



Response to Safer for All Task Force Report

Edmonton Police Commission
April 2022

Contents

Overview	4
EPS' Commitment to Action.....	4
Strategic Plan	5
14 Task Force Recommendations	6
Send the most appropriate responders.....	6
Modernize the way people respond.....	6
Build and Sustain Trust	6
Demand for Police.....	6
Let's talk about the money	6
Recommendation 1 – Integrated Call Evaluation & Dispatch.....	7
1.1 Make the dispatch model independent from police.	8
1.2 Make the shift before the end of 2021.....	9
1.3 Calls must be handled with empathy and compassion.	10
1.4 Individuals who receive the calls must have training in unconscious bias, inclusive language, cultural awareness, and dealing with persons in crisis.	11
1.5 Regular auditing of calls needs to be undertaken.	11
1.6 Embed mental health professionals	12
Recommendation 2 – Crisis Diversion / Alternative Policing Teams	13
2.1 Dedicate a portion of EPS' existing funding to pursuing more initiatives through its Community Safety and Well-being Bureau.	14
2.2 Provide funding to expand community-led alternatives not led by EPS.	16
2.3 Review city-funded social service agencies	16
Recommendation 3 – Recruitment and Training.....	18
3.1 Systematic, strategic, ongoing professional development programs must be put in place for police, peace and bylaw officers, to build cultures of inclusion that are robust and lasting.....	21
3.2 Periodically evaluate whether the training is having an impact and adjust as needed.	23
3.3 Training should be developed and delivered in partnership with the community.	24
3.4 Deliver these training programs to EPS leadership, police officers and civilian staff, as well as peace officers and bylaw officers.....	25
3.5 Deliver this training to members of Edmonton City Council and the Edmonton Police Commission.	26
3.6 Review and adjust recruitment processes to support inclusive, anti-racist cultures.....	26
Recommendation 4 – Use of Force.....	29
4.1 Conduct research into ways of preventing unnecessary use of force.....	29

4.2 Research and efforts should apply to police, peace and bylaw officers.....	29
Recommendation 5 – Collective Bargaining	31
5.1 Address problematic provisions in upcoming bargaining with EPA	32
5.2 Address problematic provisions in future bargaining with other organizations	32
5.3 Apply a GBA+ lens to collective agreements	32
Recommendation 6 – Regulatory College.....	33
6.1 Provide funding to study the implementation of a regulatory college for policing	33
6.2 Advocate to the GOA for the implementation of the concept.....	33
Recommendation 7 – EPC to fully exercise authority.....	34
7.1 Direct the Edmonton Police Commission develop policies that address the community’s expectations for inclusive and anti-racist policing.	35
7.2 Direct the Edmonton Police Commission to maximize its authorities in respect of funding and oversight to drive inclusive and anti-racist policing.	36
Recommendation 8 – EPC members	39
8.1 Amend Bylaw 14040 to expand the number of members of the EPC to 12 and then recruit to the full complement.....	39
8.2 Incorporate the perspectives of those with lived experience, and those with firsthand experience working with vulnerable and racialized communities.....	39
8.3 Have no less than four members of the Commission be individuals who represent community organizations.	39
8.4 Change the EPC recruitment process to be more inclusive.....	39
8.5 Add greater transparency to the Commission recruitment process.	39
8.6 Members of the Commission who are elected officials or City employee members must be non-voting.	40
Recommendation 9 – Oversight of Peace & Bylaw Officers.....	41
9.1 Establish a civilian oversight body for peace and bylaw officers, similar to the police commission	42
9.2 Incorporate the perspectives of those with lived experience, and those with firsthand experience working with vulnerable and racialized communities on the new civilian oversight body.....	42
Recommendation 10 – Public Complaints Process.....	43
10.1 Bring more transparency to the EPS complaints process.....	44
10.2 Bring more transparency to the complaints process for peace and bylaw officers	45
10.3 Ensure Professional Standards personnel at both EPS and the City of Edmonton are highly trained in inclusive and anti-racist policing.....	45
10.4 Treat all complaints involving racism or systemic racism as serious complaints.	45
Recommendation 11 – Metrics & Data	46
Goal 1 - Balance Support and Enforcement.....	46
Goal 2 – Partner and Advocate	46
Goal 3 – Innovate and Advance	47
Goal 4 – Grow Diverse Talents.....	47

11.1 Mandate the collection of race-based data.....	50
11.2 Enact performance metrics that measure whether things are getting better	50
11.3 Establish a Community Safety Metric to grade policing effectiveness and trust	50
11.4 Create a publicly accessible dashboard that reports progress on implementing our Task Force’s recommendations.....	51
Recommendation 12 – Policies & Standards.....	52
12.1 Use an inclusive and anti-racism lens when establishing bylaws, policies and procedures.....	52
12.2 Eliminate bylaw provisions that result in nonsense ticketing.....	52
12.3 Use municipal licenses, permits, service contracts, funding agreements and other instruments to drive inclusive and anti-racist behaviours.	52
12.4 Enact standards for emergency shelters.	52
12.5 Ensure the new emergency shelter standards require dignified treatment	52
Recommendation 13 – Washrooms & Shelters.....	53
13.1 Invest in gender-neutral, barrier-free public washrooms.	53
13.2 Invest in shelter space for First Nations, Métis and Inuit peoples	53
Recommendation 14.....	54
14.1 Freeze the current level of funding to EPS until alignment with comparable cities is achieved....	54
14.2 Tie a portion of funding to performance expectations.....	54
14.3 Take the additional funding that would have gone to EPS under the previous funding formula, and use it to refund the community. Freezing EPS funding at the 2021 level creates opportunity to make investments in other urgent areas. Under the most recent EPS funding formula used by Edmonton City Council, additional funding on the order of \$260 million would have been provided to EPS over the next five years. This money should be refunded and invested in the community to make certain health and social services available on a 24/7 basis.	55
References	56

Overview

The Edmonton Police Commission (EPC) and the Edmonton Police Service (EPS) are committed to make a real difference in the lives of racialized, vulnerable and marginalized populations. They recognize that they must foster confidence, trust and understanding.

The EPC and EPS agree with the intention of certain Task Force recommendations, some of which were actioned prior to the report or were in the process of being implemented during the development of the report and the EPS' public engagement (Commitment to Action). However, it is essential to note that there are several recommendations in the report beyond the purview of the EPC, EPS or the City of Edmonton due to legislated mandates and restrictions. EPC has a fundamental mandate to ensure the principles of police accountability, public governance and police independence are respected when advancing a change agenda designed to enhance community safety and inclusivity.

Upon review of the Community Safety and Wellbeing Task Force's Safer for All report (the report), it was noted that there are 14 areas of overarching recommendations with a total of 50 associated sub recommendations. Of those, 24 sub recommendations are outside the purview of the EPC or the EPS but are noted in this response.

EPS' Commitment to Action

The EPS pivoted its public engagement work to the Commitment to Action in September 2020 to engage with the city's Black, Indigenous, racialized and underserved communities through extensive conversations, in safe spaces, towards identifying required changes to improve policing and reimagine community safety and well-being.

Stakeholder groups were identified that represented a diverse and intersectional collection of Edmontonians. A total of 64 sessions were hosted with 616 individuals participating in live sessions, including 4700 visitors to the Commitment to Action website.

In November 2021, a Community Feedback Report was released outlining what was heard from the community during the Commitment to Action¹ (commitmenttoaction.ca) which was followed by an Implementation Plan² in March 2022. The Implementation Plan details actions that are underway or will be implemented to reflect the feedback heard from the community during engagement. As a result of the Commitment to Action the community identified six priorities:

1. Relationship building,
2. Partnership development,
3. Training and professional development,
4. Communication and transparency,
5. Innovation, and
6. Community engagement.

Strategic Plan

As outlined in EPS' Strategic Plan³, the EPS established goals to: balance support and enforcement, partner and advocate, innovate and advance, and to grow diverse talents. Each goal includes a corresponding set of outcomes.

Additionally, in EPS' Human Resource Strategy (2021 – 2024) the EPS recognizes that due to ever-changing public perceptions it is a priority to evolve its culture and foster positive change for employees, which positively impacts the services delivered to communities and stakeholders.

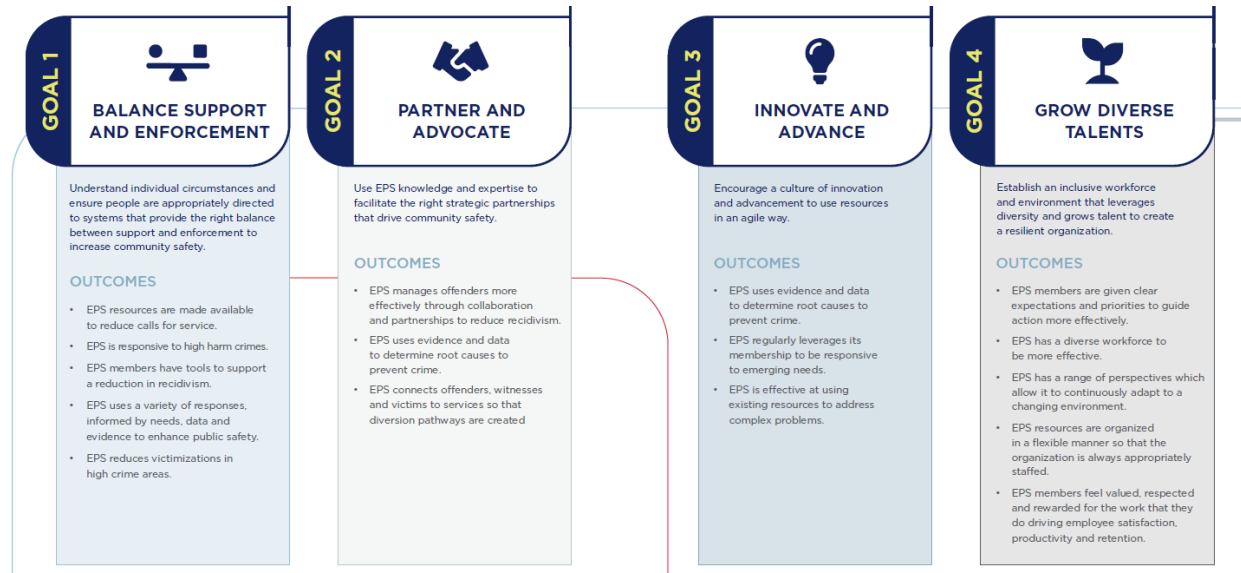


Figure 1. EPS 2020-2022 Strategic Plan goals and outcomes

14 Task Force Recommendations

Send the most appropriate responders

1. Move to an independent integrated call evaluation and dispatch model, with representation from EPS, EMS, EFRS, Community Standards and Neighbourhoods, mental health services, crisis diversion and key social service partners.

Modernize the way people respond

2. Expand the number and use of crisis diversion and alternative policing teams.
3. Enhance recruitment and training to build diverse, inclusive, anti-racist organizational cultures.
4. Examine and pursue ways of preventing the unnecessary use of force by police, peace and bylaw officers.
5. Identify how Collective Agreements are contributing to systemic bias and work to address these challenges.
6. Professionalize policing through the creation of a new regulatory college for police and peace officers.

Build and Sustain Trust

7. Expect and instruct the Edmonton Police Commission to fully exercise its authority to provide strong guidance and oversight to EPS, in order to drive inclusivity and anti-racism in policing.
8. Change the composition and recruitment of the Edmonton Police Commission to more comprehensively reflect the community.
9. Establish mechanisms to provide community direction to peace and bylaw officers employed by the City of Edmonton.
10. Bring more transparency and independence to public complaints processes.
11. Implement measurement and reporting to drive change and encourage ongoing improvements.
12. Enact policies and standards that place focus on proactively and effectively providing support to disadvantaged Edmontonians.

Demand for Police

13. Invest in urgently needed priorities for community safety.

Let's talk about the money

14. Bring police funding into line with comparable cities and tie a portion of funding to specific performance.

Recommendation 1 – Integrated Call Evaluation & Dispatch

Move to an independent integrated call evaluation and dispatch model, with representation from EPS, EMS, EFRS, Community Standards and Neighbourhoods, mental health services, crisis diversion and key social service partners.

The EPS is developing an integrated joint dispatch model and was the first agency within Edmonton's social safety ecosystem to make this recommendation. This is supported by the EPC and was previously actioned prior to the Task Force's recommendations. The City of Edmonton, EPS and partner agencies are working towards a joint dispatch centre to coordinate across multiple business responsibilities. It considers eight components: the needs/abilities of each partner; risk, risk ownership and mitigation; viable delivery options; financial impact and options; governance; parameters for measuring success; the transformational readiness of partners and possible implementation steps.

