Lloydminster Community Safety Strategy

Creating a safer community for all.

bassa
SOCIAL INNOVATIONS

LLOYDMINSTER

Table of Contents

LLOYDMINSTER

Social Policy Framework

bassa SOCIAL INNOVATIONS

01 Introduction, purpose, and background

Community safety and wellbeing is complex and multifaceted with interconnected issues that cross multiple scales of jurisdiction, broader social context including demographic, social, and economic factors, as well as other social systems (e.g., health, education, housing, social services, child welfare), the criminal justice system, and a social service delivery landscape led by service providers. At the same time, people's sense of safety and wellbeing are impacted by diverse and interrelated identity factors, such as race, culture, religion, gender, ability, sexual orientation, and socio-economic status. Research has established that the most problematic aspect of Canada's justice system is the overrepresentation of people experiencing barriers as both offenders and victims (Government of Canada, 2021).

The experiences of these populations are multilayered, intricate, and often influenced by deep-rooted issues, which are not the domain of law enforcement alone (McManus & Steele, 2022); further compounded by issues such as physical and mental health, addictions, and substance use. Across Canada police are often called upon to respond to complex situations that are non-criminal in nature and could potentially be better addressed through a more appropriate response model. In 2015, the Canadian Association of Chiefs of Police Research Foundation noted that police services are one of the first responders to mental health calls, drug crises, suicides, disturbances, motor vehicle accidents, and many other community well-being and safety issues that may not be criminal (Canadian Chiefs of Police Research Foundation, 2015). As a result, communities, families, and individuals disadvantaged by these issues are criminalized as the effects of these social issues become acute (McManus & Steele, 2022). Addressing issues rooted in these disadvantages is difficult, and no one-sector approach can be successful (McManus & Steele, 2022). There is no "one size fits all" community safety solution.

Previously, the Council of Academies and Expert Panel on the Future of Canadian Policing Models (2014) noted that community safety is a 'whole of society affair': *The basic needs of every individual and community include safety, along with other fundamentals such as adequate food, suitable shelter, health care, education and employment, all of which are essential to individual and community well-being and allow individuals to contribute to their society.* When these needs are not met, social disorder increases, and crime and victimization may result. Policing, therefore, is only one part of the security, safety and well-being of our communities. It is the part that is often called upon to respond when others fall short (Council of Canadian Academies, 2014).

Each community has its own history, assets, and capacities. Myriad conditions fuel violence and protect against it, and the context and local conditions determine the mix of safety strategies that will have the most significant impact (Prevention Institute Advancement Project, 2015). To be effective, the community safety and wellbeing approach must address this complexity in a collaborative, proactive, and holistic way, with strategies tailored to the needs of these populations providing a gateway to addressing overall community wellbeing.

Project Purpose and Background

The City of Lloydminster received funding from the Government of Saskatchewan Ministry of Corrections, Policing and Public Safety to create a community safety and wellbeing plan designed to help reduce negative interactions with authorities for marginalized communities. By building bridges of trust, relationships, and "off ramp" opportunities that better allow for personal empowerment and the ability to break traditional cycles of real and perceived bias, the City of Lloydminster seeks to ensure community safety for all.

For the purposes of this initiative, people experiencing housing insecurity or homelessness, living with mental health conditions or addictions, low income, or other disabilities are considered to be among the marginalized or vulnerable populations in the community. As well, *intersectionality*[1] was factored into the decision to engage with people from racialized communities (i.e. BIPOC, Indigenous, etc.), the 2SLGBTQIA+ community, and youth.

The Lloydminster Community Safety Strategy aligns with Lloydminster's newly adopted Social Policy Framework (SPF) as Safety and Security were identified as one of seven key priorities for the community. In particular, the community expressed concerns of personal and property safety that ranged from area specific (i.e. downtown) to personal and commercial property (SPF, 2022, p.54).

Community conditions and concerns identified through the Community Safety Strategy engagement process further amplified the importance of safety as an integral part of a more complex set of issues and opportunities being addressed through the SPF. Implementation of strategies and recommendations within the Community Safety Strategy will meet with greatest success when combined and coordinated with other SPF priorities to reinforce the Collective Impact condition of mutually reinforcing activities.

