |
|---|
| Reclaim downtown |
| Enforcement |
| Problem businesses: cheque cashing, massage parlors, tattoo parlors |
| Support RCMP |
| Rapid response |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – West Lake |
|---|
| Enough personnel |
| When called |
| Rapid response |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – West Lake |
|---|
| Police get people into positive lifestyle |
| No wastage |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – West Lake |
|---|
| Residents' disconnect |
| Need emergency plan |

**Neighbourhood – West Waskasoo** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – West Waskasoo |
|---|
| Downtown clubs |
| Drugs downtown |
| |
| |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – West Waskasoo |
|---|
| Police bikes downtown & parks |
| Communicating with neighbours |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – West Waskasoo |
|---|
| Police bikes downtown & parks |
| RCMP welcoming reporting |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – West Waskasoo |
|---|
| Ambassadors |
| Visible police prevention |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – West Waskasoo |
|---|
| Need more police |
| |

**Neighbourhood – Woodlea** – all residents' responses

Q1: As a community member, I want a variety of community safety and security issues addressed in the City of Red Deer, however, to me, the most important are…

| Neighbourhood – Woodlea |
|---|
| Downtown safety |
| |
| |
| |

Q2: Considering factors such as the types of crime and public disorder, bylaw-related matters, and quality of life issues and the range of agencies and approaches available to address these matters, as a community member, I see an effective community response to crime prevention as the following …

| Neighbourhood – Woodlea |
|---|
| Keep neighbourhoods clean & tidy |
| |

Q3: As a community member, I see an effective police service as responding to demands for service in the following ways …

| Neighbourhood – Woodlea |
|---|
| |
| |

Q4: As a community member, I see the policing and public safety services as cost effective when …

| Neighbourhood – Woodlea |
|---|
| Timely response |
| Keep neighbourhood informed |

Q5: Are there any barriers or challenges that presently limit effective community safety and policing and law enforcement services in the City of Red Deer?

| Neighbourhood – Woodlea |
|---|
| Funding |
| Parks difficult to police |

## Appendix 2-9 Neighbourhoods Participating in the Telephone Survey

Respondents from the following neighbourhoods participated in the telephone survey.

1 Anders
2 Bower
3 Clearview
4 Clearview North
5 College Park
6 Deer Park
7 Downtown
8 Eastview
9 Eastview Estates
10 Edgar Industrial Park
11 Fairview
12 Glendale
13 Grandview
14 Golden West
15 Highland Green
16 Inglewood
17 Johnstone
18 Kentwood
19 Lancaster
20 Lonsdale
21 Michener Hill
22 Morrisroe
23 Mountview
24 Normandeau
25 Northlands
26 Oriole Park
27 Parkvale
28 Pines
29 Riverside Meadows
30 Riverside (Light Industrial)
31 Riverside (Heavy Industrial)
32 Riverlands
33 Rosedale
34 Rosedale Estates
35 South Hill
36 Southbrook
37 Sunnybrook
38 Timberlands
39 Timberstone
40 Vanier Woods
41 Waskasoo
42 West Park
43 Woodlea

**Appendix 2-10 Community Input for Programs/Initiatives**

1) I think there should be more free counselling for children.

2) I would like to see more community based programs in Red Deer for youth. Two issues are one with homelessness and one with youth issues.

3) I would like to see some security cameras near bus stops and maybe installing some street security cameras in troubled spots. A better focus on rehabilitation.

4) Probably more housing for people that can't afford it; more work - more places to volunteer at.

5) Having more police presence in the downtown area, especially during evening hours.

6) Programs in school systems.

7) I would like to see some social service program for low-income families, especially for those who are working so that their young are not left unattended.

8) I would like to see a program for drunk drivers. I myself used to be a drinker, and at where I previously live there is a program where you pay $5 and have someone pick you up drive your vehicle home.
They used to have the neighbourhood block parents program where people put block parent signs on their window, I would like to see that again. I feel there is no safety net for my kids in the community, especially after they get off school.

9) I would like police to stop more people for traffic violations and check their vehicles.

10)The store keeps record of serial numbers of items bought.

11) They should get back to having more RCMP auxiliaries.

12) Vigilante Justice.

13) I'm not sure what they're doing or anything, but back to the drugs - if there's something to help people get over the addictions that are causing the crimes in the first place. Some sort of rehabilitation program.

.

14)I would like to see solar lighting in all city parks.

15) A program that registers all products because there is a very big underground market where people sell stolen goods.

16)Cut down on speeding and erratic drivers.

17)Education programs for seniors in senior homes for safety purposes.

18) To make the teenagers engage in something productive for their future.

19) More teaching by police and health educators to watch out for drugs and predators.

20) Now that it's warmer, I'm grateful that the RCMP are on the green belt paths with their bikes. We have a lot of trails here, and it's a lot better when they're around.

21) Police go to schools.

22) Improvement in the Justice System.

23) Need more programs for youth to go to rather than hanging around corners.

24) More accountability in the courts. I've been the victim of theft in the past and those issues have never been resolved. I hear from others that those who are caught just basically get a slap on the wrist and then they're back on the street doing it again.

25) More awareness to children who are on drugs and bullying when they are still young. Setting up of a boot camp for the children who are repeat offenders.

26) Maybe boys and girls clubs so kids can get guidance there rather than their peers.

27)More patrolling.

28) I think that it would be good to have RCMP to come speak to us in the community hall about safety and crime prevention.

29) I think more awareness in terms of crimes such as sending a newsletter to homes to create more awareness of crimes and ways to prevent them.

30) I like to see them have a volunteering program such as neighbourhood watch.

31)I guess something to improve is drug awareness for families.

32) More patrolling.

33) I think having the ambassadors walking around downtown was a great idea. Just the idea of having police walking around and their awareness is a very positive thing.

34) I'd like to see more of an effort put into the drug response team. I'd also like to see more effort combating drunk driving.

35) DARE Program or something similar for the younger children.

36) More police officers on bicycles, and trails patrolled by police officers.

37) I think they should do an open forum once a year and invite the public to come and go through different things like: what types of drugs there are out there and some prevention on how to be safe. That kind of thing.

38) More education on crime prevention and domestic violence. Provide larger shelter for women and children and more of the presence of police.

39) I guess maybe home safety for children like what to do when something happens.

40) Advertise more so people know about the consequences of a crime act.

41) Buddying up with police. Have some sort of training with the police. Give special classes, or drive around with the police through neighbourhoods.

42) More education of the public and support and input of the public as well. People taking responsibility to report things more and more responsibility for individuals in their own neighbourhoods.
43) Useful if they would teach how to protect yourself against violence.

44) Police focus too much on Checkstops. There is too much emphasis on giving people speeding tickets and

tickets for being on your cell phone while driving. Instead, they should have photo radar placed around the city. They aren't out very late. They should be out during bar closures so they can put a stop to the majority of the drinking and driving that happens in the city. The police should really be concentrating on the people after midnight. Most crimes happen after midnight.

45) I'd like to see more visible police, like on bicycles that they can interact with kids hanging out in groups so they can stop and give them some advice.

46) More programs for youth.

47) Not more neighbourhood watch because now there are many more people that you would no way go to their houses. There are pot houses everywhere. You wouldn't try going to their houses. Have more ways of reporting to the police without having your name on it, like the website for the police. They could get back to you without the neighbourhood knowing about it. I am afraid of reprisals, but there are certain issues that I would report anyway. Improve parenting because there are parents who don't help support the police even when they are trying.

48) More training of kids in schools regarding moral issues.

49)Residential patrols.

50) Maybe this is far-fetched, but if they could let people know when a crime occurs, giving residents a kind of heads up when crimes occur.

51) I don't know what is going on. Something to deal with the drug problem here and the problem with drug houses. Have more officers and more resources for the cops.

52) We don't have the population base to support a lot of big city type things like Guardian Angels.

53) Neighbourhood Watch was good, but it doesn't work in today's society. Biggest thing that should be done is to have people look around, look after your neighbours and be involved in the community.

54)Have community police stations in each community, have neighbourhood watch in communities where it doesn't exist now.

55) More car patrols and in the downtown area they should have more foot patrols.

56) I feel that our Young Offenders Act needs to be changed, if young kids do mischief, they should pay. There definitely needs to be some retribution. When they do get community hours, I feel they have to actually do it. I have heard some lady report that her daughter went down to do her community hours and they said there was nothing for her to do. I think these things need to be followed through, sometimes it is, but many times it's not.

57) I think through the schooling systems. Definitely, I would like to see more patrolling. Maybe more awareness like neighbourhood watches. It's a good thing to know your neighbour.