During the Commitment to Action engagement sessions, participants expressed confusion in knowing who or when to call 911, police non-emergency, 24/7 Crisis Diversion (211) or City of Edmonton (311). In a previous City Council report (CS00477) to the Community and Public Services Committee, a business case was presented about an Integrated Call Evaluation and Dispatch (ICED) framework with actionable steps that will move the city toward an integrated response to requests for services related to mental health, addictions and social issues.

In many cases, police are called by other emergency services and community/social service providers to ensure the safety of their responders. In 2021, there was an increase of 16% of Assist EMS calls for service from 3222 to 3724. It is important to note that some partner agencies have staging protocols that govern their engagement in certain circumstances until police have investigated and the situation is deemed safe; it is after this determination that the partner agencies will engage. As well, it cannot be assumed that calls for service that relate to health and social services are independent of public or individual safety issues.

It is common for initial calls for assistance to be emotionally charged and evolving with little, fragmented, or incomplete information being shared. **A call for service is classified as a social disorder call after the incident is resolved and the situation is fully known.** It is also characteristic for information to be received from multiple sources. Because of the unknowns and the potential volatility of these situations, a police officer first response may be required. As a result, escalation in risks and violence must be continually assessed by both the dispatch centre and the police officers involved. As well, police officers are prepared with the equipment, training and have the necessary authorities under legislation including (but not limited to) the *Mental Health Act* and the Criminal Code of Canada that other interagency partners do not have.⁴ (Refer to City Council Report CR_8437)

The EPS measures:

- Calls for Service
- Calls for Service dispatched to EPS
- Calls for Service dispatched by initial priority
- Calls for Service dispatched by final priority
- Calls for Service moved to Investigations / Review

Sub Recommendations

1.1 Make the dispatch model independent from police.

Independence from police is not supported by the Commission or police service as it assumes dispatch models independent from police are more effective and efficient. It does not have to be an either-or situation between better services and independence from police. This can be addressed through governance and following best practices. It must proceed with the participation and integration of all the agencies outlined in City Council report (CS00477). Even if police are not the only, or the best, responding agency, the police will sometimes be the necessary responding agency in many cases given the explicit request for their presence from other service agencies. In 2021, EPS responded to 6488 calls for service to assist other agencies (EMS, EFRS, etc), a 12% increase from the year prior.

The 911 and non-emergency call intake and evaluation process is best aligned with the EPS because police response can be required due to caller identified public safety concerns. The ICED, as mentioned previously, will result in a model whereby public health and social agencies work in partnership with the EPS in a coordinated response to ensure the best possible public safety outcome and safety of all responding agency members. A call to 911 is triaged to determine if it should be forwarded to police, fire or ambulance. When the call is forwarded to or made to the police, the call is evaluated to determine if the call should be dispatched for a police response. Most public safety calls made to 911 will involve a police presence; however, it is important to note that the dispatch model is primarily staffed by civilians, not police officers.

Administration, EPS, Edmonton Fire Rescue Services (EFRS), Alberta Health Services and key community partners (Reach Edmonton, Boyle Street Community Services and the Canadian Mental Health Association) worked with consultants in 2021 to develop an innovative, actionable business case (ICED) which leverages integration at the time of call evaluation and dispatch to enhance services to the public. The proposed model can accelerate the operationalization of all stakeholders' vision and quickly improve the effectiveness of service delivery. Approaches to address cost efficiency such as physical co-location still need to be explored. This report was presented to Council on July 5, 2021.

Three EPS Emergency Communications Officers (ECOs) received an “Award of Merit” in October for their efforts in saving the life of a four-year-old child. A 911 call was received that people could be heard screaming; it was learned that a child had become entangled in the cord from a window blind and was unconscious. The supervisor and the dispatcher both had EPS patrol members continue to respond to the call **even though police attendance was not required**. Patrol members attended the location and immediately performed CPR on the child for over three minutes until EMS arrived. The Emergency Room physician indicated that this child would have died had CPR not been immediately performed. The combined efforts of these ECOs and the patrol members saved this child’s life. This life saving action would not have been possible had the Emergency Communications Centre members not made the decision to have patrol members continue to respond to the call.

1.2 Make the shift before the end of 2021

The action items in the ICED model are associated with target milestones that can be accomplished over three years (2021-2023). As mentioned above, the business case was provided to City Council in 2021 (refer to City Council report CR_8440). Currently EPS is supporting the creation of a business case and operating model from existing resources. The implementation of the new governance model will require dedicated resources in the future as well.

The EPC and EPS agree that time is of the essence in implementation due to the redundancy in call evaluation and dispatch. As noted in the City Council report, the figure below displays an overview of organizations of Edmonton’s current call evaluation and dispatch.

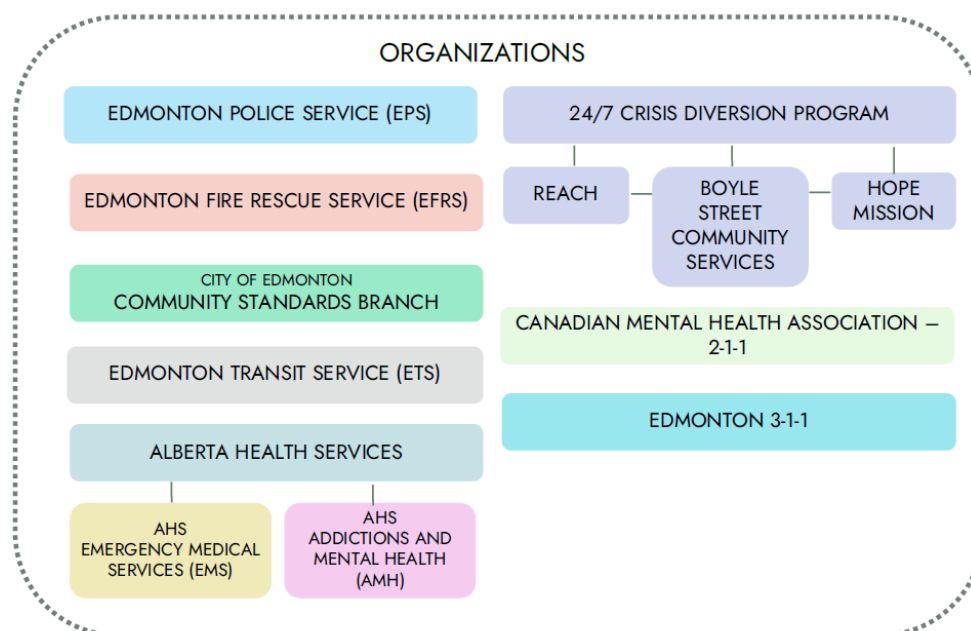


Figure 2. Organizations in Edmonton's current call evaluation and dispatch

1.3 Calls must be handled with empathy and compassion.

The EPC and EPS agree handling calls with empathy and compassion is extremely important. These are skills currently emphasized in training to police employees. This training is regularly reviewed, and the EPC and EPS will continue to ensure this material reflects the latest and most relevant learnings and practices in the Emergency Communications and Operations Management Branch (ECOMB). This consideration will continue in the development of ICED. Customer service theories are applied to all theoretical and practical training, and trainees receive ongoing feedback throughout their training.

The 911 training requires 40 hours of classroom and 40 hours of operational training while directly supervised. Within this training, prohibited behaviours are outlined, including:

- Questioning the integrity of the caller
- Yelling at the caller
- Using derogatory, profane, offensive, hostile, demeaning or discriminatory language or tone
- Showing disdain or disrespect for the caller
- Using threats or any statement that carries the same or similar meaning
- Making any sound that may be interpreted as offensive or derogatory
- Reprimanding the caller, patient, victim or family for any of their actions

The 911 training also trains the customer service standards of:

- Calming techniques
- Displaying a service attitude
- Appropriate volume and tone
- Displaying compassion
- Avoiding gaps
- Providing reassurance
- Avoiding creating uncontrollable expectations

After the above training is completed, call evaluators engage in 140 hours of classroom training and 6.5 weeks of operational training while being directly supervised by a trainer. Topics included in this additional training are:

- Criteria for events requiring dispatch
- Event prioritization
- Emergency Police Dispatch through the International Academy of Emergency Dispatch (IAED)
 - Overcoming communication challenges (strategies for elderly callers, child callers, mental health issues, language barriers, emotional callers)
 - Caller in danger situations
 - Specific incident protocols
- Bias Awareness for ECOMB (online module)
- Customer Service (through Canadian Police Knowledge Network)
- Mental Health and Wellness
- Reintegration
- Active listening - includes de-escalation training for callers who are experiencing mental health or other types of crisis situations (facilitated by crisis negotiators)
- Bias awareness (facilitated by the Equity and Inclusion Coordinator)
- Understanding the 2SLGBTQ+ Community

Further, a call dispatcher receives 50 hours of pre-course training and 76 hours of direct instruction where professional communication is again reiterated and trained.

The EPS Emergency Communications Officer training program is being redeveloped to improve efficiencies in training in all areas, including customer service. Factors such as language barriers, calls for service related to vulnerable communities and mental health will be incorporated into scenario-based training. Specific training will also occur in relation to responding to callers contemplating suicide.

In the fall of 2021, two surveys were conducted of communication centres in Canada, including one of Calgary's independent communication centre. Both surveys indicated that EPS is consistent with all other agencies in relation to the training provided.

The EPS measures:

- Training hours
- Customer Satisfaction
- Employee Engagement
- Percentage of calls audited
- Grade on compliance reports
- Recontact post-referral

1.4 Individuals who receive the calls must have training in unconscious bias, inclusive language, cultural awareness, and dealing with persons in crisis.

This training is currently delivered to police employees, including individuals who receive the calls as it is a critical element for treating people with understanding and empathy. Also, this training is overseen by both EPS and EPC. The EPS reviews training offered to police employees and will continue to ensure this material reflects the latest and most relevant practices. This will continue in the ICED model. Currently, all onboarded Emergency Communication Officers receive dedicated diversity training, and all EPS employees receive training in unconscious bias.

In 2021, the EPS created an Inclusive Language Guide that is available to all employees and it is being incorporated into upcoming training.

1.5 Regular auditing of calls needs to be undertaken.

This is completed and was a requirement prior to the report. The Alberta Emergency Management Agency (AEMA) is responsible for the creation of Provincial 911 Standards. The current *Alberta 9-1-1 Standards* do not specify the number of 911 audits that need to be performed on an annual basis; however, each Primary Safety Answering Point (PSAP) has developed its own quality assurance plan that is approved by the AEMA⁵. The audit plan approved by the AEMA for the EPS is for 0.15% of 911 calls received annually to be audited.

In 2021, the EPS audited 7729 out of a total of 447,174 911 calls received which equates to 1.6% of the total 911 calls received and 11 times the amount required. A new quality assurance process is presently being developed that will be in place by the end of 2022.

Did you know?

The *Alberta 9-1-1 Standards* mandates a written quality assurance plan, an annual internal audit, an annual Standards Compliance Report, and a site visit every two years.

1.6 Embed mental health professionals

With the ICED model the EPS will be a primary partner with Canada Mental Health (211 and Crisis Diversion) as a primary partner. The scope of the work for the ICED model is to develop a system that addresses requests for service with addiction, mental health or social services component, while encompassing call intake, triage and dispatch. Within the ICED model, one key element is the information sharing for mental health to ensure critical information is exchanged.

In the development of the ICED model business case, internal and external primary stakeholders were consulted which included the City of Edmonton (Fire Rescue Services, Community Standards and Neighbourhoods, Edmonton Transit), Edmonton Police Service, Alberta Health Services (Addictions and Mental Health, and Emergency Medical Services), Reach Edmonton, Boyle Street Community Services and the Canadian Mental Health Association. The participating primary stakeholders are supportive of moving forward with efforts to strengthen the Edmonton ICED model.

The outcomes of a successful ICED would provide Edmontonians with a consistent service delivery model throughout the day, seven days a week. It would enable a reduction in repeat calls for emergency services from individuals with complex addictions and mental health needs and connect them with the right resources leading to better care and a quality of life.

The EPC and the EPS strongly feel the implementation of the ICED model will address the spirit and intent of recommendation one by the Task Force on the principles of compassion, professionalism, better assignment of resources, and enhanced outcomes for all Edmontonian.