Community Safety Strategy Committee

To oversee the development of the Community Safety Strategy, a team of City staff were assigned to an ad-hoc project committee. Administrative support to the project was provided by the City of Lloydminster Social Programs and Services Department.

Ad-hoc committee:
- Tracy Simpson – Community Development Services
- Chynna Floriano – Social Programs and Services
- Doug Rodwell – City Clerk
- Glenn Alford – Public Safety
- Patrick Lancaster – Social Programs and Services
- Brian Nicholl – RCMP

[1] Intersectionality is the recognition that residents of Lloydminster do not have singular identities. Each community member has different identities that intersect to create different advantages or disadvantages that can be difficult to surface without first seeking to understand them. This principle helps to ensure a deep understanding of social issues from a wide range of experiences before implementing policy or other potential solutions. (City of Lloydminster, Social Policy Framework, 2022, p. 14)

Project scope, research, and engagement

A project scoping exercise was used to kick-off the project. The focus of this step was to clarify the project purpose, scope of work, target populations, and help to define success from the perspective of the City, the funder, and the community. The following insights helped to guide the project:

- Focus on both perceived and real safety challenges among marginalized populations in Lloydminster
- Identify opportunities for the City within the preventive realm of community safety
- Effectively combine both data (quantitative information) with stories and experiences from the community (qualitative information)
- Explore community safety within the context of systems (i.e. police, municipal government, etc.) and community (i.e. service providers, clubs/organizations, etc.)
- Engage with marginalized populations to include people experiencing mental health and/or addictions challenges, housing insecurity or homelessness, and low income or economic barriers, as well as people with intersectionalities that include sexual orientation, race, and age (i.e. youth in particular)

Key informant interviews were held virtually with a number of service providers in mid-January, 2023 to help introduce the project, identify potential safety concerns from their organizational perspective, and explore opportunities to meet directly with clients. As a result, a series of focus groups were conducted from Sunday, February 5 to Tuesday, February 7, 2023 with members of the *bassa* team meeting with groups of people in venues and locations throughout Lloydminster deemed to be safe, comfortable, and familiar for people within the identified population groups.

Themes from the key informant interviews and focus groups were then categorized to determine the scope of literature reviewed and data analyzed.

The Community Safety Committee was engaged during the report draft stage to identify key questions and input on the emerging results and recommendations.

02 Literature review and data analysis

Understanding Community Safety and Wellbeing

The concept of community safety and well-being (CSWB) is rather new to the academic, advocacy, practitioner, and policy communities. Therefore, there is no agreed definition of the concept, application, practice and outcomes and its measurement. Safety is defined as the extent to which people feel safe to enjoy moving around their environment and using facilities and amenities in their neighbourhood (Burton and Mitchell, 2006). Both actual crime rate and perceived feeling of crime can have destructive influences on achieving social sustainability in neighbourhoods (Larimian et al., 2013).

Nilson (2018, p.1) defined community safety and wellbeing as "the state at which the composite needs of a community's collective safety and well-being are achieved". In an effort to further specify matters, the Ontario Ministry of Community Safety and Correctional Services (2017) described CSWB as: *The ideal state of a sustainable community where everyone is safe, has a sense of belonging, opportunities to participate, and where individuals and families are able to meet their needs for education, health care, food, housing, income, and social and cultural expression.* (p.54). It is responsive to the social determinants of health and many aspects of our social, physical, emotional and spiritual well-being to ensure our basic needs are met and our communities are thriving (City of Toronto, 2020). CSWB embodies an element of interaction between community outcomes and social infrastructure that is enhanced through multi-sector collaboration. It is the space within which human services define and pursue shared outcomes that the likelihood of measured success in CSWB is highest (Nilson, 2018).

This means that a community safety and wellbeing strategy must focus on not only crime incidences but also risk and vulnerability and deal with the many factors contributing to crime and safety.