58) I would like to see more programs for drug users spread out around the city.

59) I'd like to see foot patrols or bike patrols downtown. And I would like to see police driving around subdivisions in the evening. Yes, more police presence is necessary.

60) There's no community awareness. They should have programs to keep us more aware about what's going on. More involvement with residents.

61) Community sessions where people can come in and talk about concerns.

62) There was a Citizens on Patrol in Edmonton and Calgary. I would like to see if it works here in Red Deer.

63) Police have to go to the street and deal with the "bad" people. Going to schools is going to the converted. Those in need are on the street. Talk with compassion and respect about drugs etc. to the street people. Have police get out of their cars.

64) Putting teeth in the law. Police need more power. More community work for offenders instead of putting them in jail.

65) Anything to do with drug prevention.

66) Remove people off the street that are homeless. More programs to assist people who need help. They've got to take care of things downtown. Nobody wants to go downtown, the people who work downtown don't even like getting from their car to their work place because they get harassed, so that needs to get addressed.

67) Have another number instead of 911 for non-emergency calls just like in states.

68) Promoting more police presence and participation in the community.

69) I would like to have a line to call in for crimes you know have happened, like crime stoppers.

70) Citizens on Patrol as long as they are kept to the point where they are supervised well and go to the police.

71) I know some places do a curfew, for people under the age of 16.

72) I would like to see more support for the ones that already are in Red Deer.

73) Sports team players visit the schools and talk to the children about their experiences. But they need to discuss more about how they personally felt about it instead of just "what happened, what they saw." Tell how did you really feel, were you confronted, those kind of things. When you have the experience it makes a big difference to how you deal with it. Programs need to be more realistic about how you deal with that, including the emotions, to convey this to the children. We need programs for younger children, in schools; tell them what to do, how to protect themselves, what to do in different circumstances, who they can go to when the school counsellor is not available.

74) More neighbourhood watch meetings, guardian angels was a very good idea but it has gone by the wayside with the city now.

75) Information on where the crime areas are.

76) More policing in the downtown area.

77) I would like to suggest that maybe the city should hire more police officers.

78) I think we could have more photo radar and stop radical drivers, don't see enough of that, never seen a cop pull someone over.

79) If they don't go into the schools, I think they should.

80) Youth programs, kind of like a prevention thing to stop them from using drugs and alcohol.
Maybe more programs for alcoholics and drug users, to be more aware, help get rid of, rehabilitate and get involved.

81)I'd like to see something dealing with juveniles; better control, which comes down to the parents. Stronger penalties for juveniles.

82) Proper enforcement of existing bylaws.

.

83) Do things, have initiatives to control the drug problem. Have family involvement, family intervention. This is where the family corners the person who has the drug problem in a meeting and all of them tell them we want you to clean up your act, not destroy your life, and kill yourself. They write down feelings on paper and everyone gets to say their spiel, and then they send the person away to a really good drug facility. It is used for older people as well as younger people.

84) Help seniors to be more aware of the possibility of crime. Because some seniors use walkers, they are not aware that where they hang their purses, they can very easily be stolen because we walk so slowly and can very easily be pushed over. More education of crime prevention for seniors. Police should visit and advise seniors.

85) More that are adjusted towards kids. Maybe a volunteer service, for schoolyard monitors around the school zones. More stuff to make it safer for kids.

86)They can use bait cars to prevent car theft.

87) Going to schools and provide education to everyone.

88) Something to do with drinking and driving and use of cell phones while operating a vehicle.
Youth programs, more things for the youth. I know in some elementary schools there's an empathy program where they bring in babies. They make them hold them and interpret their movements and actions to know what they need. This program made kids develop empathy and reduced bullying. Maybe implement it throughout the rest of school up 'til high school.

89) More presence at construction sites in evenings or nights in order to prevent theft and damage.

90) I think maybe have something that would not attract the street people or transients here.

91) People should be armed with licensed guns and use them when needed !!!!!

92) Have more programs for older kids and into the teens to be with people their own age. Keep them busy

so they are not as tempted to get into the gangs.
93) Maybe just more sheriffs or security people or night-watchmen.

94) More advertised initiatives I guess. Well, in the newspaper or public radio. Publicised news is not the greatest in Red Deer.

95) I haven't thought about it, but I would like to see policemen on foot.

96)Does that include drunk driving? I'd like to see more of that. Because there's way too many people who get away with that.

97) They need to start teaching younger children society discipline, in schools and at home. It's usually the younger generations causing the problems.

98) I think giving people awareness of what is happening out there and what they can do. Some people really feel freaked out. The increase of crime is because of the increase of population. The police are trying their best to go out giving awareness to the people and how to keep them safe.

99) I think neighbourhood awareness. Getting together with your community and having meetings about your specific area in Red Deer.

100) I would love to see more work done with teenagers.

101) I guess a community hall meeting to keep people informed and aware by coming together as a community.

102) Educate the adults in everything.  Like better parenting.
.
103) Police need to teach awareness to kids. Like go to the schools and teach it to them.

104) More anti-discrimination training.

105) That's a huge question. I would like to see the drug use dealt with. I work with street kids and the impact I have on them is so limited because they are on drugs and alcohol.

106) I look for RCMP presence in our parks and trails, but I want to ensure that that does occur -- The RCMP on bikes. I would also love to see a 311 number in our future. That might be unrelated, but I don't want to be

lost in communication. The 311 would be affiliated with the bylaws and city policing.

107) More community policing, and more police presence in the downtown area. But it can also be peace officers or commissioners in the downtown area, or just a walking kind of patrol.
One where there is citizen patrol and a faster response from the RCMP/sheriff.

108) I would like to see the city support non-profit organizations that are helping the homeless and stuff. From what I can gather, they are only funded by Alberta and not Red Deer.

109) More actual programs and more involvement with the homeless.

110) Neighbourhood watch that is tied with the community involvement and awareness. They have the DARE program in school that teach the children to say No to drugs and alcohol. Educational awareness that would educate the next generation.

111) A lot of it I think, in my view, is the lack of courts to deal with drug users, especially younger ones. They used to have boot camps, which they don't have anymore. An ounce of prevention is worth an ounce of cure.

112) Involve young people policing themselves to show what crime does to people. Some kind of program in schools.

113) I would like to see a lot more beat cops downtown, on foot. The police need to build relationships with the street people downtown, not just view them as a blight or a problem. They need to do some serious relationship building.

114) Something that gives you information as to what happened and where and what to look for. For example, break-ins happening here and what sort of things to look for. There must be ways to prevent some of the stuff that happens. The City of Red Deer website has a link for information but it only gives out general information so it's not very useful. We need more eyes in the community than there are police and if the public did watch and report, then maybe it would be safer.

115) I would like to see the Guardian Angels in force as well as a municipal police force (city police) in Red Deer.

116) I want to see more policing.

117) More looking for speeders.

118) Better planning of low income housing or addiction housing. The methadone clinic should be a crime prevention place of some sort.

119) If they could enforce and deal with the drug house issue quicker, and clean it up straight away as other countries do that would be a lot better.

120) Local branches, of some provincial and national groups we belong to, provide speakers that cover these issues, crime and fraud prevention, that sort of thing. I rely on this sort of thing. Have these sorts of programs for the public to make them aware and protect themselves.

121) One thing I'd like to see is more abused women going to the abused women shelter and receiving help.

122) Maybe the local government can impose regulation that everyone in the community must be aware of all malicious acts and crimes to increase community awareness.

123) Probably more foot patrol in the higher density areas.

124) I know there are some Neighbourhood Watch Programs in different areas but I found it very difficult to locate a local chapter that is close to my neighbourhood. So provide better information to the community.

125) I think you need to educate people and teach them how to defend themselves, teach them some strategies.

126) I like the idea if there could be a website that will have a list of questions and information that could help me.

127) Bait car and a larger drug unit.

128) Anything to do with drug prevention.

129) Members of the community to patrol, people in the community who volunteer their time to drive around or walk around and ensure that nobody is getting into trouble. Downtown it would be nice if someone was (patrolling by) walking around. Downtown can be kind of scary after hours.

130) Address the drugs. They're just letting the drugs get out of hand, not only marijuana but the hard ones. I know they are creating housing for those with low income, that is helpful, because some of the crime are a result of those people. There could be more housing, those people should be taken care of better and given more access. I think that will help things.

131) It's really tough to prevent crime. Have police walking the streets looking for people loitering.

132) I would like to see more Checkstops used around the city.

133) Have more people policing on the streets instead of doing studies.

134) Community-based crime watch programs, education and programs to build crime watch in small communities in the city; to get neighbours to know their neighbours again.

135) They need to increase patrols in residential areas.