This is an opportunity to increase efficiency toward appropriate governance while finding economic efficiencies that lead to better outcomes.

Recommendation 2 – Crisis Diversion / Alternative Policing Teams

Expand the number and use of crisis diversion and alternative policing teams

This recommendation is aligned with Commitment to Action priority of partnership development, which recommended that EPS focuses on building partnerships with social service agencies and cultural organizations towards shared goals such as community safety. Community members expressed desire for greater use of alternative responders such as social workers and mental health practitioners. These alternative response models would be particularly beneficial if the individual/family involved in a situation has had previous negative experiences with police. The use of alternative responders is an opportunity for greater formal collaboration between the EPS and organizations serving vulnerable, at-risk, or marginalized community members.

Approaches similar to EPS' Police and Crisis Team (PACT), Human-centred Engagement and Liaison Partnership (HELP) and *DIVERSIONfirst* with social service agency partnership were suggested by the community.

Other suggestions for responding to incidents of social disorder, crime prevention and community safety initiatives included:

- Expand capacity of 211 Crisis Diversion
- Expand the formal use of social agencies for lower-risk crisis responses
- Establish more teams such as Police and Crisis Team (PACT) and Human-centred Engagement and Liaison Partnership (HELP), with additional social agencies as partners
- Service providers in communities could work with the EPS on initiatives that address mental health issues or concerns around domestic violence
- Community groups could also undertake formal initiatives with the EPS aimed at preventing crime and promoting community safety

The EPS measures:

- Referrals
 - HELP
 - Crime and Trauma Support Services (CTSS)
 - Youth
- Community Treatment Orders
- Disposition – Diverted
- Recontact post referral / program participation
 - Frequency of recontact
 - Severity of recontact

Sub Recommendations

2.1 Dedicate a portion of EPS' existing funding to pursuing more initiatives through its Community Safety and Well-being Bureau.

Prior to the Task Force recommendation, the EPS conducted an organization review called Vision 2020 that restructured existing resources to better manage service demands by rebalancing traditional enforcement services with additional social supports. In 2019, the EPS invested over \$28 million into specialized programs within the Community Safety and Well Being Bureau designed to divert individuals from the justice system. As of 2021, that number grew to \$37 million.

A national first, the Community Safety and Well Being Bureau moves people away from the criminal justice system toward community agencies that provide addictions, mental health, or other supports required to help break the cycle of recidivism. Several initiatives have been implemented in this area, as they provide invaluable support to front line officers when dealing with Edmonton's vulnerable and at-risk community members. Some of the specialized programs include the Human-centred Engagement and Liaison Partnership (HELP) Teams, DIVERSIONfirst, Police and Crisis Team (PACT) and the Community Assertive Services team (a collaborative outreach team between EPS and Alberta Health Services for youth experiencing complex mental health issues).

As programs and projects produce outcomes that reduce social disorder both EPC and EPS will examine further financial investments depending on budget availability. New initiatives and partners continue to be explored.

Based on a one-year evaluation in 2021, there was a **56 per cent reduction in disorder** indicator violations of the highest intensity clients involved in the HELP program. The EPS has received very positive feedback from community members on the program.

Overview of 2021 HELP referrals



As of December 31, 2021, HELP documented **889 referrals**. HELP documented more referrals during the first half of the year than the latter half.



Over 70% of referrals originated from **EPS patrol members**; 22% from Downtown Patrol alone. This excludes divisional beat and investigative teams.



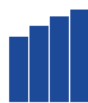
On average, HELP files are "active" for **2 months**. Those with chronologies remain longer (4.3 months) than those without (1 month).



Housing-related assistance (411) was the most frequently indicated need, followed distantly by addictions (189) and mental health (106) supports.



Persons referred to HELP generated **4450 police-reported occurrences** and **4100 disorder indicator violations** during the 9 months prior to their referral.



ESPC reports an upward trend in the number of homeless persons in Edmonton during past 2 years. **2829 homeless persons in Edmonton**, as of 2021 Q4.

Figure 3. Overview of 2021 HELP referrals

Comments from community members

"HELP is the best thing to support the community with the legal system... There's no need for police to misunderstand situations when HELP are available"

"HELP gives people hope. Makes you feel like there's something positive at the end of the tunnel"

"every time I call with a question, they give me information and really help me out"

"I wouldn't be where I am at without it"

"I am so thankful and appreciative... It was totally unexpected and I am overwhelmed by the support that I have received"

"The team were awesome and so supportive... I appreciated them so much."

"[My team] were very easy to talk to, relatable, and very nice people."

"Thank you a lot for all of the help."

Figure 4. Feedback on HELP from community members

2.2 Provide funding to expand community-led alternatives not led by EPS.

2.3 Review city-funded social service agencies

The EPS and EPC support the expansion of community-led alternatives and a review of city-funded social service agencies and believe all agencies participating in community safety should have common measurements, goals and outcomes. Only through implementing a common human-centric centered approach can different programs and agencies achieve success in improving community safety and wellbeing.

EPS collaborated with Dr. Alina Turner of Helpseeker in response to City Council's motion in 2020 to conduct an in-depth analysis of all monies spent in the human services/social safety net ecosystem to leverage all expenditures into better system outcomes. The findings within Helpseeker's research identifies \$7.5 billion in funding to Edmonton in one year (2019) reinforcing the need to re-examine what our collective approach should be in supporting social programs.

The \$7.5 billion included the following breakdown:

1. \$6.1B invested in Edmonton charities in 2018; of this, \$2.1B (34%) went to community & social services charities. This figure does not include public health or education entities (hospitals, schools, colleges).
2. In total, 2,033 entities (inclusive of charities, non-profits, and other types of organizations) were identified through systems mapping in Edmonton providing about 12,900 service elements in the city. Financial information for a total of \$3.2B could be traced to 460 entities -- 23% of these were mapped. The balance remains unknown.
3. \$298M in public and private foundations was identified for 2018. Of the total, \$10M was from the government -- including \$4M from municipal sources. A total of 53% flowed through to qualified donees.
4. Using public health spending data from 2019, a further \$1.3-\$1.5B/year was estimated to be spent on addictions and mental health services in Edmonton.
5. First responders' 2020 budgets totaled \$782M; this includes the full budgets of EPS, Fire, and EMS in Edmonton.
6. About \$3B comes in the form of direct government cash transfers to individuals in Edmonton based on Census 2016 data -- such as social assistance, low income, unemployment, disability, or seniors' financial supports.

KEY FINDINGS

\$6.1B in revenues to Edmonton charities

according to CRA in 2018



HELPSSEEKER'S SOCIAL SERVICE SYSTEMS MAP TRACED

\$3.2B of the **\$6.1B** in charity revenues



**TO FRONTLINE SERVICES
VISIBLE TO END USERS IN EDMONTON**



\$468M

AB
GRANTS

\$73M

CANADA
GRANTS

\$16M

CITY
INVESTMENTS

Of the total,
\$2.1B went to charities working on
Community & Social Service activities

\$1.1B went to charities that support work to
intervene/ prevent social issues related to
homelessness, addiction, mental health & poverty

Figure 5. Key findings of Helpseeker's analysis



CLOSER LOOK AT CHARITIES

Of the \$6.1B, about **\$1.1B** went to charities that support work to intervene/ prevent social issues related to homelessness, poverty, addiction, mental health **excluding** public institutions responsible for health (hospitals).

2018 Edmonton Charity Revenues w/ Relevance to Homelessness, Mental Health, Addictions - excluding public health



Figure 6. funding provided to charities

Recommendation 3 – Recruitment and Training

Enhance recruitment and training to build diverse, inclusive, anti-racist organizational cultures.

The EPS is committed to an inclusive workforce and environment that leverages diversity and grows talent to create a resilient organization, and it recognizes that professionalism starts at the onset of reviewing a police officer's suitability for the career. Training an officer to appreciate the EPS' Reasonable Officer Response model and how to respond to a call for service objectively begins when officers are first hired. There is an extensive interview, with a polygraph examination and background process examining the applicant's integrity, communication ability and critical decision-making skills.

A mandatory electronic learning module, "Managing Unconscious Bias" is currently being delivered to all employees and will be offered to other Canadian law enforcement agencies through the Canadian Police Knowledge Network. This introductory module was developed to assist police in better understanding and interrupting the cycle of bias and its implications in law enforcement. It discusses topics such as types of unconscious biases, stereotypes, consequences of bias, prejudice, systemic discrimination and discrimination. The content was reviewed by representatives of marginalized, underserved communities and academia and is one of the first steps in creating an anti-discrimination series intended to promote understanding of equity and inclusion within the EPS.

EPS is developing curriculum focused on trauma and the refugee experience, the 2SLGBTQ+ community and Eagle Feather Affirmations. Other initiatives include the Inclusive Language Guide, internal interpreter and translator training, and an upcoming module on investigating hate crimes.

The EPS has begun partnering with stakeholders to provide new recruits with Community Experiential Learning Shifts to gain experience and understanding working with community members. Recruits were placed in eight community agencies and feedback mechanisms were built into the process. This program has already received positive feedback from the community groups and the recruits.

AS ONE RECRUIT SAID AFTER THE EXPERIENTIAL LEARNING SHIFTS, "FOR ME I FOUND THE EXPOSURE INVALUABLE. I FEEL I HAVE A MUCH STRONGER GRASP OF THE PROGRAMS OFFERED..., THE COMMUNITY THEY SERVE, AND SOME OF THE POLICE APPLICATIONS."

The EPS' Commitment to Action highlights the importance of training. Under the priority of training and professional development it was recommended that EPS ensures police officer skill sets are robust and include empathy, critical thinking, cultural competence and are trauma informed. Building cultural knowledge across the EPS is helpful in improving interactions between police and communities. Acquiring a better understanding of worldviews and perspectives from racialized communities leads to fewer misunderstandings and reduces the risk of situations escalating.

To improve police officer competencies when interacting with an increasingly diverse population, the following training was suggested:

- Trauma-informed practice
- Cultural competency/awareness
- Understanding of mental health issues
- Understanding issues around disabilities

This recommendation also aligns with the partnership development priority in the Commitment to Action that suggests EPS partners with social and cultural organization to explore/deliver co-training opportunities such as trauma-informed practices and to work with racialized communities to help build cultural competencies in officers. Recruitment was an area identified in the Commitment to Action BIPOC engagement. Bias awareness, diversity and lived-experiences need to be considered within the recruitment process.

In 2020, mandatory online workplace harassment training was delivered to all employees. The training was designed to identify the individual and organizational responsibilities for contributing to a respectful, inclusive, and harassment-free workplace, and identify options for resolving harassment concerns.

Gender Based Analysis (GBA+) training has been rebranded in the EPS as Modern Policing Analysis. It is a tool used to assess how diverse groups of people may experience service provisions and be differently impacted by policies, programs, and initiatives across the EPS. It identifies ways to reduce and prevent inequities in policing services which promotes equitable outcomes for all through practicality, pragmatism and accessibility.

The EPS is not solely relying on training to improve their professionalism and address concerns that some citizens are intimidated by their presence. Community engagement activities are occurring across the organization to provide opportunities for officers to learn and engage with the community, such as the Police and Community Engagement (PACE) Team. PACE strategically selects community engagement invitations, with priority given to culturally-diverse communities which are often under-represented in their proactive engagement with the EPS. This helps to foster relationships and trust to help work with citizens to build safer neighbourhoods.

To ensure that EPS training opportunities are as relevant as possible, the Training Advisory Committee (TAC) has been re-enacted. The goal of TAC is to provide strategic guidance for training and development, and to prioritize the development of future training based on EPS needs. This committee ensures that all training opportunities are necessary, prioritized, relevant, current, resource efficient, evidence-based and inclusive. A needs assessment has been initiated to determine what gaps remain on addressing issues of systemic discrimination and bias, not only as it impacts communities, but also members within the police service.

The EPS recognizes that it cannot simply rely on its diversity if it does not have inclusion. The EPS is making active strides to improve its inclusivity by supporting employee resource groups, such as 2SLGBTQ+, Women in Policing and Racial Equity. In 2021, the EPS reviewed the RCMP Broken Dreams Broken Lives gender-based class action lawsuit report to identify which recommendations should be implemented in the EPS. This work is ongoing.