Community Safety and Wellbeing for People Experiencing Barriers

Much of the literature on crime patterns tend to focus on the correlation between demographic and economic factors, and crime. The most commonly cited demographic links to crime are the relative sizes of the youth, immigrant, and aboriginal populations, as well as the relative size of the population with post-secondary education (Kitchen 2007; Stevens et al., 2011). The most commonly cited economic factors are unemployment, poverty, and low income (Savoie, 2008). However, for the marginalized population, the issue goes beyond these broad factors to their level of vulnerability. These are often tied to their identities because of their race, class, gender or sexual identity, religion, or other intersectional characteristics or circumstances, which makes them more susceptible or increases the likelihood that

individuals engage in crime or become victims. These intersectional identities (e.g. LGBTQ+, survivors of domestic violence, racialized populations, and Indigenous peoples) need to be better understood particularly as they relate to the way they create pressing and unique challenges.

For example, relative to the total population of Canada, quantitative crime-related statistics provide evidence illustrating the higher rates of police-reported crime in Indigenous communities compared with the rest of Canada, and the overrepresentation of Indigenous people in correctional populations. While Indigenous adults make up about 4.1% of the Canadian population, in 2016-17 they represented 30% of admissions to provincial/territorial custody and 27% of admissions to federal custody. Up to 50% of youth admitted to custody in 2016/2017 were Indigenous, despite making up only 8% of Canada's youth population (Government of Canada, 2021). These measures come with a number of caveats, however, related to data collection and the discriminatory treatment of Indigenous people, and play only one part in developing an understanding of the realities of Indigenous safety and well-being (Council of Canadian Academies, 2019). Indigenous people are also more likely to be victims of crime and to face inequities in health and socio-economic conditions that negatively impact the efforts of police officers working in Indigenous communities. Police cannot solve these issues alone, but they can be part of a broader solution to increase safety, well-being, and healing in Indigenous communities (Council of Canadian Academies, 2019).

Victimization is substantially higher for people who are already socially or economically disadvantaged, people with mental illness and addictions, and people marginalized due to race, ethnicity, and other socio-economic characteristics are disproportionately represented in the criminal justice system (Government of Canada, 2021). Up to 80% of federal offenders have past or current substance abuse issues. According to some studies, 2/3 of crimes are committed while under the influence of drugs or alcohol. Estimates of Fetal Alcohol Spectrum Disorder prevalence among correctional populations range from 10% to 23%, 10 times higher than in the general population. Those suffering from mental illness are also greatly overrepresented in the criminal justice system, suggesting a need for more tailored and nuanced reforms (Government of Canada, 2021).

Jurisdictional Issues Relating to Community Safety and Wellbeing

Federal, provincial and municipal orders of government, and community organizations play critical roles in community safety and wellbeing.

As an example, federal, provincial, territorial, and municipal governments share responsibility for the criminal justice system. The federal government makes criminal laws that apply across the country and sets the procedure for criminal courts (Constitution Act, 1867, ss. 91(27)). This helps ensure that criminal matters are treated fairly and consistently across the country. The provinces and territories administer

justice within their own jurisdictions (Constitution Act, 1867, ss. 92(14)); they enforce the law, prosecute most offences, and provide assistance to victims of crime (Government of Canada, 2022). Federal, provincial, territorial, and municipal governments also share responsibility for policing in Canada. The provinces and territories are responsible for administering correctional services for youth, while federal and provincial/territorial governments share responsibilities for adult correctional services (Government of Canada, 2022).

In Canada, municipalities are de jure and de facto, the level of government closest to their residents and have the most direct impact on the daily life of citizens. They are created by the provinces and territories to provide a broad range of services that are best managed under local control (O'Flynn, 2011). This includes critical infrastructure such as roads and sewage to community services, leisure facilities, libraries, and protective services (Morris & Grant, 2016). As a result, the extent of power and authority they have to make decisions and design policies and programs, and their existence as somewhat separate governing entities have been almost entirely dependent on provincial authority (Hasso, 2010).