136) I would like to see them hire about 40 more police officers and get them more on the streets. If they are not there, it gives a good note that there are no cops around so crime rates starts to increase. If cops are visible, then people are less inclined to commit crime. Also, they should get rid of the photo radars.
I think maybe if they got one of those ghost cars / trap cars.

137) Maybe have some community group that can help with policing, like a neighbourhood watch.

138) Hire a biker security, someone who can get out there amongst the people and do something. Bikers are better for patrolling neighbourhoods. There will be less break ins and robberies.

139) I know there are programs to do with drugs and such, but to me the programs are not tough enough, they are too slack.

**Appendix 2-11 Crime Prevention and Policing Review Public Forum**

Crime Prevention & Policing Review 2011
Tuesday, May 24, 2011
Golden Circle
Summary

## System Changes

We have done the data analysis and heard from the community – now we want to make sure we heard you correctly. Have a discussion at your table then put your ideas, thoughts or comments here.

These recommendations focus on an effective governance model for crime prevention and policing.

- Need to engage new immigrants to be on CPAC
- 2.1 C and add the City and the Division
- Municipal Department would likely have locally grown officers and gain experience accordingly. RCMP gets new crop of rookies every couple of years.
- Maintain close "link" between the Police and Community Services
- CPAC has to be community driven
- • What model of policing has greater accountability to Mayor and Council? Municipal force or RCMP
- 2.2 Not chaired by the Director only resourced.
- 2.6 Method is unnecessary to include in point
- Are there problems with RCMP dispatching Bylaw Officers?
- Affirm the idea of having an internal "CPTED expert on the City Staff
- Create one committee Crime Prevention Coordinator
- Dedicated full time Crime Prevention Coordinator to remain City Position
- Have an understanding of the role and responsibility of a Police Commission before making a decision of RCMP/Municipal
- • When do we have the discussion on Police under Community Services or Proactive Services? -No Silo's-
- Speaks of "citizens and business" – some places community agencies – needs to be consistent thru organization
- Again define what goes under each
- Criminological factors – plain language

## Police Service Model

We have done the data analysis and heard from the community – we want to make sure we heard you correctly. Have a discussion at your table and then put your ideas, thoughts or comments here.

- Municipal involves more home grown officers. 3 year transition to fill full complement
- The Big? Remains Municipal Police or RCMP & When
- • Must select the model that allows us to adapt; be most flexible "likely municipal" says Rob Taylor But adapt to what, can we have some functions not part of the police force perhaps the flexible items can be part of other departments in community services
- Perhaps look at transitioning into municipal detached plan over 10 years – it's an option
- Bylaw Officers are good
- RCMP officers not living in north Red Deer
- • I like the idea of using Bylaw Officers and or Occurrence Officers to hope take info for RCMP could be set up at a Mall as well as downtown.
- Don't want taxes to go up to get a new police force
- • IF – When, the City gets larger, when do we become a City with our own Municipal Police Force? At a population of 300,000 RCMP get cheaper
- RCMP still giving good value like their work to include community input
- Increase all Peace Officers
- Advantages of a Municipal Police Force
- Advantages of a RCMP Police Force and disadvantages of Municipal and RCMP Force
- So if we change to municipal Force, can we ever go back to the RCMP? We just built a new RCMP station – What does that mean, cost? IT, insurance?
- • Meet needs of Clients/City Agencies interest? Citizens?? Stable police force
- The advantage of having local police is that they can build long term relationships with the community.
- Need to prepare now for building local police as in the future the City and cost will only get bigger

## Police Service Model (cont'd)

- Transience is tricky and should be addressed
- Spell at the challenges with a split force
  - Some kind of "education – program" working with the province or Police, Sheriffs,
  - Peace officers, Bylaw Officer, roles and responsibilities
  - Flexibility/responsiveness prepared for Red Deer
  - A municipal force has stronger connections to the Community
  - Building relationships more effective in long-term
  - Transition from RCMP to municipal force over period of time Allow for training and recruitment
  - Split RCMP municipal force is ideal "tipping points" of responsibilities are clearly defined
    - Lead by example is important Police not doing this because
  - lack of awareness – b/c RCMP not here long (2-5 yrs)
  - R.D. training depot for RCMP and then they leave
  - Need to have police that want to be here. They know the community better.
    - People don't call back no response RCMP don't even make an effort to go back they just are transient police officers

## Strategic Framework

The strategic framework is the foundation of the community's crime prevention and policing activities and will guide how we will work together to make Red Deer a great place to live. Have a discussion at your table and then put your ideas, thoughts or comments here.

### *Guiding Principles*

- Desire to be the safest City in Alberta/Canada
- Needs to Collate Police model to be effective
- Appropriate to policing model that includes Municipal, Provincial, and Federal

### *Governance*

- CEPTED 2.0 Recommendation should include: body of some kind to deal with physical development – (things in the environment that add to crime) and use attracting residential dealing with abandon buildings ET.
- Crime prevention through social development and built environment, need to go further in the recommendation

## Strategic Framework (cont'd)

***Crime Prevention Strategy***

- SROs – Super important Need to have SRO's as Priorities
- Crime Prevention Committee vs. Crime Prevention Council
- Crime Prevention Centre
- New Crime Prevention Framework reviewed
- Working with Schools
- A central place to gather information on Crime and then the desperation of duties to RCMP, By-Laws Peace Officers according to the seriousness of the crime, sounds like a great idea
- There should be communication with all groups including community assoc.
- Elementary school RCMP Officer Connection not just School Resource Officer's
- **How does the Red Deer Crime Prevention Strategy relate to the new "Alberta's Crime Prevention Framework"*
- There needs to be balance – crime prevention needs to involve more than policing. The continuum idea is nice but only if it actually follows the balanced model it presents as

***Community Crime Prevention Continuum***

- Probation Officers play a part in continuum
- Schools role in education about crime – missing
- Which will come first strategic framework or "the model"
  - Need reinforced by policing model
  - Be clear with guidelines
- Should have immigrant representative on governance body

## Our Police

- More education/awareness/what/how to report
- Is there a better way to staff for "getting back" to residents about their complaints?
- RCMP response, need to get back to residents every time
- Online reports
- RCMP needs to communicate work with new immigrants better
- Need more connection engagement with youth projects/events
- More counselling in schools at a younger age
- Kids on the streets (couch surfing (homeless) are a big concern, have to connect more
- Need RCMP to do more youth justice committee referral for 1st and small crimes to try to get intervention at beginning stages

**Our Police (cont'd)**

- Have dedicated people to answer "callbacks" to give updates on each file # or complaint
- Need Dare program or similar to teach respect to youth
- SRO's important in all schools not just high schools Need more Not less
- New immigrant Youth/Parent relationship is different than western culture
- High risk youth initiative working good
- More free real counseling
- Extra judicial measures – more of them from RCMP
- How to "articles/stories - deal with panhandling, engage your neighbors to deal with crack house break-ins
- Support continuum of policing: Cost Effective Use appropriate (aka/non uniform) for pieces of work uniform needed
- Apply Dr. Vic – Model to Mental Health issues.
- Inter communication between forces in Alberta and resolve community crime
- New immigrant community wants rep on CPAC
- Is there a Gap between Bylaw officer authority and RCMP functions? Could split municipal force fill this Gap?
- More Bylaw officers increase presence without high costs, for less serious offences
- Implement Project KARE with female staff
- Apply a 'Dr Vic' – Model to the mental health and addictions offenders
- Appreciate the focus on criminology factors in the community the larger community needs more education on these issues within Red Deer.
- Satellite station on the corners (portable?) Japan has a good example of this
- Accountability of RCMP to municipality may be a concern
- Focus on root cause of Crime and Crime Prevention
- Recognize the "Broken window:" Principle in being quick to address an issue
- Would the local police department be able to allocate officers to meet the needs in the community? Compare to having RCMP department
- Someway to address the hot spots –not just a drive by i.e.: 7-11 near the casino
- More involvement in schools and educational programs for teens – create long term involvement with youth
- Continued interaction at schools for develops relationships with kids at schools; Resave this and forward this adjusting to establish relationships
- Police and other appropriate resources should reflect a social justice approach
- Clear designation between Police, Peace Officers and Bylaw
- Training for Peace Officers, Bylaw Officers in order to take load off RCMP
- Have resources available in different languages to assist a diverse population
- Officers on hot patrol downtown
- Continue to support the 'Dr Vic' approach of Police and Social worker
- School resource officer allocated 1 officer to each High School and feeder schools (ideally 2-4 years)
- Consistent downtown foot patrol
- Awareness among police about cultural difference of new Canadians
- Awareness among new Canadians about law and crime
- RCMP officers need to refer to Riverside Meadows as Riverside Meadows not Lower Fairview
- Explain the accountability of Municipal Force vs. RCMP Force to the City Is Municipal better?