The Chief's Equity, Diversity, and Inclusion Committee was established to provide an avenue of two-way communication for underrepresented groups, including persons with disabilities, and their allies with the Executive Leadership. This committee is senior leadership's commitment to support a culture of equity and inclusion in our organization by addressing systemic barriers within the EPS, particularly those experienced by members of underrepresented and disadvantaged groups. Their mandate includes supporting policies, procedures and initiatives related to creating an equitable and inclusive environment for all employees, both civilian and sworn, at any rank.

The EPS measures:

- Attrition rate
 - Sworn
 - Civilian
- Proportion of sworn:civilian
- Total Recruit applications
 - Recruits who self-identify as women
 - Recruits who self-identify as indigenous
 - Recruits who self-identify as racialized
- Time to fill vacant roles
- Diversity in senior ranks
 - Individuals in senior ranks who self-identify as women
 - Individuals in senior ranks who self-identify as indigenous
 - Individuals in senior ranks who self-identify as racialized

Sub Recommendations

3.1 Systematic, strategic, ongoing professional development programs must be put in place for police, peace and bylaw officers, to build cultures of inclusion that are robust and lasting.

The Commission wants to assure the public that ongoing professional development programs have been, and are, in place to build cultures of inclusion that are robust and lasting. The Commission is committed to working with the EPS to ensure the principles of evolving training as society changes remains a core part of curriculum development and design.

Chief McFee was one of the first police leaders in Canada to acknowledge systemic racism in policing and that the profession as a whole must do better. The EPS continues to address these issues through internal communication, recruit training, and other training initiatives that both educates employees and initiates changes.

The EPS recognizes that training and education are essential to providing equitable and efficient policing to the citizens of Edmonton. Effective supervision, training and education set the culture of the organization by introducing and reinforcing expected behaviour, aiding in risk management, enhancing the organization and improving individual adaptability. Training must be agile and flexible, and must occur throughout an officer's career, not just in recruit training.

On average, patrol officers are provided with four training days per year to cover a multitude of topics, including changes in legislation, tactics and operating procedures. In addition to training days, the EPS continually educates its officers through Law Letters, Service Directives, training videos, internal EPS intranet, etc. The EPS is actively and continually providing training to improve the performance and professionalism of its members.

A mandatory electronic learning module, "Managing Unconscious Bias" is delivered to all EPS employees. The content was reviewed by representatives of marginalized and underserved communities and is one of the first steps in creating an anti-discrimination series intended to promote understanding of equity and inclusion within the EPS. An additional module on managing unconscious bias has been introduced and included in the curriculum to both EPS recruits and ECOMB. The Task Force's recommendation highlights the efforts EPS is making.

Recruits undergo Community Policing training that includes education on trauma-informed policing and victim-offender overlap including case studies of Indigenous, 2SLGBTQ+, newcomer trauma, Adverse Childhood Experiences (ACE) and cultural safety. It also includes discussions around power and privilege, systemic criminality, procedural justice, police legitimacy and community engagement.

As previously mentioned, EPS has begun partnering with the social sector to provide new recruits with Community Experiential Learning Shifts to gain experience and understanding working directly with community members.

The EPS is continuously seeking to understand and implement more efficient and effective ways of delivering training. EPS' Critical Operational Risk and Ethical Evaluation (CORE) Training Section is undergoing a reorganization that will greatly improve training for new and current officers. A CORE Evaluation Initiative was established in May 2021 as a way for ongoing and effective management of risk at all stages of training and operational application. It provides a specific approach to evaluate and improve the effectiveness of training while ensuring engaged oversight. Based on the review, CORE Training Section will now be structured to specifically address the different skill-level training needs. There will now be direct focus on basic, intermediate and advanced skill development in three training units. This will ensure a balance of skill-portfolio management and oversight, allowing for more efficient and effective managing of training resources and skill development objectives and outcomes. Further evaluation also identified an opportunity for accountability and transparency to increase. In 2021, EPS created policy that every officer involved in a use of force occurrence submits a Control Tactics Report, rather than one report for every occurrence.

In addition to the above training, each Bureau provides more specialized training to their employees. For example, the Community Safety and Well-being Bureau provides additional training in the areas of Risk Need Responsivity, which assesses the receptiveness of a subject to making changes in their life based on a risk assessment. The Bureau also trains employees to conduct specialized interview techniques to encourage subjects to consider a change in their lifestyle.

The Human-Centred Engagement and Liaison Partnership (HELP), Youth Section and Offender Management receive the following training:

- Trauma 101
- Indigenous Historical Trauma
- Police Impact on Historical Trauma, Emerging Communities and Cultural Safety
- Trauma Informed Policing and ACE
- Power and Privilege
- Symptomatic Criminality
- Victim Offender Overlap
- 2SLGBTQ+ Training
- Procedural Justice
- Police Legitimacy
- Community Engagement

Often a barrier exists between a person in crisis and their ability to appreciate any communication toward them due to their emotional, substance use, or mental health conditions. Training prepares an officer to be able to effectively communicate with the person throughout their interactions. Communication is a significant tool used to safely de-escalate a situation.

Accessible training and education initiatives include informative videos and articles relating to systemic racism and other social issues.

The EPS measures:

- Training Hours
- Use of Force reports
- Use of Force occurrences
- Percentage of occurrences resulting in use of force/control tactics

The EPS offers numerous learning opportunities for its employees on its internal website for training videos, quick reference guides, history, tips, and strategies for:

- 2SLGBTQ+ Awareness
- Anti-Racism General Resources
- Bias, Prejudice, and Discrimination Resources
- Equity, Diversity and Inclusion
- EPS Inclusive Language Guide
- Indigenous Peoples and Culture Resources
- Discrimination and Bystander Intervention
- Understanding Trauma

3.2 Periodically evaluate whether the training is having an impact and adjust as needed.

The evaluation of training occurs on an ongoing basis to ensure that the training offered is appropriately delivered, aligned with community expectations, and balanced with police and public safety. The EPC and EPS will continue to monitor and recommend changes as required. In 2021, a new evidence-based survey was introduced at EPS to evaluate recruit training from the lenses of bias awareness, trauma-informed approaches, community relationships and procedural justice. The survey was created using items adapted from multiple international evidence-based tools.

The recruit training curriculum is reviewed and updated annually. In addition to the community policing modules listed above, the curriculum includes:

- Bias awareness training: understanding adverse childhood experiences, victim-offender overlap, historical trauma and cultural safety, trauma-informed policing, police legitimacy and procedural justice.

- De-escalation training: the mental health module has been increased to a full week and concludes with a full day of scenarios with actors portraying different stages of persons in crisis.
- The Community Safety and Well-being Bureau provides training about alternatives to apprehension, as well as off-ramping vulnerable people from involvement with police and the justice system into social supports or services.
- Basic emergency crowd control training for demonstrations: which has evolved over the last 10 years with new tactics and techniques for de-escalation.

The objective of the above training is to ensure that recruits will make appropriate decisions and be considerate of the people in their community by understanding implicit and complicit biases and how it impacts their approaches. Recruit trainees are assessed on appropriate communication during scenarios, managing and recovering their emotions, and peer intervention.

The EPS Measures:

- Bias survey results - recruits
- Citizen Perception Survey
 - Agreement that EPS treats people with respect
 - Agreement with EPS providing quality service to all

3.3 Training should be developed and delivered in partnership with the community.

EPS is now engaging with social agencies and academics to improve training initiatives. As reflected in the Commitment to Action, EPS will continue to engage with the community regarding training programs.

Examples of this training includes:

- EPS' trauma informed training was developed in conjunction with the University of Alberta, using data from 800 men and women incarcerated in Canada.
- Content detailed in the unconscious bias training was reviewed by representatives of marginalized and underserved communities. This is one of the first steps in creating an anti-discrimination series intended to promote understanding of equity and inclusion within the EPS.
- Further training is being developed regarding hate and violent extremism with subject matter experts in the community in partnership with the EPS Strategic Advisor in Community Relations Section. The advisor's role is to bring forward community-identified issues and concerns and identify opportunities to improve policies, procedures, and programs to enable more effective service to marginalized and underserved communities.
- Training in trauma that is delivered to HELP, Youth Section and Offender Management has a lived experience component.

The 2SLGBTQ+ Awareness training includes interview clips from community members that are asked about their lived experiences with police. The newcomer trauma and emerging communities training heavily relied on the expertise of the Edmonton Mennonite Centre for Newcomers. The Inclusive

Language Guide was developed with academic consultation to provide oversight and expertise. Additionally, the Nisohkamakewin Council has been tasked with reviewing the EPS' Indigenous Worldview presentation collaboratively with the EPS Indigenous Relations Advisor. The role of the Indigenous Relations Advisor assists in building and maintaining relationships with the Indigenous communities, while developing strategies to implement organizational change on the path towards reconciliation.

Upcoming training topics that are being explored are disability awareness, anti-racism and allyship, and Islamophobia.

As part of the EPS Young People Strategy, the following joint trainings were developed and delivered with partner agencies in 2021:

- **Trauma-informed Practice:** In partnership with Alberta Health Services and YOUNG Youth Services. Police officers and navigators in the Community Safety and Well-being Bureau have received this training.
 - HELP - *13 officers and 13 Navigators*
 - Crime and Trauma Support Services (CTSS) - *11 team members*
 - Desistence and Diversion – *49 team members*
 - Serious Crimes Branch - *30 officers*
 - Youth Branch (two separate training sessions over the past year – one with a brain development focus and one with an offender management focus) *42 officers and three civilian intervention workers*
- **Working with At-risk Black Youth:** In partnership with the African Canadian Civic Engagement Council (ACCEC) through the ANZA Entrepreneurship Ecosystem collaborative model
- **Peacemaking Circle Facilitation:** In partnership with YMCA of Northern Alberta, with staff from both agencies being trained together
- **Violence Risk Triage Assessment Training:** Delivered through Protect International for AHS and EPS staff together

Recently, a Constable took part in a Sentencing Circle that was facilitated by an Indigenous community member (Circle Keeper) that focused on mending the relationship between the accused and the complainant while mending the relationship between the accused and the community. Learnings from this experience were brought back to the EPS. Through working with the courts in this manner, EPS police officers will help identify the steps necessary to assist in healing all affected parties and working to prevent future criminal activity.

3.4 Deliver these training programs to EPS leadership, police officers and civilian staff, as well as peace officers and bylaw officers.

As above, the managing unconscious bias training has been delivered to the EPS Leadership and both sworn and civilian employees. Training is tracked using an internal system and the Learning Management System to identify which employees require the training. The modules are being tailored to support EPS leadership conducting interviews for the promotion process.

Delivering cultural training comprehensively across an organization can be more effective than providing such training only to selected teams.⁶ Evidence shows that executives should also be trained to enhance their cultural understanding and competencies.⁷

3.5 Deliver this training to members of Edmonton City Council and the Edmonton Police Commission.

The City of Edmonton is instituting an anti-racism training program for all City staff, Commissioners and EPC staff. In early 2020, the Commissioners participated in 2SLGBTQ+ Awareness training as delivered by members of the EPS internal 2SLGBTQ+ Employee Resource Group.

Additionally, the Commission values and recognizes the necessity for providing and maintaining appropriate learning and development opportunities to fulfill their responsibilities to the organization in the role of providing governance and oversight.

To that end the Commission supports an ongoing commitment to training, education and development for all its members in the pursuit of governance excellence.

In addition to the public meetings and subcommittee meetings, members also participated in the following educational opportunities for July 1 to December 31, 2021:

- Canadian Association of Police Governance (CAPG) 30th Policy Summit
- CAPG Webinars:
 - Municipal Council & Police Governance –
 - Legal Boundaries, Guidelines & Ethics
 - Tiered Policing
 - The “Alignment Gap” in Policing
 - Strategic Planning for Police
 - Governing Authorities
- ICD Webinar: The Future of Work and the Role of the Board
- Communicating Virtually: Laying the Foundation for a Successful Brand
- United Way - Virtual Collaborate for Change Summit
- 32nd Annual, 2021 First Nations and CAPG Virtual Conference
- Board Leadership Alberta - Governing in Changing Times
- Safer Cities 2021 - RCMP to a Municipal Service
- Social Impact powered by AI/ML with the Edmonton Police Foundation
- Community Safety & Well-being - CAPG Summit

3.6 Review and adjust recruitment processes to support inclusive, anti-racist cultures.

EPS is committed to building a membership where diversity reflects the community we serve. It is also committed to collectively addressing sources of biases, racism, or unfairness in the talent pipeline for both sworn and civilian members at all levels of the organization. This pipeline spans all the way from applicant pools to new membership, recruits to management and senior management. An important point to note, as promotions for sworn officers typically draw from internal applicants, shifting the representation at different levels will take time.