In Alberta, the Municipal Government Act RSA 2000, requires municipalities to develop and maintain safe and viable communities, and also gives municipalities natural person powers, except as limited by legislation. In Saskatchewan, The Cities Act, SS 2002, provides the basic legislative framework and give municipalities what is referred to as "Natural Persons Power."

Section 8(1) The Cities Act, SS 2002 states that "A city has a general power to pass any bylaws for city purposes that it considers expedient in relation to the following matters respecting the city:

    a. the peace, order and good government of the city;
    b. the safety, health and welfare of people and the protection of people and property;
    c. people, activities and things in, on or near a public place or place that is open to the public;
    d. nuisances, including property, activities or things that affect the amenity of a neighbourhood.

None of these legislative frameworks lay out the details of how the province and municipalities will cooperate on things like capital and operating expenses related to community safety and well-being.

By contrast, the Government of Ontario passed the Community Safety and Policing Act, 2019 (CSPA), as part of the Comprehensive Ontario Police Services Act, 2019. Under the Province's Police Services Act, municipalities are required to develop a Community Safety and Well-being Plan using the provincial government's Community Safety and Well-being Framework. This plan is a long-term tool to address key social priorities and root causes of crime, social disorder, and ill-health, with identified, shared goals through multi-sectoral partnerships (City of Toronto, 2021).

While the provincial legislation provides some direction on the content of the plan, it also allows for flexibility respecting the unique context and needs of each municipality. It is an acknowledgment that a single organization or sector cannot tackle these complex and interconnected issues alone. This approach places municipalities as the linchpin for community safety and well-being, supporting a wide range of programs and services to address local needs. Nonetheless, without proper coordination with a strategy backed by reliable funding from other orders of government, effective and efficient community safety and well-being outcomes cannot be achieved.

While municipalities are creatures of the provinces with no constitutionally prescribed autonomy of their own, municipalities also face increasing responsibilities to deliver services as a result of pressure from their citizens and transfer of responsibilities (downloading) from provincial and federal governments within a difficult fiscal environment (Blanco, Lennard & Lamontagne, 2011). For example, assisting a family to seek adequate housing invariably relates to social housing and income security policies; assisting an individual to re-enter the community after a prolonged period of incarceration may relate to employment support policies; or supporting an individual with serious mental health issues will relate to policies associated with health and mental health care (Graham et al., 2017). Currently, municipalities are increasingly pressed to address social issues such as housing and homelessness, public health, drug overdose prevention, or remand and probation. This is addition to their historical roles providing or funding such as municipal policing, local economic development, fire services, land use policies, and recreation. This places the issue of community safety and wellbeing at the feet of municipalities. Unfortunately, municipalities alone cannot tackle the complexity of community safety and wellbeing.

Municipal governments have much more limited spending power than do provincial or federal governments, which limits their ability to use the full range of policy options. Sewell (2021) adds a further point that many programs and services delivered by municipalities are cost-shared with the provincial government. This leaves local municipalities at the mercy of the respective provinces. When provincial governments decide to reduce its share of funding or refuses to augment it to keep pace with inflation, municipal programs suffer. Since municipal governments typically have very limited powers to raise their own revenue, they are often unable to find the money to continue those programs, and residents lose out.

For example, a 2021 PricewaterhouseCoopers report, released by the government of Alberta, notes that RCMP service currently costs Alberta about $500 million per year. The federal government chips in $170 million under a cost-sharing agreement. However, if Alberta decides to go it alone, it will cost about $735 million each year, on top of $366 million in startup costs (CTV News, 2022). This will have direct impact on rural municipalities with already stretched budgets for contracted services for the RCMP.

This situation is further compounded by the fact that issues of community safety and wellbeing not only about safety and security.

Many socioeconomic risk factors are associated with involvement in the criminal justice system. Some of these include poverty, child welfare involvement, low levels of education and employment, previous victimization, mental health and addictions issues, and homelessness. For instance, if health system programs are successful in identifying, treating, and/or managing mental health issues and providing appropriate supports, they can help prevent crime, reduce a person's risk of contact with the criminal justice system, and reduce incarceration rates (Government of Canada, 2022). Other social systems can not only help with prevention but can also reduce and manage risk after someone is involved in the criminal justice system by helping build skills, addressing health and mental health needs, and promoting rehabilitation.