## Our Police (cont'd)

- Satellite units at the malls
- Importance of reporting crime
  - no matter how small
  - encourage people to do so
- Having flexibility to call public meetings when an issue arises is important (e.g. Inglewood meeting)
- Community Association – don't know what crimes are taking place in their community. Those stats are not given out (We ask what crime is in your neighbourhood how can people respond?
  - lack of communication
  - if there were more police that has a vested interest these would be better communication
- * Attitude of dispatch is poor and you don't want to call again
  - yet still want us to call
- Immigrant community will not call back they are not articulate etc.
  - no cultural sensitivity at dispatch
- In Calgary 1st thing municipal force did was deal with immigrant issues No problem now
  - When issue in downtown, Rick Hansen (Cal Police Chief) created a beat to address issues in downtown (other comment – just displaces the crime – need community involved
- Using by-law officers as part of continuum is important
  - be proactive, not just reactive
  - could go visit agencies (and be prepared)
  - more flexibility because they are municipal component
  - Could be used to do education. Could they be in schools?
  - most people don't know what bylaws say or what is where
  - like curfew bylaw is in
- Bylaw officers on bikes is good – catch people for things like smoking pot
- Needs to be high priority on SRO's

## Our Community and City Department

- Involve the various cultures in helping to understand crime and prevention – need police of diversity
- Community Crime prevention groups go through many police liaisons – a lot of change over
- More RCMP responsibly on social agency committees and meetings etc
- Very excited to see four pillars mentioned but each pillar needs to be equally represented need a longer term treatment centre
- One stop shop Crime Prevention
- Do citizens understand the role and differences between Neighbourhood watch, crime stoppers and citizens on patrol?
- Graffiti removal can't penalize the victim. Building owners need to call for help – not pay for removal themselves etc.
- Eyes and ears program
- Treatment centre for addiction
- Crime prevention committee needs to offer good ideas and good stories show example of people that lead
- Public awareness "Car Hopping" trends that are happening
- Drug treatment "farm" for youth to help them long term relationships and skills based

## Our Community and City Department (cont'd)

- New immigrants need to build relationships their rights how to engage them
- Crimes Prevention Centre One stop shop
- We should have intensive CPTED people in terms of planning and our focus as a City
- Must do a Red Deer based drug strategy
- A broader based/more than just 3.7 more like Vienna Declaration
- More diversion programming inclusive of addictions
- On 3.7 interventions should read Treatment?
- Like the MOU with the social agencies
- Need core funding (provincial) to aid in having resources to work in effective partnerships
- Favour "Local" Crime Prevention Centre
- Need to get young people in schools on board with Crime Prevention "Youth Action Groups in each High School"
- What is our drug strategy for Red Deer? Communicate IF
- Neighbourhood Watch need dedicated City Staff (to include all neighbourhoods of the City.
- Expand Crime free multi-housing
- Continuing to use local media radio/print and social media to communicate key messages
- Having the Crime Prevention Coordinator position as permanent is vial, if the city wants to achieve its long term goals.
- Get schools more involved in Crime Prevention education target Drugs/alcohol
- As well as having a drug strategy we need the resources as well, especially "Residential Treatment (Long Term) for Youth and Adults. Appropriate provincial lobbying
- Evaluate housing first model as it relates to Crime Treatment and enforcement of illegal drug use and trafficking
- Crime Prevention Centre – share resources/focused efficiency of operating
- Crime Prevention Coordinator position should look more like a Divisional Strategist
- CORD should examine best practices for engaging citizens, neighbourhoods and businesses and specific cultures
- Crime prevention thru social development – we buy it but don't walk it
  - doesn't get off the ground
    - no money put into it
    - needs to be done one on one and this is more expensive and more complex

  VERY IMPORTANT
- Crime prevention clubs in schools
  - involves young people equip kids with knowledge
  - strong engage
- Define where schools fall in continuum, also where do ambassadors/libraries
- The old way of operating at library was better (kids said this)
  - issues a lot kids/drugs
- What is the difference between CPAC – City and a Crime Prevention Council (stand-alone) – Board of Directors who hires staff – Calgary Model
- Everything centralized downtown – dumping ground – move things away
  - Disseminate
  - ½ way houses
  - mental health

**Our Community and City Department (cont'd)**

- Immigrant clients do not want to be downtown because of safety concerns Harassment and even knifing issue
- Perception of safety in downtown
  - need to communicate better
  - improving people's understanding
  - neighbourhood watch
  - Community Association
  - City website
  - feature stories
  - fear of unknown
  - there are real stories
- Need people in the downtown housing and also customers at stores and restaurants
  - negatively affect the perceptions and what people come down to do
  - what people come down to do
- Streets are barren
  - residents needed
- Take pride in "neighbourhood" see downtown as a neighbourhood
  - more people
- Tell "other stories" – good things
  - Market veteran's park, Centre fest, Art galleries
- Define downtown – Currently it is very broad
- Crime prevention thru social development needs to be identified as just as important as CPTED
  - Much of what we talk to as crime issue results from health issues – e.g. mental health this is provincial responsibility but municipalities deal with it we need to lobby
- Community Standards
  - need summary of bylaws mailed out
  - need an ability to click on it and it takes you to it
- Bylaws need to be easily read – e.g. language issues (immigrants) and just plain language for everyone
  - Property is secure – people need to be educated about locking cars etc.
  - car hopping – issue with "can't afford glass so don't lock"
  - Seniors scams – also needs public awareness
  - not just at G.C., need to go to seniors buildings (e.g. legacy estates, median)
- Like idea of clearly defined operational things – MOU's
  - role responsibility, what is volunteer role

***Additional Comments received during the Round table discussions, included:***

- Group One
  - So many City departments have a role; making that more clear and look at programming, i.e. reviving Eyes and Ears
  - Enhancing department involvement
  - More awareness for people/youth on approachability (Eyes & Ears) of those groups/department employees

## Our Community and City Department (cont'd)

- Education and awareness is very important for immigrant populations; don't often report because not aware they should, don't know ho, afraid of police, etc.
- Education of rights and responsibilities; how to be a good citizen in this community
- Education and awareness for people on Theft form auto (car hopping)
- Seniors fraud education

- Group Two
  - Support 3.7 on a broader based approach, more related to Vienna declaration ( resources toward serious issues)
  - 3.8 also singled out as important
  - more diversion programming
  - Liked MOU's
  - Got people and programs, but lacking core funding at provincial levels; need funding to better work with police.

- Group Three
  - Inquires about community crime prevention groups. (Strength and memberships)
  - CPTED position is internal in many communities
  - Would like to see funding for CP programs

- Group Four
  - like to see liaisons for at least one year
  - would like to see more training for community issues (cultural etc.) in initial training.

- Group Five
  - Find ways of not penalizing graffiti victims with current bylaws
  - work with businesses
    - Businesses often operate on their own (hire Commissioners Etc); find ways to pool resources and or work together etc.
  - Neighbourhood watch is under-utilized. Find ways of promoting and building program
    - change message maybe
    - assistance from city (i.e. standard messaging for block captains in recruiting etc. – what they do and what's in it for participants)
  - Need drug treatment centre for youth; long term, out of city, etc.
  - In policing, involve people that can relate more effectively in particular cultural communities. Making a more conscious effort in that direction.