Since 2019, EPS has hired 274 new police officers with educational qualifications ranging from certificates to doctorate degrees.

Last 9 recruit classes (since 2019)	
Number of Recruits	274
Female	75 (28%)
Racialized Group (not Indigenous)	78 (29%)
Indigenous	15 (6%)
Languages Spoken	32
Sexual Minority	11 (4%)

Since 2017, police officers' diversity has increased substantially, with the number of EPS recruits self-identifying as belonging to a diverse population growing. This is intentional: the EPS has deliberately sought to build a more diverse front line workforce and has completed an equity review of recruitment processes. The EPS is working with the Alberta Association of Chiefs of Police and Provincial Standards Committee to further identify barriers for underrepresented groups.

Within EPS, the Run with Recruiters (RWR) program continues to introduce the EPS to new candidates and allow recruiters to coach and mentor potential applicants. Prior to the pandemic, attendance at RWR sessions ranged from 75 to 105 participants, and many were from under-represented communities with a wide range of backgrounds. Sessions have expanded to include University of Alberta and MacEwan University students, and now include a women's only and an inclusive 2SLGBTQ+ focused RWR.

In 2021, the EPS established the Chief's Equity, Diversity and Inclusion (EDI) Committee to provide an anti-racism lens to initiatives or processes within EPS. The EPS supports resource groups of under-represented employees to help build a culture of inclusion and anti-racism throughout the organization.

Recommendations stemming from the RCMP Broken Dreams, Broken Lives Report⁸ and an EPS EDI in Leadership working committee are being implemented to increase support to a diverse workforce. These recommendations have begun to address equity barriers in the promotion processes. These include, but are not limited to, ensuring diversity on interview panels to minimize barriers and decreasing the weight of the written exam in the promotion process. This will be measured through year over year analysis and building on appropriate leadership strengths for success that removes barriers.

Another recommendation that EPS is examining is to incorporate standard, direct questions during the background investigations that would indicate attitudes and behaviours inconsistent with legislated human rights (as defined in the Alberta Human Rights Act). This would include race, religious beliefs, colour, gender, gender identity, gender expression, physical or mental disability, age, ancestry, place of origin, marital status, source of income, family status and sexual orientation. For clarity, this includes assessing for racist behaviors or racial bias.

Recruit Selection Unit is in the process of revamping their current recruit marketing and communications strategy to focus on attracting top-quality applicants to the EPS, particularly those from diverse and underrepresented communities, such as women, 2SLGBTQ+ and racialized communities.

The EPS measures:

- Attrition rate

- Sworn
 - Civilian
- Proportion of sworn:civilian
- Total Recruit applications
 - Recruits who self-identify as women
 - Recruits who self-identify as indigenous
 - Recruits who self-identify as racialized
- Time to fill vacant roles
- Diversity in senior ranks
 - Individuals in senior ranks who self-identify as women
 - Individuals in senior ranks who self-identify as indigenous
 - Individuals in senior ranks who self-identify as racialized

Recommendation 4 – Use of Force

Examine and pursue ways of preventing the unnecessary use of force by police, peace and bylaw officers.

The EPC has oversight of the EPS relative to use of force by police officers, and the EPS submits two reports annually which can be found publicly at edmontonpolicecommission.com. Use of force is also regulated or monitored by several other sources and statutes, including the Charter of Rights and Freedoms, the Criminal Code of Canada, Alberta's *Police Act*, case law, provincial standards, the Alberta Serious Incident Response Team, the Alberta Association of Chiefs of Police and the Alberta Association of Police Governance. Each of these agencies establishes protocols or operating procedures that EPS must adhere to.

This recommendation is aligned with the Commitment to Action priority of training and professional development to increase the focus on empathy, critical thinking, cultural competence and trauma informed practices to better enable police officers to balance enforcement with compassion and community building. Suggestions included empowering officers to use minor incidents as 'teachable moments' and examining the practice of issuing tickets for minor infractions and ticketing youth.

The EPS measures:

- Proportion of the service who has received training
- Use of Force reports
- Use of Force occurrences
- Percentage of occurrences resulting in use of force/control tactics

Sub Recommendations

4.1 Conduct research into ways of preventing unnecessary use of force.

4.2 Research and efforts should apply to police, peace and bylaw officers.

First and foremost, any police officer engaging an event must be lawfully placed, specifically at the time force may be applied. Canadian Police Services are guided by the Section 25 of the Criminal Code of Canada. This governance establishes that when police officers are within the lawful execution of their duties, they act on reasonable grounds and are justified in using as much force as is necessary. In determining whether a response by a police officer was reasonable, all facts and circumstances must be considered. These considerations are broken into three categories: environmental, subject and officer (ESO) factors.

In 2020, EPS' Critical Operational Risk & Ethical Evaluation (CORE Training) section initiated an assessment and review of the Reasonable Officer Response (ROR) use of force training program. The purpose of the review was to ensure that the standards for the program were highly defensible and support the overall development of core skills to mitigate risk when engaging critical operational events. The objective was to also ensure the training program provides police officers with the core skills and ability to achieve the highest professional and ethical standards while maintaining community trust. Several revisions were implemented into the ROR Framework. Community trust is now included in the framework to emphasize the expected outcome of professional police action. Also, wording to support de-escalation of at-risk behaviour and providing immediate attention to wellness or medical issues is included.

The mandate of EPS' CORE Training is to:

- provide on-going objective assurance, through a systematic and discipline approach in evaluating, improving and mitigating critical operational risk through ethical evaluation of specific EPS events;
- provide recommendations on policy, procedure and training related concerns;
- act as a direct consulting body with all senior leadership on critical operational risk; and
- provide on-going ROR statistical analysis.

The CORE evaluation initiative strongly supports:

- pre-incident preparation of anticipated operational risk through appropriate training;
- engaged and effective oversight and management of critical operational risk events;
- post incident reviews to address performance management and preventative actions, and;
- timely and effective recommendations moving forward for appropriate training objectives and planning.

Approximately 700 frontline officers have received the updated training while having very direct and meaningful discussion on police use of force and ethics. Further training includes appropriate and accurate documentation of use of force events, supervision (during an event and/or post-incident review), command accountability and testimony articulation during a judicial process.

Operational reviews are conducted internally to review an operational or administrative event that may or may not provide recommendations to the organization that aim to improve equipment, policy or training. Accountability and transparency increased in 2021; EPS created policy that every officer involved in a use of force submits a control tactics report, rather than one report for every occurrence.

Did you know?

**The EPS reports on control tactics to the EPC twice per year and it is available to the public:
[Edmontonpolicecommission.com](https://edmontonpolicecommission.com)**

From January – June 2021, police used control tactics 0.81% of the time. This number includes the PRESENCE of force, not application of force.

Recommendation 5 – Collective Bargaining

Identify how Collective Agreements are contributing to systemic bias and work to address these challenges.

The City of Edmonton is responsible for the Collective Agreements with the EPS. Collective Agreements are the foundation of labour law.

The Task Force stated that the collective agreement's seniority provisions "handcuffs our city's flexibility while perpetuating systemic bias," and is a "barrier to embedding diversity, inclusion and anti-racism in a lasting way."⁹

In February 2022, the EPS identified the range of diversity within its leadership, Staff Sergeant (sworn) and Manager (civilian) or above, using a voluntary survey. These employees speak a variety of languages including Spanish, Polish, Arabic, French, etc. Additionally, 48% have Bachelor's degrees and 12 per cent have advanced university degrees (Masters & PhD's). Approximately three quarters of senior leadership are, or have been, serving the community through volunteer work within the last five years. Additionally, 8% of the leadership, including the Chief, indicated they have Indigenous ancestry, 10% immigrated to Canada and 12% are from a racialized group (7% preferred not to answer) and 20% identified as women.

As detailed in previous responses regarding EDI initiatives and the Chief's EDI committee, the EPS is committed to supporting diverse groups and having an anti-racist culture. An EDI framework is currently in development and the GBA+ lens is being applied to job postings, including the most recent Deputy Chief posting. A variety of initiatives have already been implemented in the EPS to aid in breaking down the barriers to advancement to senior leadership positions for underrepresented groups. For example, following the review of the RCMP Broken Dreams, Broken Lives report more meaningful work for their professional development is to be provided to sworn female members while on light duties when they are pregnant. As well, a maternity review was conducted to identify opportunities for improvement. Based on recommendations made internally from a working committee to increase diversity in EPS' leadership, the interview panels for sworn member promotions include members of underrepresented groups and have diversity in rank and job function.

The EPS measures:

- Attrition rate
 - Sworn
 - Civilian
- Proportion of sworn:civilian
- Total Recruit applications
 - Recruits who self-identify as women
 - Recruits who self-identify as indigenous

- Recruits who self-identify as racialized
- Time to fill vacant roles
- Diversity in senior ranks
 - Individuals in senior ranks who self-identify as women
 - Individuals in senior ranks who self-identify as indigenous
 - Individuals in senior ranks who self-identify as racialized
- Employee Engagement Survey
 - Feelings of belonging
 - Feelings of support
 - Employee Satisfaction

Sub Recommendations

5.1 Address problematic provisions in upcoming bargaining with EPA

5.2 Address problematic provisions in future bargaining with other organizations

This recommendation is out of scope and the City of Edmonton provides the lead negotiator and ratifies any such agreements.

5.3 Apply a GBA+ lens to collective agreements

The GBA+ lens has been applied in previous rounds of collective bargaining and will be continually applied moving forward. During the last round of negotiations, EPS' part time program was rewritten to be more inclusive. EPS is currently in collective bargaining with all its unions and associations; updating language to ensure inclusivity is continuing.

Recommendation 6 – Regulatory College

Professionalize policing through the creation of a new regulatory college for police and peace officers.

The police in Alberta are governed by the Government of Alberta in the *Police Act*, RSA 2000, c P-17, under the administration of the Minister of Justice and Solicitor General. It is the Government of Alberta that is responsible for “ensuring that adequate and effective policing is maintained throughout Alberta”.¹⁰

In addition to the *Police Act* and Police Service Regulations, the Alberta provincial policing standards, “ensure that police services in the province are delivered effectively, efficiently and impartially to all persons, and conducted in a manner that maintains the trust and respect of the public. Topics covered in the manual include roles and responsibilities, organizational management, personnel administration, and support services.”¹¹

The EPS not only trains its own recruits but is sought out by other municipal agencies in Alberta as a training centre.

Sub Recommendations

6.1 Provide funding to study the implementation of a regulatory college for policing

6.2 Advocate to the GOA for the implementation of the concept

This concept falls under the jurisdiction of the Government of Alberta. It is important to note that if the concept includes ‘self-governance’ of the professions, it may actively work against public governance/oversight principles held by both the EPC and the Task Force.

Recommendation 7 – EPC to fully exercise authority

Expect and instruct the Edmonton Police Commission to fully exercise its authority to provide strong guidance and oversight to EPS, in order to drive inclusivity and anti-racism in policing.

The four primary mechanisms through which EPC guides operations and priorities of the police service are as follows: Strategic Plan, Business Plan, Corporate Performance Framework, and the Chief's Performance Agreement. The 2020-2022 Strategic Plan included a goal on growing diverse talents. This was approved by both EPC and EPS in February 2020.

After a Commission has hired a Chief, they then set out annual and long-term goals for the Chief and are responsible for tracking progress on the goals annually. The Commission and Chief have to be aligned in thinking and in what they want the future to look like - the Chief is their employee and is responsible for actioning and implementing the core of what they have been hired to do. The Chief holds a powerful position in implementing change in culture, programming, and in showing the way for how the police service interacts with its citizens.

This has most recently been evidenced through the hiring of Chief McFee and his creation of Vision 2020. Vision 2020 is an organizational review and restructuring of existing EPS resources aimed to better manage service demands by balancing traditional enforcement with additional social supports, all while dealing with the serious violent offenders who are responsible for a disproportionate amount of crime. It positions EPS as a modern police service that places community well-being and safety at the forefront, while becoming smarter and more efficient in reducing crime.

EPC views Vision 2020, and other initiatives established by Chief McFee, as a once in a generation opportunity to move the service towards a new model of policing in Edmonton that focuses on fundamentally changing how police provide services to marginalized and vulnerable populations.