Crime rates have changed over time and there is a need to address the root causes of crime and complex social issues by focusing on social development, prevention and risk intervention (Ontario Government, 2019).

Jurisdictional Context in Lloydminster

The city is unique in that it is divided between two provinces, yet has a cohesive municipal government through its City Charter. Lloydminster is a vibrant bi-provincial community straddling the border of Alberta and Saskatchewan. As of 2021, the population of the community was 31,582. A detailed demographic and Socioeconomic snapshot of the community is provided in Appendix A.

When the provinces of Alberta and Saskatchewan were created in 1905 and the fourth Meridian was selected as the inter-provincial boundary, the Village of Lloydminster was split in two. For twenty-five years, Lloydminster was two separate communities: Lloydminster, Alberta on the west side of town, and Lloydminster, Saskatchewan on the east. In 1930, the two provinces made a unique agreement to share jurisdiction of the city through the creation of the Lloydminster Charter. The Charter provides the framework for the administration and governance of the city. The Charter gives City Council the same authority that is provided to municipal governments in other Alberta and Saskatchewan cities (City of Lloydminster, 2022).

Section 12 (2) of the Lloydminster City Charter states that the purposes of the City are the following:
   a. to provide good government;
   b. to provide services, facilities or other things that, in the opinion of Council, are necessary or desirable for all or a part of the City;
   c. to develop and maintain a safe and viable community;
   d. to foster economic, social and environmental well-being;
   e. to provide wise stewardship of public assets.

While crime has no jurisdictional boundaries, the border stands as a significant administrative opportunity and hurdle when it comes to community safety and wellbeing as each side of the community is under different jurisdictions.

Section 15(1) Charter states that the City has a general power to pass any bylaws for municipal purposes that it considers expedient in relation to the following matters respecting the City:

    a. the peace, order and good government of the City;
    b. the safety, health and welfare of people and the protection of people and property;
    c. people, activities and things in, on or near a public place or place that is open to the public;
    d. nuisances, including unsightly property, activities or things that affect the amenity of a neighbourhood.

The 2022-2025 Lloydminster Strategic Plan also outlines measures for improving community safety and well-being including:

    a. Build and support community connections at the neighbourhood level.
    b. Explore how best to respond to emergencies from a regional perspective.
    c. Equitable funding for police services with funding from both Alberta and Saskatchewan governments that allows for appropriate policing service levels.
    d. Ensure that Lloydminster Emergency Services meet the needs of the community.

Crime and Safety in Lloydminster

The City of Lloydminster contracts the Royal Canadian Mounted Police (RCMP) to provide municipal police services. Rural areas surrounding the city are policed by the Maidstone, Kitscoty and Onion Lake detachments. These contracts are managed the respective provincial governments. Although the Royal Canadian Mounted Police serves the entire community, offenders may only be prosecuted in the province in which they committed the offence, as this is regulated in the provincial statutes. This applies particularly to traffic and liquor offences. It necessitates the establishment of a court room on each side of the boundary, one for Alberta offenders and one for Saskatchewan offenders.

In Canada, two official measures of crime are typically used: the crime rate and the Crime Severity Index (CSI). The crime rate measures the volume of crime (all Criminal Code violations, except traffic and other federal statute violations) relative to the population size, whereas the CSI measures the volume and severity of crime and includes all Criminal Code and other federal statute violations. It must be stated, however, that this strategy focuses on people experiencing barriers who can be both perpetrators and victims of crime simultaneously. There is no disaggregated crime statistics for marginalized populations in terms of perpetrators or as victims of crime. The crime data presented is for the municipality as whole.