Table 1

- is it required that an officer is always needed to be deployed
- are there others trained to handle specified tasks
- example bike theft – investigation doesn't require a regular member
- applaud the response of the police
- officers are available
- need to bring back project KARE – in place at one time, no longer in place
- need to have an elegant response/system to get back to every call

## Our Community and City Department (cont'd)

- like: there is an underlying theme within the recommendations regarding addressing mental health issues (4.13 & 4.5)

Table 2:

- why can't council direct the police assignments

Table 3:

- have our own police force*
- with RCMP there is rotating staff – officers need to understand people and issues in the community
- connection to the community
- for our size need to have an analyst
- appropriate criminogenic factors don't lend a lot of support with mental illness – the community doesn't support the need for this type of work in the community
- so many agencies, people have difficulty knowing where to go
- need for an umbrella agency system – one stop shopping
- we need a treatment centre – long term support, more comprehensive approach
- community policing

Table 4:

- very impressed with complaints line – within 45 minutes someone phoned back
- would like bike patrols all over the community
- like ambassadors – eyes and ears on the street
- would like to see more consistent downtown foot patrol
- drinking and driving at boat launches – need more patrols/enforcement
- in the parks it is difficult to identify where you are if you phone in for assistance or if there is someone on the river that needs assistance – have the park designated in zones/colour coded to provide a location
- in the immigrant community need to increase the awareness of what is a crime; an awareness program with the police; difference acceptable practices in different cultures
- One phone # - too many entry points to the system
- localized crime pockets – identification of
- drug deals occurring again at the Coop pay phone; wasn't the phone supposed to be removed
- satellite police stations in neighbourhoods

Table 5:

- police are actively involved with the youth – to a greater extent
- Power project good
- young women are more at risk in the summer
- Street Ties a good program

### Our Community and City Department (cont'd)

- new immigrant youth are having to deal with adult issues – the cultural differences, assisting their parents, missing school and the connections at school to help parents; police need to be more knowledgeable of the immigrant cultural differences, practices, beliefs
- have greater police presence in the schools starting at grade 1; attend assemblies, talk about job and what he/she does; high school too late
- majority of youth going through youth justice are from middle school
- bring volunteers into the schools
- RCMP encouraged to make referrals to youth justice before problems get bad – still have consequences whether there are sanctions ??; also requires less paper work for officers
- counselors in schools at no cost
- 4.ll: two way communications – doesn't need to be a member that responds to the public on a complaint/incident – continuity needed
- specific community need assessment relative to the immigrant population with funding to address their different needs.

## Appendix 3-1 Leading Police Practices

From the *Review* Report Part 1 Chapter 7.1

In 1972, in examining a more scientific, rational and analytical approach to policing, the *Kansas City Patrol Experiment*[82] showed that untargeted, random police patrols are not effective in preventing crime. In contrast, targeted police tactics based on problem analysis have been shown to reduce crime.
In summary, and as suggested by Bayley, the following are the ideas that have generated significant changes in policing.[83] These are the ideas that are considered to be important as well as controversial changes from past practice. These principles explain the foundation for determining the best approach to policing in Red Deer.

***Community-oriented policing***, referring to the recognition that the police must act to encourage the public to share responsibility for public safety, specifically by consulting with them, adapting their operations to local conditions, mobilizing volunteer resources, and problem-solving. (Bayley 1994, Goldstein 1990, Skolnick and Bayley 1986, 1988, Trojanowicz and Bucqueroux 1990). Community-oriented policing can mobilize and coordinate the community resources and assist the police to identify community priorities. Through ongoing meaningful community liaison, the use of volunteers, and effective communication, the public police can ensure the whole is greater than the sum of the parts. (also *community policing* and *community-based policing*)

***Problem-oriented policing***. (POP) Developed by Herman Goldstein, POP involves developing police programs that ameliorate or eliminate conditions that generate problems of insecurity and disorder that police are repeatedly called upon to prevent. (Goldstein 1979, 1990). POP can be built on the foundation of community-orientated policing. The community, community agencies, and municipal / provincial service providers can often identify underlying issues where crime and disorder are effects, allowing a coordinated response to address both causes and effects.

***Signs-of-crime policing***, where police, drawing on the logic of "broken windows" (Wilson and Kelling 1982), prosecute minor offences that contribute to the creation of milieu of incivility. Signs-of-crime policing is an early intervention strategy to prevent conditions from deteriorating to the point where crime flourishes.

[82] 146 The results indicated that police deployment strategies could be based on targeted crime prevention and service goals rather than on routine preventive patrol
[83] 147 Bayley, David H. Distinguished Professor, State University of New York at Albany, 2006

***Hot-spots policing***, meaning the short-lived or episodic concentration of police resources on areas or situations of repeated criminal activity (Sherman et al. 1989) and requires a flexible organization able to respond quickly to identified crime patterns to disrupt and suppress criminal or disorderly activity

***Compstat*****,** for computer-driven crime statistics, is the signature innovation in the development of evidence-based policing (McDonald 2002). Evidence-based policing means evaluating police activity by systematically collecting information about police operations and their effects. It is also a process that holds police managers accountable to action appropriate interventions. This process facilitates the intervention of the police in a timely and coordinated manner can make a significant impact on crime and public disorder levels. It is also a process that holds police managers accountable to action-appropriate interventions. (also *Strategic policing* and *Intelligence-led policing*)

In addition, commonly-used approaches in Canada include:[84]

***Crime Control*** or ***Professional Response*** – also referred to as the *Traditional approach*

Reduced crime through rapid response and follow-up investigation.

***Order Maintenance***

Limiting signs of public disorder and urban decay to allow community ownership often combined with CPTED and other infrastructure initiatives.

***Social Justice***

Extra vigilance in protecting those most vulnerable in society and understanding root causes.

The philosophical approaches are not discrete and organizations usually comprise elements of all philosophies but tend to be weighted in a certain culture of approach to their mandate which influences the manner in which practitioners view their activities.

For the first time, technology and computerization have enabled timely analyses of crime and policing activities. Many police forces have daily, weekly, and monthly reviews of events and trends and adapt deployment and priorities as required. The process allows for operationally effective and cost effective use of resources.

Intelligence-led policing (ILP) is a policing model that employs an analysis-driven approach to crime control. As a business model and managerial philosophy, crime intelligence and data analysis are pivotal to an objective, decision-making framework for crime reduction and prevention through strategic

[84] 148 Hovbrender, A. Evaluating the New Paradigm of Policing, Master"s Thesis, Royal Roads University, 2003

management and effective strategies that target prolific and serious offenders.[85] Although there is no universally accepted definition of ILP,

> *"it is a model of policing in which [criminal] intelligence serves as a guide to operations, rather than the reverse."*[86]

The model applies crime analysis and other criminal intelligence to help the police to work more effectively. ILP was seen as a policing framework that built on earlier paradigms, including community policing and problem-oriented policing. ILP represents a

> *"rejection of the reactive, crime focus of community policing with calls for police to spend more time employing informants and surveillance to combat recidivist offenders*".[87]

The *Strategic* or *Intelligence-led* model incorporates the other models strategically and tactically as required. Based on *Crime and Incident Analyses*, decisions on deployment, response, and intervention strategies can be determined, for example

- *Social Justice* working with social agencies
- *Community-based* combined with *Order maintenance* in the downtown area
- *Professional response* for largely crime free areas
- *Geographic and temporal deployment* for uniform primary investigation

Tactically, timely *Crime and Incident Analysis* allows the most suitable response to be applied immediately. Supporting this, an intelligence gathering process is required to augment the more objective data-based analyses.

Many police agencies now view intelligence-led policing as a core business practice incorporating a structured analysis and response comprising:[88]

- Scanning: problem identification
- Analysis: nature and causes of problems
- Response: formulation of tailor-made strategies
- Assessment: evaluation of effectiveness.

In addition to the Intelligence-led model, it is necessary to deliver services in the most appropriate manner. The *Review* examined options which include service delivery through: police officers; peace officers; by-law enforcement; non-sworn specialists such as scenes-of-crime staff; private security personnel under contract to police agencies or municipalities; police community service officers; special constables; citizens‟ crime patrol; victim services; police partnerships with business improvement associations and street security patrols; partnerships with private security in stores, hotels, malls, and a variety of public spaces; partnerships with loss prevention officers (private security) working undercover in public places; and volunteers working in a number of support functions.

[85] Ratcliffe, JH. "Intelligence-Led Policing." Willan Publishing: Cullompton, Devon. 2008
[86] Royal Canadian Mounted Police, "Intelligence-led policing: A Definition," RCMP Criminal Intelligence Program, June 2007
[87] Page 4, Ratcliff, Jerry H. (2008). *Intelligence Led Policing*. Portland: Willan Publishing. ISBN: 978-1-84392-340-4
[88] SARA and a variety of similar acronyms. Police Chief Magazine, December 2010

Effective communication with and from the community is essential for any service to be successful. Traditionally, police forces have relied on personal contact and reporting directly to a police officer. While this is often the highest form of service to the public it is resource intense and often unnecessary. The *Review* identified a number of options which may be successful in the Red Deer context including: police officer telephone investigation; telephone report taking; internet reporting; initial telephone report and appointments for officer follow up; non-sworn staff initial report taking and investigation; and walk-in reporting at a police office.