There are a number of secondary mechanisms through which EPC guides operations and priorities of the police service, as below:

- Governance is regularly exercised through 11 meetings per year of the EPC as a whole, and through EPC's four committees (Governance, Finance and Audit, Human Resources, and Professional Standards) who meet approximately 39 times per year.
- The EPC requires approximately 35 reports to be submitted to the EPC or its committees on an annual, bi-annual, quarterly, or monthly basis to support governance.
- EPC holds the primary oversight of the audit process for the police service. In collaboration with the Audit Director and the police service, EPC develops and approves a multi-year audit plan. The progress and findings on the audit plan are reported to EPC regularly.

- EPC maintains a comprehensive set of policies that help guide operations and priorities of the police service.

Sub Recommendations

7.1 Direct the Edmonton Police Commission develop policies that address the community's expectations for inclusive and anti-racist policing.

As guardians of the public trust, the EPC represents the citizens of Edmonton and continues to work with the EPS to constructively support racialized and marginalized communities and affirms EPC's commitment to constructive change. On June 17, 2021 the EPC passed a policy setting out expectations addressing this topic. The EPC will be advancing new initiatives to hear directly from communities this year and in future years.

In 2021, as a result of the Commitment to Action feedback, the EPS engaged in a Know your Rights campaign, translated into 16 languages, to inform Edmontonians of the rights and responsibilities of police officers and community members. The EPS also engages with its Community Advisory Councils: Nisohkamakewin, Chief's Community Council and Sexual Orientation, Gender Identity and Expression (SOGIE).

Ongoing Actions

1. EPS reports regularly to the EPC on initiatives related to equity, diversity and inclusion to ensure the police service is making progress in these areas.
2. The Government of Alberta has standards for police commissions the EPC must follow. The Commission must conduct a biannual survey of citizens in Edmonton to gather feedback on issues of importance.

Historically, a biennial citizen perception survey using a variety of methods and questions was conducted. However, this approach meant that it was not possible to benchmark the results with other policing agencies as the questions, collection method, and timeframe were not standardized. As such, in 2020 Advanis (a Canadian social and market research firm) was used to administer a citizen survey using a foundation of standardized questions that Advanis developed with Public Safety Canada and began using it in 2020 on a national level. The survey response group was a random sampling of Canadians aged 18+, with 19,455 individuals total (nationally) and 1527 individuals (Edmonton residents) surveyed from May-June 2021. Data was weighted to age, gender, household income, and household property victimization statistics from Statistics Canada.

Feedback from this survey tool, and other engagement undertaken by the police service, provide valuable information upon which to develop initiatives important to Edmontonians, including those addressing community safety, inclusivity, and anti-racism.

Biannual surveys and ongoing engagement by the police service will continue to gather information from the public on these important topics.

7.2 Direct the Edmonton Police Commission to maximize its authorities in respect of funding and oversight to drive inclusive and anti-racist policing.

Under Alberta's *Police Act*, the EPC is responsible to the City of Edmonton for providing effective civilian oversight of policing. This includes community engagement, funding, establishing policies, directing the Chief of Police, ensuring effective services, and monitoring public complaints/serious incidents. The Commission takes its governance role very seriously and this includes prudent use of fiscal resources. EPC also has a statutory responsibility under the *Alberta Police Act* to provide 'adequate and effective' policing.

Ongoing Actions

Fiscal governance is regularly exercised through 11 meetings per year of the EPC, as a whole, and through EPC's four committees (Governance, Finance and Audit, Human Resources, and Professional Standards) which meet approximately 39 times per year. Fiscal matters based on proposed programs, personnel, procurement, strategy, etc. can be discussed at each committee throughout the year.

The EPC's primary levers for ensuring alignment of funding with programs reflecting EPC's philosophy on how policing in Edmonton should occur is threefold:

1. The strongest way EPC influences police programming, and hence spending, is through hiring a Chief of Police who shares their views and goals. This includes views on driving inclusive and anti-racist policing.

After a Commission has hired a Chief, they then set out annual and long-term goals for the Chief and are responsible for tracking progress on those goals annually. The Commission and Chief have to be aligned in thinking and in what they want the future to look like, the Chief is their employee and is responsible for actioning and implementing the core of what they have been hired to do. The Chief holds a powerful position in implementing change in culture, programming, and in showing the way for how the police service interacts with its citizens.

This has most recently been evidenced through the hiring of Chief McFee and his implementation of Vision 2020, the Community Safety and Wellbeing Bureau, and the Commitment to Action work. These and other initiatives established by Chief McFee, are a once in a generation opportunity to move the service towards a new model of policing in Edmonton that focuses on fundamentally changing how police provide services to racialized, marginalized, and vulnerable populations while decreasing crime. This is done all while dealing with serious offenders who

disproportionately have recontact with the justice system and ensuring EPS's approach is consistent with being Smart on Community Safety.

Since Chief McFee changed the approach to policing from the eight key crime indicators and moved towards a Community Safety and Well-being approach, crime rates in Edmonton decreased by 17% compared to Canada's decrease of 4% and Alberta's 7% decrease. In 2019 Chief McFee initiated a four-year plan. Firstly, EPS focused on data changes which led to restructuring and piloting new initiatives in 2020. In 2021, the EPS focused on building community partners and 2022 the plan was to focus on problem areas. For the first time since 2011, Edmonton's violent crime rate is below both national and provincial rates.

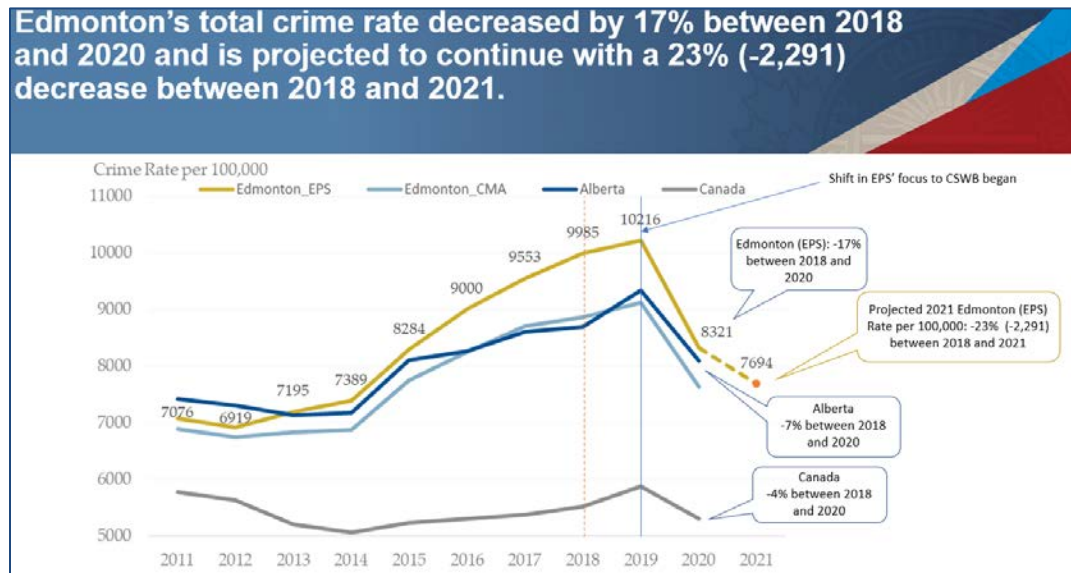


Figure 7 Edmonton's total crime rate (2011-2021)

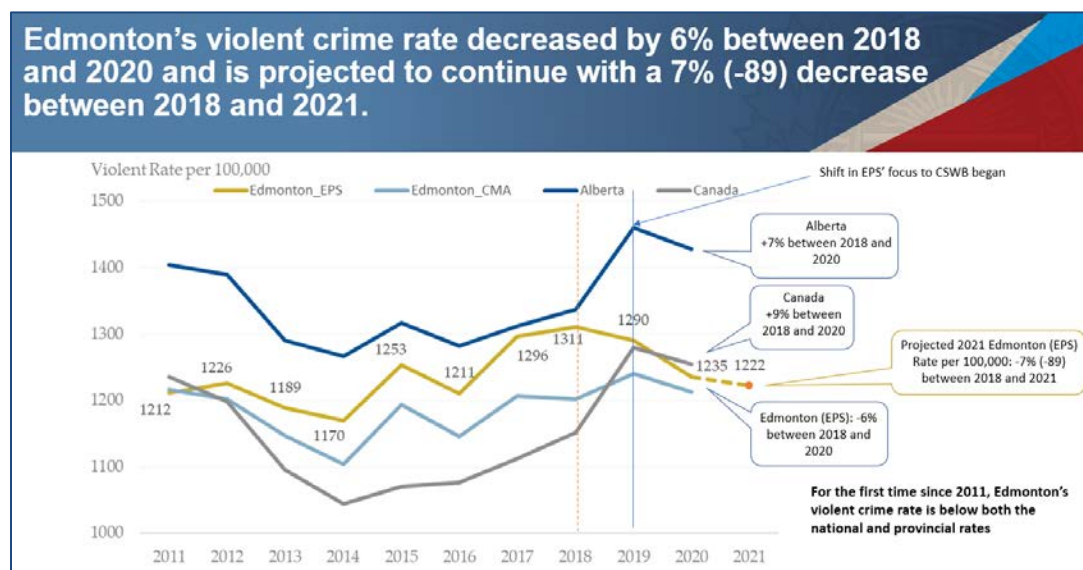


Figure 8. Edmonton's violent crime rate (2011-2021)

2. The EPC requires the expenditure of funds by EPS to be aligned with the Police Service's Strategic Plan and Business Plan, both of which must be approved by EPC and have components that focus on inclusivity.
 - a. The EPS Strategic Plan defines clear goals and targeted outcomes for the police service.
 - b. The Business Plan establishes how EPS will achieve these goals and outcomes.
3. Lastly, the EPC relies on the Chief to provide advice on funding allocations to ensure 'adequate and effective' policing is provided in Edmonton. The term 'adequate and effective' covers a range of operational issues such as: adequate amount of sworn officers related to workload; staffing levels for patrol deployment; resource levels of specialty units such as homicide, robbery etc.; capital requirements for buildings, cars, and other equipment; IT systems; and a range of other operational and administrative costs that make a police service function.

It is important to note for budgeting purposes, Council retains all collective bargaining authority to set pay rates for officers and employees of the police service – pay levels are not established by EPC or the police service.

New Action

1. 2022 is a budget planning year for all city departments including the police service as the city operates on a four-year budget cycle. The Commission has commenced a new process for engaging with Edmontonians that will become a permanent process in coming years. Information will be gathered from the public on what they feel a police budget should look like, what should be priorities, where are the gaps, types of services, and other valuable information. The information gathered through this exercise will be leveraged by Commissioners in assessing budget proposals put forward by the police service before being submitted to City Council for consideration. The Commission has designed the processes to ensure information is gathered from racialized, vulnerable, and marginalized populations.

Recommendation 8 – EPC members

Change the composition and recruitment of the Edmonton Police Commission to more comprehensively reflect the community.

The City's current EPC Commissioners are a comprehensive reflection of the Community in Edmonton. Through recent and past appointments, Councils have demonstrated vision and passion in ensuring Commissioners come from a broad range of backgrounds and lived experiences.

Commissioners' depth, breadth, lived experiences, education, awareness of community matters, desire for constructive conversation and passion for driving change in policing should not be underestimated.

The current Commission is also one of the most diverse Edmonton has ever had with six women, four men, six members from the BIPOC communities, and two from the 2SLGBTQ+ community. Council should be proud of the diversity they have assured in the current composition of the Edmonton Police Commission.

Sub Recommendations

8.1 Amend Bylaw 14040 to expand the number of members of the EPC to 12 and then recruit to the full complement

8.2 Incorporate the perspectives of those with lived experience, and those with firsthand experience working with vulnerable and racialized communities.

8.3 Have no less than four members of the Commission be individuals who represent community organizations.

The EPC and EPS are moving forward in developing formal partnerships with community organizations to focus on shared, outcome-based programming designed to have meaningful and measurable impacts on individual's lives. As partnerships are expanded, the EPC want to ensure Council is aware of any conflicts that could be created by appointing individuals from partner agencies, who receive police funding, to the Commission.

8.4 Change the EPC recruitment process to be more inclusive

City responsibility

8.5 Add greater transparency to the Commission recruitment process.

City responsibility

8.6 Members of the Commission who are elected officials or City employee members must be non-voting.

City responsibility

Recommendation 9 – Oversight of Peace & Bylaw Officers

Establish mechanisms to provide community direction to peace and bylaw officers employed by the City of Edmonton.