Based on the data obtained from Lloydminster Municipal Detachment, there were 7,909 reported Criminal Code incidents (excluding traffic) in 2022 compared to 7,922 in 2021, indicating a slight decrease from the previous year. The trajectory since 2018 indicates an upward trend in the number of crimes reported by the police. In 2018, the actual total incidences of police reported crime for criminal code violation was 6,387. It increased to 6,911 (+8.2%) in 2019 and up further to 7,435 (+7.6%) in 2020. Thus, between 2018 and 2022 the actual incidences of crime have increased by 23.8% over a span of five years. Figure 1 illustrates the trend in total incidences of crime in terms of sub-categories of crimes against persons, property and other criminal code violations.

Figure 1: Crime Statistics (Actual) January to December: 2018 -2022
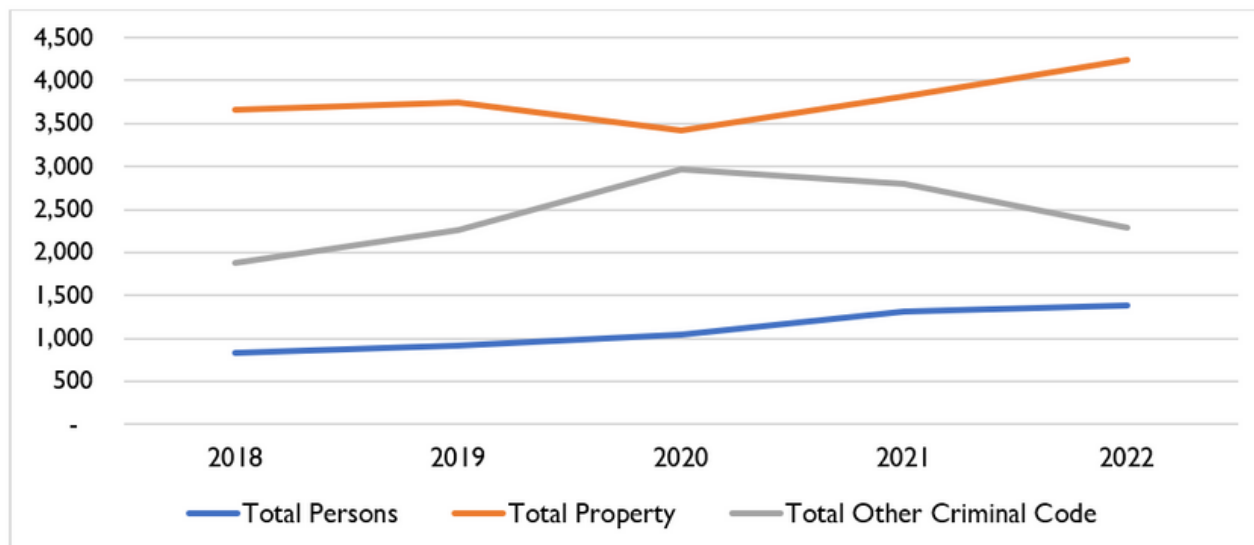
Source: Lloydminster Municipal Detachment, 2023

The total number of person crimes also increased from 837 in 2018 to 1,385 in 2022. This is an increase of 65.5% over a five-year period. Under total persons crimes, the high number of assaults (+ 55%) uttering threats (+79%) and criminal harassment (+89%) between 2018 to 2022 were the most significant and common increases over the five-year period as shown in Table 1.

Property crimes also increased from 3,666 in 2018 to 4,235 in 2022. However, there was a decrease between 2019 to 2020 from 3,745 to 3,426 in terms of overall incidences of property crime. Under property crimes, theft of motor vehicle had declined from 431incidences in 2018 to 272 in 2022. Theft Under $5,000 had also declined from a high of 1259 in 2018 to a low of 776 in 2020. However, it increases again to 1001 in 2022. Because of lockdowns, business closures and telework becoming the norm for many Canadians, property crime offences declined sharply in Canada with the onset of COVID-19. For example, the decrease in the number of shoplifting incidents and thefts of $5,000 or under contributed significantly to the drop in the crime rate and the CSI in 2020 (Moreau, 2021).