An example of a broad communication approach is found with the West Vancouver Police Department [89]

> *West Vancouver is the first community in Canada to bring ePolicing technology to its citizens. This powerful web technology puts current and relevant information on current crime trends directly into the hands of the police department's most important stakeholders, its citizens. This tool has been used successfully by large US police departments, such as the Los Angeles Police Department, and now has been adapted and prepared to meet the needs of West Vancouver.*
>
> *From the West Vancouver Police Department website, you can sign up to receive up to date bulletins in the areas that interest you. Our interactive crime maps will provide you with current information on what is happening in your community, letting you see both what is happening in your area as well as what we're doing to proactively reduce crime based on current trends.*

The Calgary Police Service also uses the Internet to communicate with the community.[90]

> *Citizen Online Police Report System*
> *Welcome to the Calgary Police Service Citizen Online Police Report System.*
> *FOR EMERGENCIES OR CRIMES IN PROGRESS – CALL 9-1-1*
>
> *This system allows you to submit and print a police report if one of the following has happened to you within the City of Calgary and you do not know who did it:*
> - *You have lost or have had stolen something that is worth less than $5,000 (not including firearms, licence plates or government-issued funds or identification). (Lost Property or Theft under $5,000)*
> - *Your property or vehicle has been vandalized. (Damage/Mischief to Property or Vehicle under $5,000)*
> - *Your vehicle has been broken into. (Theft from Vehicle under $5,000)*

[89] West Vancouver Police Department website December 8th 2010
[90] Calgary Police Service website December 8th 2010

The London Police Service, Ontario, also uses Internet reporting:[91]

*Online Reporting*
*Welcome to the London Police Service Citizens Online Police Reporting System. If this is an Emergency please call 911.*

- *It is the policy of London Police Service to only accept reports that occurred within the London city limits.*
- *Click here for City of London map.*
- *If you were involved in a motor vehicle collision, please call Police. Click here for more information.*
- *If someone has broken into your house or business, please call Police. Click here for more information.*

*If you have lost your wallet, click here for more information on how to protect yourself.*

- *If you believe that you are a victim of identity theft, click here for more information on how to deal with this situation.*
- *If you wish to report a theft or attempted theft of a vehicle, please call Police.*
- *If this is a theft or loss of a Canadian or foreign passport and /or Federal Canadian documents, please call Police.*
- *If you have a suspect, please call Police.*
- *If you have questions about the Citizen Online Reporting System please refer to our Frequently Asked Questions page.*

The Vancouver Police Department offers Internet and telephone reporting

*Report a Crime*
*Online Crime Reporting*
*Some crimes can be reported online via the web, particularly if there is no suspect. See Online Citizen Reporting to view reporting guidelines.*
*Non-Emergency? Call (604) 717-3321*
*Many reports to police do not require a police officer to attend in person. If there is no suspect or there is no potential evidence for officers to collect, your call can usually be handled over the telephone. Examples of crimes that should be reported via the non-emergency line:*

- *thefts under $5,000*
- *stolen vehicles*
- *lost property*
- *stolen or lost licence plates and validation tags*

In addition there are a variety of other services:
*A-Z List of Services*
*The Vancouver Police Department's A-Z List of Services is currently being built as the redeveloped website is indexed by search engines. Please try a Search for the information you are looking for, consult the Site Map, or see Contact the VPD for a list of contacts.*
*Some commonly requested services:*

- *Compliments & Complaints*
- *Crime Maps*
- *Crime Statistics*
- *Destruction of Fingerprints*
- *Fingerprinting Service*

[91] London Police Service website December 8th 2010

- *Freedom of Information Requests*
- *Police Records Check*
- *Report a Crime*
- *Request a Copy of a Police Report*
- *Start a Block Watch*
- *Victim Services*
- *Volunteer Opportunities*

**Appendix 3-3 Changes in Service Provider**

The following examples of changes in police service provider provide a background from which a number of conclusions can be drawn.

1995 RCMP to Municipal

***Abbotsford-Matsqui, British Columbia***

The two municipalities amalgamated in 1995 and it was decided to provide police services through the existing Matsui municipal police department which was larger than the RCMP detachment. The number of officers required was quite modest and was facilitated through a plan to pre-hire and train one third of the required number, hire experienced officers from other forces, and retain a number of the Abbotsford RCMP personnel. In this case, the transfer of policing responsibility from the provincial force (the RCMP) to the municipal police appears to have been made seamlessly. Only four RCMP staff applied to the new APD, two very junior members and two senior members who could retire from the RCMP.

1997 Federal to Municipal

***Saint John NB & Vancouver BC***

The Saint John Police Force, New Brunswick, assumed responsibility for the policing of the Port of Saint John in 1997 when the *Ports Canada Police* was discontinued. Most of the service responsibilities were incorporated into the municipal services.

Also in 1997, the Vancouver Police Department assumed policing responsibilities for the Vancouver Port. The new Waterfront Team of the VPD was comprised of 16 existing VPD personnel and one previous member of the Ports Canada Police who individually joined the VPD.

1998 Municipal to RCMP

***Moncton and Dieppe NB***

The Codiac Regional RCMP was formed, including all but three of the 164 incumbent sworn officers, from the former Moncton and Dieppe municipal police forces. In this case, the RCMP assumed responsibility for policing municipalities that previously had their own police departments.[92]

2000 RCMP to Municipal

***Cape Breton NS***

In Cape Breton, policing was originally split across Cape Breton Regional Municipality (CBRM) with the RCMP providing police services in the former county areas and municipal police forces provided services in the incorporated towns and the City of Sydney. In 2000, following a debate relating to the

[92] perivale + taylor 2009

consolidation of policing, it was determined to amalgamate the municipal forces into the Cape Breton Regional Police which would also assume policing responsibility for the county areas. The current force comprises 202[93] sworn officers; the expanded responsibility required the hiring of 26 additional officers.

2003 Municipal to Municipal Regional

***Victoria and Esquimalt BC***

In 2003, the Esquimalt Police Department (BC) was disbanded and amalgamated into the Victoria Police Department, a municipal amalgamated police department. There were no layoffs and all EPD sworn officers moved seamlessly to the VPD.

***Ontario***

There have been numerous Ontario amalgamation examples; however, again they are not truly helpful for comparison as the organizations were all under the umbrella of the province, both in terms of the *Police Act* and the pension scheme. Each proposed amalgamation is reviewed by the Ontario Civilian Commission on Police Services. These amalgamations occur, primarily, for two reasons: first, brought about by a precipitous event, or, secondly, a combined decision by police boards of contiguous jurisdictions to effect change to improve costing of services.

***United Kingdom***

In 1969 and 1974, over 140 police forces and over 100,000 police officers were reorganized into 43 regional police forces in England and Wales. The transition was seamless as existing smaller forces became, intact, divisions of the new regional forces, and divisions were assigned as appropriate to neigbouring forces, with personnel and sections remaining in place.

**United States**

In 1996 the City of Federal Way WA withdrew from a contracted police service with the King County Sheriff's Office and established a municipal police department.

**Findings**

When RCMP-policed jurisdictions have changed to a municipal service (Cape Breton NS and Abbotsford BC) the numbers of new officers required has been modest and manageable. It is significant that few RCMP members joined the new agency: lack of pension transferability is a major disincentive, in addition the fact that the members can be transferred to a nearby contractor's detachment without disruption to their career. In the Washington State example, only five officers of the contracted service (Sheriff's

[93] Police Resources in Canada 2010

Office) joined the new municipal force of 112 officers and in Abbotsford only four of the RCMP officers, from a total of 33, joined the new Abbotsford PD.[94]

.

When municipal jurisdictions change to RCMP service the process is more straightforward. The RCMP Act, Section 20 provides for the process

> *Taking over other police forces*
> *(4) There may be included in any arrangement made under subsection (1) or (2) provision for the taking over by the Force of officers and other members of any provincial or municipal police force.*

This occurred in 1998 in Metro Moncton NB where two municipal police forces (Moncton and Dieppe) were disbanded by the province which created the Codiac Regional Police Service, an RCMP Detachment formed from the officers of the municipal forces[95] and the contiguous RCMP Detachment of Riverview.