At the request of City Council in 2020, the Commission put forward a proposal that considers progressive, innovative change in this space that reduces duplication and silos of service while increasing civilian oversight and governance.¹² (Refer to City Council Report EXT00044)

The EPC and EPS strongly feel that implementing even parts of the proposed model could see a significant change in how the police and social services interact with those who use these systems frequently by changing their lives for the better.

The existing public governance model for policing works well, within the narrow silos assigned by statutes. However, the ability of the EPC or the EPS to affect change within other service delivery areas is limited to working with cooperative partnerships with similar visions and goals. This is not an ideal model for leveraging existing resources and funding within the ‘Human Services Ecosystem’. There is a critical need, and strong public expectations, that programming and resources are focused on user outcomes – this drives the case for better governance models to be built.

The EPC is recommending the transformation to a full public governance model for municipal services and programming operating within the ‘human services ecosystem’ as the first step towards a longer-term goal of more closely aligning these types of municipal and provincial services. The EPC strongly believes that closer collaboration across levels of government will achieve better outcomes for Edmontonians. New governance models signal a commitment to finding better ways of providing services and in efficiently meeting the shared goals of City Council, the Provincial Government, and the public with respect to increasing public safety in a respectful, compassionate, and intelligent way. Municipal and Provincial systems need to work together to focus on how citizens can be better served by:

- driving shared outcomes across different service providers;
- increasing efficiencies;
- reducing duplication of service;
- identifying and filling gaps in service delivery;
- enhancing partnerships; and
- providing for service delivery of the right type to the right person in the right situation.

Public Health Approach to Safety:

Based on the concept of a public health approach to policing, the primary goal for Edmonton is to ensure citizens receive the services they need, when they need them, in an effective and efficient way. Police are

often called upon to respond to complex situations that often have elements of public safety concerns but, after investigation, are found to be non-criminal in nature. This becomes a pressing matter for police, as they operate on a 24/7 basis, unlike many other social service providers. As heard through the public hearing process established by City Council in June 2020, many of these situations, such as an individual experiencing a mental health crisis, may be more appropriately managed through a service delivery model that leverages the strengths of partners in the community. By working in partnership at the community level to address needs of individuals through strategic and holistic planning, current and future expectations of Edmontonians can be better met.

This model, focused on balancing enforcement and social supports, may provide for less dependence on reactionary, incident-driven responses and re-focusing efforts and investments towards the long-term benefits of social development, prevention, and mitigating risk, and enhancing opportunities for recovery.

It is important to note that although there could be less of a need to rely on reactionary, incident-driven responses, there continues to be a critical role for the police in triaging and responding to criminal incidents, violent situations, and public safety issues

Sub Recommendations

9.1 Establish a civilian oversight body for peace and bylaw officers, similar to the police commission

9.2 Incorporate the perspectives of those with lived experience, and those with firsthand experience working with vulnerable and racialized communities on the new civilian oversight body.

Although a City responsibility, City Council Report EXT00044 aligns with this recommendation, but does not recommend an additional civilian oversight body.

Recommendation 10 – Public Complaints Process

Bring more transparency and independence to public complaints processes.

The Commission, police service, and other justice stakeholders believe the current system of police oversight no longer meets the needs of the citizens or police officers. Over a period of years, we have advocated to successive provincial governments for change in this space, for a model that would move the responsibility for investigating police from the police service to an independent agency. The preferred new model would ensure an independent body takes on all responsibilities for police misconduct which will enhance public confidence.

While we wait for changes to the Police Act to realize an ideal state, the EPS values transparency and adheres to existing legislative requirements to ensure there is transparency in the complaints process. The EPS publishes quarterly and annual reports to the community and the Edmonton Police Commission. The Alberta Serious Incident Response Team (ASIRT) is independent from the EPS and “investigates events where serious injury or death may have been caused by police and serious or sensitive allegations of police misconduct.”¹³ Additionally, the Law Enforcement Review Board, “hears appeals about the decisions on police officer complaints”.¹⁴

This Task Force recommendation is aligned with the Commitment to Action priority communication and transparency. Openness in the overall policing system would help Edmontonians in racialized and vulnerable communities have more confidence in the system. The complaints process was specifically identified as an area for more transparency.

In 2021, EPS implemented the Know Your Rights Campaign (including a reference resource translated into 16 languages) to inform Edmontonians of the rights and responsibilities of police officers and community members during interactions.

The EPS measures:

- Misconduct and Public Complaints
- Rate of Complaints per 10,000 dispatched calls
- Median time to conclude a police service regulation investigation
- Files resolved through dispute resolution

Sub Recommendations

10.1 Bring more transparency to the EPS complaints process.

In the report, the concern was noted by the Task Force that disciplinary decisions should be made publicly available and the public should not have to make a FOIPP request.

The legislation which guides the release of Disciplinary Hearings can be found within the *Police Service Regulation*. Specifically, section 16(5) sets out the requirements that “where a hearing or a portion of a hearing is held in public, the written decision or the portion of it arising from the public hearing shall be made publicly available.”

Prior to 2010, EPS was publishing Disciplinary Hearing decisions online on their public website. In 2010 there was a Court of Queen's Bench decision in Alberta that was the catalyst for EPS to revisit how those Disciplinary Hearing decisions are released. *Calgary Police Service v. (Alberta) Information and Privacy Commissioner* 2010 ABQB 82 is the decision where Justice McMahon held that:

- Where there is a disciplinary proceeding that relates to conduct that may constitute an offence under an Act of Parliament or the Legislature of Alberta (i.e. federal or provincial offences) some limited disclosure of the decision is required if an access request is made pursuant to the Freedom of Information and Protection of Privacy Act, including the nature of the charge and the name and rank of the officer.
- Where the disciplinary proceeding does not relate to a federal or provincial offence, the right to privacy outweighs the need for public scrutiny. The decision need not be disclosed in these circumstances.

On May 1, 2011, amendments to the *Police Service Regulation* came into force. Section 16(5) now provides that “where a hearing or a portion of a hearing is held in public, the written decision or the portion of it arising from the public hearing shall be made publicly available.”

EPS needs to balance the privacy of all involved parties, such as FOIPP and section 22 of the *Police Service Regulation* which sets out that after a disciplinary finding occurs, if during a specified time of one to five years depending on the circumstances “no other entries concerning a contravention of this Regulation have been made on the police officer’s record of discipline, any record of the punishment, the contravention or the action taken shall be removed from the police officer’s record of discipline and destroyed, and not be used or referred to in any future proceedings respecting that police officer.”

This resulted in a number of legal recommendations that EPS now adheres to aimed at balancing the competing interests (transparency and privacy) in a way that complies with both section 16(5) and section 22 of the *Police Service Regulation*.

All members of the public are welcome to attend Disciplinary Hearings, with the exception of those hearings which are closed upon the direction of the Presiding Officer, having made a determination that conducting the hearing in private is in the public interest.

EPS also provides a list of upcoming hearing dates and hearing “Decisions Available for Request” on its public website www.edmontonpolice.ca. The public can obtain a copy of any of the hearing decisions available, free of charge, simply by contacting the EPS Freedom of Information and Protection of Privacy (FOIPP) Unit. The contact information for FOIPP Unit is also posted on the website.

10.2 Bring more transparency to the complaints process for peace and bylaw officers

Currently a City responsibility

10.3 Ensure Professional Standards personnel at both EPS and the City of Edmonton are highly trained in inclusive and anti-racist policing.

As noted in sub recommendation 3.1. Training within the EPS is monitored on an ongoing basis. The EPS follows the Provincial Policing Standards and reports to the EPC on the training to all employees.

The Task Force stated in the report that there is a significant amount of discretion in the first stage of the complaint process. The *Police Act* calls for the Chief of Police to investigate members for criminal or professional regulatory conduct. The *Police Act* does not contemplate discretion at all and obligates the Chief to investigate complaints that are brought forward, both internally from within the organization and externally from the community and stakeholders.

10.4 Treat all complaints involving racism or systemic racism as serious complaints.

In the report that Task Force identified from the *Police Act* that the Chief of Police has an obligation to notify the Minister of Justice and Solicitor General of any complaint alleging “any matter of serious or sensitive nature related to the actions of a police officer” and the Task Force encouraged the Chief to take the position that any complaints alleging non-inclusive or racist conduct, or alleging conduct driven by systemic discrimination fall under the category of serious or sensitive in nature. The provincial Director of Law Enforcement determines if a complaint is within the scope of section 46.1 of the *Police Act* regarding this interpretation of what is deemed serious. The provisions under Section 46.1 of the *Police Act* are followed and monitored by the EPS, the EPC, and the Director of Law Enforcement.

It is essential to reiterate that EPS and the EPC do take complaints of non-inclusive or racist behaviour seriously and there are several mechanisms in place for investigations and dealing with matters, such as Professional Standards Branch within Legal and Regulatory Services Division and Equity and Workplace Harassment Section within Value and Impact Division, both of which report directly to the Chief.

Through Chief McFee’s leadership, EPS was one of the first police services in Canada to acknowledge there is systemic racism in the policing profession, and that policing as a profession can do better. We continue to address these issues through internal communication, recruit training, and other training initiatives that both educate our employees and change the way we do business.

In 2019, Chief McFee changed the organizational structure and transitioned Equity and Workplace Harassment Unit into the Office of the Chief for increased accountability.

Recommendation 11 – Metrics & Data

Implement measurement and reporting to drive change and encourage ongoing improvements.

EPC and EPS believe in outcome-based metrics that will drive programming and resources in a way that makes differences in people's lives rather than transactional outputs. Through data driven and evidence-based mechanisms, the EPS is held accountable to the people of Edmonton.

EPS has four main goals outlined in its Strategic Plan with measurable outcomes, as detailed below¹⁵:

Goal 1 - Balance Support and Enforcement

Understand individual circumstances and ensure people are appropriately directed to systems that provide the right balance between support and enforcement to increase community safety

Outcomes

- EPS resources are made available to reduce calls for service
- EPS is responsive to high harm crimes
- EPS members have tools to support a reduction in recidivism
- EPS uses a variety of responses, informed by needs, data and evidence to enhance public safety
- EPS reduces victimization in high crime areas

Goal 2 – Partner and Advocate

Use EPS knowledge and expertise to facilitate the right strategic partnerships that drive community safety

Outcomes

- EPS manages offenders more effectively through collaboration and partnerships to reduce recidivism
- EPS uses evidence and data to determine root causes to prevent crime
- EPS connects offenders, witnesses, and victims to services so that diversion pathways are created

Goal 3 – Innovate and Advance

Encourage a culture of innovation and advancement to use resources in an agile way

Outcomes

- EPS uses evidence and data to determine root causes to prevent crime
- EPS regularly leverages its membership to be responsive to emerging needs
- EPS is effective at using existing resources to address complex problems

Goal 4 – Grow Diverse Talents

Establish an inclusive workforce and environment that leverages diversity and grows talent to create a resilient organization

Outcomes

- EPS members are given clear expectations and priorities to guide action more effectively
- EPS has a diverse workforce to be more effective
- EPS has a range of perspectives which allow it to continuously adapt to a changing environment
- EPS resources are organized in a flexible manner so that the organization is always appropriately staffed
- EPS members feel valued, respected and rewarded for the work that they do driving employee satisfaction, productivity and retention

The EPS summarizes its progress publicly in an annual report, which differentiates between indicators and measures. Indicators are aligned with goals, speak to the health of the overall population on average and are influenced by many factors. Measures are aligned with EPS outcomes, reflect the impact EPS is having and drive decision-making. EPS's annual report is presented to EPC every year. Additionally, a public Community Safety Data Portal was launched by the EPS on March 31st, 2022, which provides real-time crime statistics and trends occurring in Edmonton.