There are no financial analyses which are helpful, other than Federal Way and Codiac, as the circumstances of the changes usually coincided with other municipal changes and the federal statistics report the new jurisdictions. Federal Way reported no significant changes in the policing costs.[96]
In Greater Moncton, in 1997 the combined policing costs of the three jurisdictions of Moncton, Dieppe, and Riverview were $14,694,000[97] and in 1998 the costs of the newly established regional police serving the same service area of the three municipalities were $11,196,000

[94] Two retired from the RCMP and two were very junior officers
[95] All but three of the 148 municipal officers joined the RCMP
[96] City of Federal Way
[97] perivale + taylor 2008. Moncton Police Department, Dieppe Police Department, and RCMP Riverview

**Appendix 3-4 The Establishment of the Federal Way Police Department (FWPD)**

**City Council and Civil Service Commission minutes**

The process started in May 16, 1995

*Federal Way City Council - Regular Meeting*
*VII CITY COUNCIL BUSINESS*
*a. Future Police Services*
*Councilmember moved to direct the City Manager to notify King County that the city is terminating that certain interlocal agreement providing for Police Services entered into between the City of Federal Way and King County, and, further, to direct the City Manager to take all necessary actions, including the expenditure of all necessary funds, in order to form a City of Federal Way Police Department on or about November 15, 1996. The motion passed.*

June 20, 1995

*Federal Way City Council - Regular Meeting*
*City Manager Report*
*City Manager Ken Nyberg introduced James Murphy, who will serve as the City's new Interim Police Services Director during the transition phase of establishing the city's future police department.*

September 20, 1995

*Federal Way City Council - Regular Meeting*
*… asked Council for a motion authorizing him to inform King County of changes in the agreement regarding Police Services for 1996. The following motion was made*

> *A motion authorizing the City Manager to notify King County that the City of Federal Way expects to reduce the number of King County Police Officers during the 1996 fiscal year, for the purpose of phasing in, or adding, Federal Way Police Officers to accomplish the effective and efficient transfer of police responsibilities to the City*

*The motion passed*

December 5, 1995

*Federal Way City Council - Special/Study Session*
*Council Chambers – City Hall*

*II. PUBLIC SAFETY DEPARTMENT*
*a. Status Report*
*… addressed Council regarding the future police department. He reviewed the Police Services Vision & Values Statement as well as the organizational chart for the Police Services Department. The model proposes 112 full time employees. This number may change once a director is hired and after data is collected post-employment. The Police Services Director should be hired by the end of the year. The city has purchased some police vehicles at this point. Additionally, the initial police force shall be on the street on November 16, 1996.*
*b. Review of Communication and Dispatch Options*

*… reports on the key components necessary to have a successful communication and dispatch centre such as staffing, equipment for enhanced 911, computer aided dispatch, consoles, access to records and radio frequencies. The City, at this point, has four (4) options for a dispatch centre. They are:*

*1) The City of Federal Way Dispatch Centre (our own)*

*2) City and Fire District – Fire District 39 owns and operates a center for several fire districts and has recently been awarded dispatch for the City of Normandy Park Police. Staffing would need to be increase; existing equipment needs upgrading and ongoing maintenance costs would exist. The center would handle all police calls for the City of Federal Way. This is a plus due to the fact that the dispatchers are already familiar with the Federal Way area.*

*3) Valley Communication Center*

*4) King County Dispatch Center*

*Council member Elder moved to accept the status report on Public Safety Services and direct the City Manager to proceed into the implementation phase and prepare an interlocal agreement with Fire District 39 regarding 911 dispatching/communications for the City Council approval; the motion carried.*

March 5, 1996

*Federal Way City Council - Regular Session*

*City Manager Report*

*City Manager thanked the Council for attending the swearing in ceremony for Chief Ron Wood held earlier this afternoon.*

April 17, 1996

*City of Federal Way – Civil Service Commission*

*Commission members reviewed the revisions to the draft rules and regulations which were done by City Attorney, City Manager, Public Safety Director and Consultant. Commission members decided to change rule 5.5 to read,*

> *Upon certification by a bargaining unit in the Department and subsequent labor contract being entered into between the City and such bargaining unit; in the event of a conflict between these rules and the terms and conditions of the labor contract, the labor contract shall control the employment relationship and these Rules shall have no effect.*

September 3, 1996

*Federal Way City Council - Regular Session*

*City Manager Report*

*City Manager conveyed Chief Wood has begun training the new police officers and informed Council there are now 45 sworn-staff persons on board the Police Department*.

September 17, 1996

*Federal Way City Council - Regular Session*

*City Manager Report*

*City Manager reported the Police Department began their first phase of operation, street patrol, yesterday.*

November 6, 1996

City of Federal Way – Civil Service Commission

*Chief Ron Wood gave the Commission an update on the traffic division staffing and training. The Department is almost all moved into the new offices and will have an open house as soon as the moving is complete.*

February 5, 1997

*City of Federal Way – Civil Service Commission*

*Commission members discussed inviting Chief Wood to talk about the department policies. This will be a future topic as the department is working on policies now*

## Appendix 3-5 Governance Models

The following provides examples of different approaches for contracted RCMP services

**Burnaby BC**
*Community Policing Committee*
- Councillors and community representatives

**Halifax Regional Municipality NS**
Halifax Regional Police and Halifax RCMP Detachment
*Police Commission*
- Councillors and community representatives

**City and District of North Vancouver BC**
*Joint Police Liaison Committee*
- 2 mayors
- 2 CAOs
- 2 Councillors

**City of Port Coquitlam BC**
*Protective Services Committee*
- Councillors and staff

Responsible for matters related to animal control, bear awareness, bylaw enforcement, crime prevention, emergency preparedness, fire services, RCMP operations, and vector control.

**City of Richmond BC**
*Community Safety Committee*
Police Services, Fire-Rescue, Emergency and Environmental Programs, Law, and Community Bylaws
- Chair and Vice Chair Councillors
- Three councillors

**Town of View Royal BC**
*Committee of the Whole*
- Mayor and Council
- West Shore RCMP Detachment
- Serving five municipalities and two First Nations

**Appendix 3-6 Community Safety Committee**

**City of Richmond BC**

**Law and Public Safety**

The Law and Community Safety Department brings together the City's public safety providers, along with sections responsible for legal and regulatory matters.

The Law Section is responsible for providing advice to City Council and staff regarding the City's legal rights and obligations; ensuring bylaws adopted by City Council are legally correct; preparing reviewing and implementing legal documents and contracts; and ensuring the City is represented in any court proceedings in which it is involved.

The role of the Community Bylaws Division is to either lead, assist or partner with others to ensure that the City's various bylaws are compiled with regard for the overall benefit of the community.

The City's primary community safety providers are Police (RCMP), Fire-Rescue, Emergency Programs and Community Bylaws. Community Safety Services are delivered using a partnership and team-based-model. This integrated team approach to service delivery improves direct communications and maximizes opportunities to work closely together through joint programs and services.

The Community Safety Committee of City Council is the venue where safety is able to respond directly to Council on community safety issues.

**Glossary of Terms and Definitions**

| | |
|---|---|
| Atoms | Small geographic areas used to electronically record exact locations of police incidents and crimes contained within zones |
| AUMA | Alberta Urban Municipalities Association |
| Detachment | The Red Deer RCMP City Detachment engaged as the Municipal Police Service |
| CAD | Computer Aided Dispatch |
| Calls for Service | Calls received from the public for a police response and police-initiated incidents |
| CIIDS | Computerized Integrated Information Dispatch System |
| CPIC | Canadian Police Information System |
| MPSA | Municipal Police Service Agreement |
| NORM | National Operational Resource Model |
| OCC | Operational Communication Centre |
| Police Department | Potential Red Deer Municipal Police Service |
| PPSA | Provincial Policing Service Agreement |
| PRC | Police Resources in Canada - Canadian Centre for Justice Stats., StatsCanada |
| PROS | Police Reporting and Occurrence System |
| RCMP | Royal Canadian Mounted Police, detachment or Alberta “K” Division, or national HQ |
| TALON | The Alberta Law Officer Network |
| UCR | Uniform Crime Reporting – Federal government based system of reporting crimes used by all accredited police/law enforcement agencies in Canada. . |
| Zones | Geographic areas, containing a number of atoms, determined by the Detachment for patrol deployment |

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The *Review* examined the types of services provided by a number of comparator agencies.

**Table 1a Provincial Comparators Crime Prevention Programs and Strategies**

| Demographic Information | Red Deer RCMP | Calgary Police Service | Camrose Police Service | Edmonton Police Service | Lacombe Police Service | Lethbridge Regional Police | Medicine Hat Police Service[1] | Taber Police Service | Vancouver Police Department |
|---|---|---|---|---|---|---|---|---|---|
| Population Served (2009) [2] | 92415 | 1,065,455 | 16,543 | 795,937 | 11,635 | 88,020 | 62,136 | 7,850 | 627,426 |
| Area ($Km^2$) | 70 | 746 | 44 | 684 | 18 | 92 | 112 | 16 | 114 |
| Density per km2 (2009) | 1196 | 1360 | 502 | 1067 | 638 | 130 | 509 | 518 | 5503 |
| Number of police officers authorised 2009 | 138 | 1748 | 29 inc 2 positions funded externally | 1487 | 13 | 153 | 183 | 14 + 1 CPO | Actual 1442 [3] Authorized 1,327 |
| Criminal Code Incidents per officer (2009) | 96 | | 82 | | 99 | 155 | | 97 | 90 [4] |
| Population per police officer (2009) | 670 | 604 | 570 | 535 | 895 | 575 | 340 | 550 | 435 |
| Number of officers directly assigned only to crime prevention programs | | 5 sworn officers | 1 | 6 Crime prevention | | | | | |

Note: categories without figures indicate no response. In some cases, tombstone data which were not supplied have been added from public sources

[1] Data regarding crime prevention programs and strategies not provided.
[2] Populations are based on July 1st preliminary post-censal populations for 2008 (based on the 2006 Census), Demography Division, Statistics Canada. Populations are adjusted to follow policing boundaries. Populations for 2009 are not yet available. (Dec 12th 2010)
[3] Police Resources in Canada, Statistics Canada. Increased temporary staffing levels in preparation for the February 2010 Olympics in Vancouver.
[4] Police Resources in British Columbia 2008, Ministry of Public Safety and Solicitor General (Dec 12th 2010)

**Table 1b Provincial Comparators Crime Prevention Programs and Strategies**

| Crime Prevention Programs and Strategies (*Y/N*) | Red Deer RCMP | Calgary Police Service | Camrose Police Service | Edmonton Police Service | Lacombe Police Service | Lethbridge Regional Police | Taber Police Service | Vancouver Police Department |
|---|---|---|---|---|---|---|---|---|
| Aboriginal Programs | Y | Y | N | N | N | Y | N | Y |
| Bar Watch | Y | Y | Y | Y | N | Y | N | Y |
| Block Parent | N | Y | N | Y | N | Y | N | N |
| Block Watch / Neighbourhood Watch | Y | N | Y | N | Y | Y | N | Y |
| Business Watch | Y | Y | Y | Y | Y | Y | N | Y |
| Citizens on Patrol (COP) | Y | N | N | Y | Y | N | Y | Y |
| Citizen Police Academy | N | Y | N | Y | N | N | N | Y |
| Community Safety Committees | Y (CPAC) | Y | Y | Y | Y | Y | Y | Y |
| Community-based crime prevention initiatives | Y | Y | Y | Y | Y | Y | Y | Y |
| Crime Prevention Through Environmental Design (CPTED) | Y | Y | Y | Y | Y | Y | N | Y |
| Crime-free housing programs | Y | N | N | Y | N | Y | N | Y |
| Crime Stoppers | Y | Y | Y | Y | Y | Y | Y | Y |
| DARE or Drug Education | Y | Y | Y | Y | Y | Y | N | Y |
| School Resource Officer program | Y | Y | Y | Y | Y | Y | Y | Y |
| Gangs | Y | y | Y | Y | N | Y | N | Y |
| Graffiti | Y | y | Y | Y | Y | Y | N | Y |

**Table 1c Provincial Comparators Crime Prevention Programs and Strategies**

| Crime Prevention Programs and Strategies (*Y/N*) | Red Deer RCMP | Calgary Police Service | Camrose Police Service | Edmonton Police Service | Lacombe Police Service | Lethbridge Regional Police | Taber Police Service | Vancouver Police Department |
|---|---|---|---|---|---|---|---|---|
| Youth education programs | Y | y | Y | Y | Y | Y | Y | Y |
| Youth mentoring programs | Y | Y | Y | Y | Y | Y | N | Y |
| Internet safety | Presentations at schools | Y | Y | N | Y | Y | On demand | N |
| Domestic /Family Violence intervention | Y (DRVIC) | Y | Y | Y | Y | Y | Y | Y |
| Drunk Driving | Y | Y | Y | Y | Y | Y | Y | Y |
| Fraud Prevention | Y | Y | Y | Y | Y | Y | Y | N |
| Kids & Cops Summer Camp | Cops for kids | Y | Y | N | Y | Y | Y | N |
| Loss Prevention (shoplifting) | Y | Y | Y | Y | N | Y | N | Y |
| New Immigrant programs | Y | Y | N | N | N | Y | Y | Y |
| Personal Safety | Presentations at schools | Y | Y | Y (by request) | Y | Y | Y | Y |
| Property marking | N | N | Y | N | Y | Y | N | N |
| Prostitution Awareness | Y | N | N | Y | N | Y | N | Y |
| Victims Assistance | Y | Y | Y, full time VSU | Y | Y | Y | Y | Y 24/7 |

**Table 1d Provincial Comparators Crime Prevention Programs and Strategies**

| Crime Prevention Programs and Strategies (*Y/N*) | Red Deer RCMP | Calgary Police Service | Camrose Police Service | Edmonton Police Service | Lacombe Police Service | Lethbridge Regional Police | Taber Police Service | Vancouver Police Department |
|---|---|---|---|---|---|---|---|---|
| Other programs / initiatives not included above. | Wise Owls, Senior Overcoming Abuse Resource (SOAR), bike safety, GPS monitoring of domestic violence offenders | | Community Justice, Wise Owls, bike safety, | Report a Drug House Co-Operative Policing | N | | Seniors Safety | Crime maps on website<br>Important current information disseminated through Twitter |

**Table 1e Provincial Comparators Community Peace Officer[5] Enforcement Activity**

| Enforcement Activity Y/N | Red Deer RCMP | Calgary Police Service | Camrose Police Service | Edmonton Police Service | Lacombe Police Service | Lethbridge Regional Police | Medicine Hat Police Service | Taber Police Service |
|---|---|---|---|---|---|---|---|---|
| Prov. / Federal Act enforced by Community Peace Officer employed by Police service | | N | Y, only photo radar | Y | N | | Provincial Statutes only | N |
| Bylaws enforced by Community Peace Officers employed by Police Service | | N | N | Y | N | | Y | N |
| Prov. / Federal Act enforced by Community Peace Officers employed by Municipality | CPOs enforce some provincial acts | Y | N | Y | N | | N | N |
| By-Laws enforced by Community Peace Officers employed by Municipality | Y | Y | N, Limited enforcement by 1 bylaw agent | Y | Y | | N | Y |

[5] Community Peace Officer refers to individuals designated under the *Peace Officer Act* (Alberta)

**Community Peace Officer numbers for the Calgary Police Service**

***Level 1***

Public Service Advisors – 16
Total Level 1 = 16

***Level 2***

Forensic Crime Scene Unit Assistant – 1
Forensic Technician – 2
DNA Coordinator – 1
Identification Technician – 10
AFIS Supervisor – 1
Assistant AFIS Supervisor – 1
Property Custodian - 19
Evidence & Property Supervisor – 2
Court Liaison Officer – 8
Police Information Check Unit – 4
Total Level 2 = 49

**Vancouver PD**

**Special Constables, Private Security**

**Other**
Bylaw/other enforcement etc

**Traffic Authority**
The VPD Traffic Authority positions are non-union, sworn special municipal constable appointments under the *Police Act*. Traffic Authority members have restricted peace officer status and are not police officers. They are limited to performing specific authorized duties, primarily directing traffic. [6]

**Street Ambassadors** [7]
The goal of the program is to address "quality of life" issues such as panhandling, litter, theft, illegal vending, and graffiti, with the understanding that these issues not only affect the general quality of life in the downtown area but also the overall crime rates.
The Downtown Ambassadors® Program Team is comprised of 27 Ambassadors who are trained to provide hospitality assistance and crime prevention services to the DVBIA area. The Ambassadors now patrol almost all of the Downtown area by foot and bike, Monday to Friday from 7:00 am to 10:30 pm and on Saturdays and Sundays from 9:00 am to 10:30 pm. The program is co-managed by the Genesis Security Group and the DVBIA. The DVBIA is responsible for supervision of policy and procedures, and monitoring of crime issues through its Crime Prevention Services, while Genesis Security is responsible for hiring, security protocols, training and development, and managing the security personnel. [8]

**Downtown Business Improvement Association (DBIA) – Crime Prevention Programs** [9]
The police department facilitates Operation Cooperation including participating in the following DBIA crime prevention programs

- Downtown Ambassadors
- Loss Prevention Team
- Crime Prevention Services

[6] VPD website Dec 12th 2010
[7] Genesis Security Group website Dec 12th 2010
[8] In British Columbia, businesses and individuals (workers) offering security services must hold a valid security licence as per the terms of the Security Services Act (2007). Ministry of Public Safety and Solicitor General
[9] Ambassadors are security licensed and the DBIA security program reports the Loss Prevention Teams making approx' 632 arrests in 2009 (118 of them as part of Operation Cooperation with the police and 32 were identifying people wanted on warrants from the VPD fresh warrants web site), In 2009 Ambassadors responded to about 12,500 incidents of disorder and required police assistance 51 times. They also met with businesses over 23,000 times and performed over 50,000 parkade patrols.