The indicators EPS currently monitors are:

- Citizens' feelings of safety
- Percentage of citizens self-reporting
- Violent crime severity
- Non-violent crime severity
- Incarceration rates
- Violent crime weighted clearance rate
- Non-violent crime weighted clearance rate
- Counts of drug poisoning deaths
- Homeless count
- Innovation maturity
- Inflation per funding formula
- Citizens' confidence in police

ELEMENT	MEASUREMENT	ACCOUNTABILITY	MEDIUM OF REPORTING	FREQUENCY OF REPORTING
Goal	Indicator	Edmonton as a Community	Annual Report	Dependent on Data Source
Strategic Outcomes	Outcomes Measures	Chiefs and Deputy Chiefs	Annual Report	Annually
Bureau Outcomes	Outcomes Measures	Deputies and Superintendents/ Executive Directors	Operational Plans	Bi-Annually
Initiatives/ Projects	Project Measures	Project Sponsor	Strategic Initiatives Dashboard	Quarterly
Programs	Outcome Measures Output Measures Process Measures	Branch Leadership	Public and Internal Dashboards	Varies

Figure 9 EPS Measurements & Accountability

	BALANCE SUPPORT AND ENFORCEMENT	PARTNER AND ADVOCATE	INNOVATION AND ADVANCEMENT	GROW DIVERSE TALENT
Repeat victimizations	X	X	X	
Chronic offending rates	X	X	X	
Feelings of safety in public	X	X	X	X
Proportion of incidents where alternate measures were used	X	X	X	
Weighted violation-specific clearance rate	X			
Proportion of incidents where charges were laid or recommended that progressed to court and those that resulted in conviction	X	X		
Rates of violent incidents reported to police by populations with historically low confidence in police	X			
Violent CSI	X			
Non-violent CSI	X	X		
Referrals to social services by type (offender, victim, witness)	X	X		
Usage rates for partners services (e.g. number of hospital visits for drug overdoses)		X		
Repeated calls for service by person and location	X	X		
Re-contact in non-criminal occurrences	X	X		
Innovation maturity			X	X
Employee engagement			X	X
Proportion of personnel on short-term leave (medical, education, other)				X
Proportion of personnel on long-term leave (medical, education, other)				X

Figure 10. Business Plan indicators

Sub Recommendations

11.1 Mandate the collection of race-based data

EPS supports a national, standardized, comprehensive and consistent approach to the collection of race-based data across all systems and services. The EPS is working with the Canadian Association of Chiefs of Police (CACP) and StatsCan as they develop the national, standardized, comprehensive and consistent approach to the collection of race-based data in crime statistics.

EPS has two representatives on the Statistics Canada committees who are providing advice and sharing information back with the EPS so the infrastructure can be aligned to the intended approach. This is expected to be completed by the end of 2022 by Statistics Canada.

11.2 Enact performance metrics that measure whether things are getting better

In the report, the Task Force provided an “Appendix A” in reference to this recommendation to use a metrics to know “whether things are getting better”. The EPS emphasizes outcomes in the performance measures included in the Strategic Plan and Annual Report. The development of the Strategic Plan for 2023 – 2026 is currently underway.

In contradiction to the recommendation made to measure outcomes rather than inputs and outputs, half of the performance measures recommended by the Task Force are themselves output measures. These include the “% of staff with appropriate training” recommended to measure progress towards recommendation one. Other issues with the measures recommended by the Task Force include a lack of defined direction for the expected change (e.g., increase or decrease), the absence of an identified baseline against which progress should be compared, and a lack of specificity or clarity of the terms used (e.g., “appropriate training” does not clearly define what training would be considered appropriate). Due to the contradiction between the recommendation and the characteristics of the recommended performance measures, sub-recommendation 11.2 cannot be fully implemented.

The EPS established a Corporate Performance Management Framework in 2020 based on the Canadian Police Performance Metrics Framework.¹⁶ The EPS’ Framework includes a suite of metrics in the areas of police resources, police activities and deployment, crime and victimization, and trust and confidence in police. EPS is regularly monitoring key metrics and translating the results into concrete plans to improve and provides regular performance reports to the EPC. In addition, EPS is committed to sharing its performance results with the community and is currently improving mechanisms to accomplish this.

11.3 Establish a Community Safety Metric to grade policing effectiveness and trust

As mentioned above, the EPS Corporate Performance Management Framework includes a suite of metrics in the areas of police resources, police activities and deployment, crime and victimization, and trust and confidence in police. Together the metrics will guide multiple dimensions of policing effectiveness, as well

trust and confidence in police. The Framework is also being used in the service's annual operational planning process to ensure that EPS's resources are best aligned to key areas of impact.

As previously mentioned, in 2020 Advanis (a Canadian social and market research firm) was used to administer a citizen survey using a foundation of standardized questions that Advanis developed with Public Safety Canada and began using it in 2020 on a national level.

11.4 Create a publicly accessible dashboard that reports progress on implementing our Task Force's recommendations

A dashboard currently exists that is being updated with measures for city profile, calls for service, police profile, and personnel numbers. Additionally, the EPS conducts public engagement as described in the Commitment to Action.

Recommendation 12 – Policies & Standards

Enact policies and standards that place focus on proactively and effectively providing support to disadvantaged Edmontonians.

Support for this recommendation with an anti-racism lens was also identified in Commitment to Action engagement. Specific recommendations from the community included:

- Standardizing a harm reduction and a community safety and well-being approach across policing and social services, through policy and training
- Incorporating trauma-informed practices into policing and service delivery across the social sector
- Reconsidering what modern emergency shelters should look like, including how they should operate, hours of operation, programming provided, and linkages to other services in the social sector.

Chief McFee is co-chairing the Chief’s Community Council that guides meaningful dialog centered on developing mutual trust, information sharing, relationship building, and the ability to problem-solve shared issues amongst marginalized communities. Chief McFee is also currently co-chairing the Coordinated Community Response to Homelessness Task Force And has participated in the Mental Health and Addictions Advisory Council and the Human Trafficking Taskforce.

Sub Recommendations

12.1 Use an inclusive and anti-racism lens when establishing bylaws, policies and procedures

12.2 Eliminate bylaw provisions that result in nonsense ticketing.

12.3 Use municipal licenses, permits, service contracts, funding agreements and other instruments to drive inclusive and anti-racist behaviours.

12.4 Enact standards for emergency shelters.

12.5 Ensure the new emergency shelter standards require dignified treatment

Although City responsibilities, the EPS and EPC supports the above recommendations 12.1 – 12.5. The EPS and EPC continue to apply an inclusive and anti-racism lens when establishing their own policies and procedures.

Recommendation 13 – Washrooms & Shelters

Invest in urgently needed priorities for community safety.

A number of gaps and deficiencies in social services were identified during the Commitment to Action process. It was felt that addressing these gaps and deficiencies would better support vulnerable and disadvantaged Edmontonians and in turn improve community safety. The key gaps and deficiencies identified included:

- Lack of sufficient addictions treatment services, shelter standards, daytime services/facilities for individuals experiencing homelessness, public washrooms, etc.
- Need for safe injection sites and drug aftercare (at safe injection sites)

Sub Recommendations

13.1 Invest in gender-neutral, barrier-free public washrooms.

13.2 Invest in shelter space for First Nations, Métis and Inuit peoples

Although a City responsibility, the EPS and EPC support these recommendations.

Recommendation 14

Bring police funding into line with comparable cities and tie a portion of funding to specific performance.

The City has already removed the funding formula that it put in place in 2018 to ensure that “the capacity to provide police services remains in line with the growing population” and to “provide funding certainty to allow for long-term budgeting and workforce planning.”¹⁷

Sub Recommendations

14.1 Freeze the current level of funding to EPS until alignment with comparable cities is achieved.

Significant differences exist between geographical locations with respect to population impacts of surrounding municipalities, crime rates, crime severity, and budget practices (such as independent dispatches) make any surface analysis of cost comparison potentially misleading in understanding value and effectiveness.

Per capita funding is not a reasonable or meaningful measure of effectiveness and doesn’t account for the percentage of city budget growth over the years. EPS’s operating budget is in line with the growth of the city and the consequent growth of the City’s overall budget. As the City expanded, so too did the EPS’ budget. Over the years, the EPS budget, as a percentage of total city operating budget, has stayed proportionate to the City’s budget. (i.e. In the year 2000, policing as a percentage of City budget (tax supported), was 12.7% of every dollar spent by the City in operating costs, in 2019 it was 11.8%.)

14.2 Tie a portion of funding to performance expectations

Policing is a legally required public service that must be provided at the level set out in the *Police Act* (adequate and effective). Required service levels are based, in part, on crime rate, crime severity, and volume of calls for service.

Linking performance to metrics, especially if those metrics are poorly developed, risks heavily politicizing the budget process and, if budget reductions occur as a result, could be viewed as contrary to the *Police Act*.

This concept of funding being dependent on an external measure set out by the municipality may be unaligned with the authorities set out for City Council in the *Police Act*. Consultation with the Government of Alberta will be required to assess further.

14.3 Take the additional funding that would have gone to EPS under the previous funding formula, and use it to refund the community. Freezing EPS funding at the 2021 level creates opportunity to make investments in other urgent areas. Under the most recent EPS funding formula used by Edmonton City Council, additional funding on the order of \$260 million would have been provided to EPS over the next five years. This money should be refunded and invested in the community to make certain health and social services available on a 24/7 basis.

The Task Force stated that, based on the funding formula, additional funding of \$260 million would have been provided to EPS over the next five years. The report did not articulate how the Task Force arrived at this number. This number is not correct: the dollar amount is not reflective of the increase in budget to EPS in the past five years. The budget cannot be forecasted in the manner in which the Task Force has indicated.

The funding formula is based on the net operating requirement, which is $\text{Base Budget} \times (1 + \text{Population Change \%} + \text{Police Price Index \%} - \text{Efficiency Factor \%})$.

To provide some clarity, the operating budgets for EPS for the five years from 2018 – 2022 were to increase by a total of \$69 million; however, the actual increase was only \$47 million. To reiterate, the \$260 million is not accurate and it is unclear how this figure was calculated.

References

- ¹ Edmonton Police Service (2021). Commitment to Action: Community Feedback Report. <https://commitmenttoaction.ca/26794/widgets/108304/documents/69975>.
- ² Edmonton Police Service (2022). Commitment to Action: Implementation Plan. <https://commitmenttoaction.ca/29196/widgets/118408/documents/77262>
- ³ Edmonton Police Service (2020). 2020-2022 Strategic Plan. <https://www.edmontonpolice.ca//media/EPS%20External/Files/Reports/2020-2022%20Strategic%20Plan.ashx?la=en&hash=E943D3F7B6618CD9F94D730185D79518981EE41E>
- ⁴ Edmonton Police Commission. (2020). *Analysis of the Delivery of Social Services Type by Edmonton Police Service*. (2020). Edmonton Police Commission report CR_8437. <https://pubedmonton.escribemeetings.com/filestream.ashx?DocumentId=72261>
- ⁵ Government of Alberta (2021). *Alberta 9-1-1 Standards: Version 2.0*. <https://open.alberta.ca/publications/alberta-9-1-1-standards-version-2>
- ⁶ Pless, N., & Maak, T. (2004). *Building an Inclusive Diversity Culture: Principles, Processes and Practice*. Journal of Business Ethics 54, 129–147.
- ⁷ Metz, I., & Kulik, C. (2008). *Making public organizations more inclusive: A case study of the Victoria Police Force*. Human Resource Management. 47, 369 - 387.
- ⁸ Bastarache, M. (2020). Broken Dreams, Broken Lives. <https://www.rcmpgrc.gc.ca/wam/media/4773/original/8032a32ad5dd014db5b135ce3753934d.pdf>
- ¹⁰ Government of Alberta (2021). *Police Act, Police Service Regulation, Alberta Regulation 356/1990*. Alberta Queens Printer. <https://open.alberta.ca/publications/p17>
- ¹¹ Government of Alberta (2021). *Alberta Provincial Policing Standards*. <https://open.alberta.ca/publications/alberta-provincial-policing-standards>
- ¹² Edmonton Police Commission. (2020). *Edmonton Police Commission Scope Proposal*. Edmonton Police Commission Report EXT00044. <https://pub-edmonton.escribemeetings.com/filestream.ashx?DocumentId=88543>
- ¹³ Government of Alberta. (n.d.). Alberta Serious Incident Response Team (ASIRT). <https://www.alberta.ca/alberta-serious-incident-response-team.aspx>
- ¹⁴ Government of Alberta. (n.d.). Law Enforcement Review Board. <https://www.alberta.ca/law-enforcement-review-board.aspx>
- ¹⁵ Edmonton Police Service. (2020). EPS 2020-2022 Business Plan. <https://www.edmontonpolice.ca/AboutEPS#:~:text=The%20EPS%202020%2D2022%20Strategic,the%20Business%20Plan%202020%2D2022>.
- ¹⁶ Mazowita, B. & Rotenberg, C. (2019). The Canadian Police Performance Metrics Framework: Standardized indicators for police services in Canada. Statistics Canada.
- ¹⁷ City of Edmonton. (2018). Edmonton Police Service Funding Formula. <https://www.edmonton.ca/public-files/assets/document?path=PoliciesDirectives/C604.pdf>