The disaggregated data also indicates that other criminal code violations have also been on the rise. For example, there were 1,884 in 2018 and by comparison, this number increased to 4,235 in 2022. However, there was a dip in 2021 after a sharp rise in 2020. The police reported crime data of various criminal code violations indicates specific categories of crime that may require more targeted strategies compared to a broader community safety and wellbeing approach.

Table 1: Lloydminster Municipal Detachment Crime Statistics (Actual) January to December: 2018 - 2022

CATEGORY	2018	2019	2020	2021	2022
Offences Related to Death	3	2	8	4	5
Robbery	23	24	36	38	29
Sexual Assaults	43	56	39	56	74
Other Sexual Offences	10	24	11	23	20
Assault	490	464	576	725	759
Kidnapping/Hostage/Abduction	11	9	19	25	28
Extortion	3	0	3	5	5
Criminal Harassment	114	166	137	192	215
Uttering Threats	140	166	211	246	250
TOTAL PERSONS	**837**	**911**	**1,040**	**1,314**	**1,385**
Break & Enter	260	354	329	294	254
Theft of Motor Vehicle	431	394	285	262	272
Theft Over $5,000	40	35	22	22	43
Theft Under $5,000	1,259	1,192	776	859	1,001
Possession of Stolen Goods	221	243	198	181	154
Fraud	318	408	517	454	419
Arson	2	6	6	1	9
Mischief - Damage to Property	0	335	515	608	588
Mischief - Other	1,135	778	778	1,134	1,495
TOTAL PROPERTY	**3,666**	**3,745**	**3,426**	**3,815**	**4,235**
Offensive Weapons	88	98	95	119	101
Disturbing the peace	1,024	1,484	1,214	825	796
Fail to Comply & Breaches	579	506	1,450	1,632	1,209
OTHER CRIMINAL CODE	193	167	210	217	183
TOTAL OTHER CRIMINAL CODE	**1,884**	**2,255**	**2,969**	**2,793**	**2,289**
TOTAL CRIMINAL CODE	**6,387**	**6,911**	**7,435**	**7,922**	**7,909**

Source: Lloydminster Municipal Detachment, 2023

Comparative Analysis of Crime Rates in Lloydminster

A comparative analysis of the Alberta, Saskatchewan and Lloydminster crime rates revealed that crime rates followed a relatively similar pattern from 2017 to 2021 across these jurisdictions as shown in Table 2. Given the mix of urban and rural populations in both provinces, it is important to situate this analysis within the content of rural and urban crime rates.

In 2017, police services reported 364,946 Criminal Code violations (excluding traffic), which corresponded to a rate of 8,604.98 incidents per 100,000 population for Alberta. In 2021, the Alberta police services reported 346,664 incidences with 7,802.69 incidents per 100,000 population. More recently, the percentage change between 2020 and 2021 for actual incidents of crime was -4.6%. However, there was also a decrease between 2019 and 2020.

Similarly in 2017, police services reported 133,171 Saskatchewan Criminal Code violations (excluding traffic) which corresponded to a rate 11,576.75 incidents per 100,000 population. In 2021, the Saskatchewan police services reported 136,402 incidences with 11,561.02 incidents per 100,000 population. The percentage change between 2020 and 2021 was (4.3%). However, there was also a decrease between 2019 and 2020. Comparatively, this is much high crime rate than the one reported for Alberta.

Locally, there were 4,547 Criminal Code violations (excluding traffic) in 2017) which corresponded to a rate 14,015.78 incidents per 100,000 population in Lloydminster. By comparison, in 2021, Lloydminster RCMP detachment reported 6,637 incidences with 11,561.02 incidents per 100,000 population for Criminal Code violations (excluding traffic).

This may be partly explained by the urban and rural composition of the two provinces vis-à-vis the population parameter used in crime rate determination. While the actual incidences of crime declined in 2020 for the community, it went up again 2021. The percentage between 2020 and 2021 was 6.7%. The variation in the crime rate between Alberta, Saskatchewan, and Lloydminster may partly be explained by the urban-rural dynamics through population parameters used in crime rate determination vis-à-vis the number of actual crimes in each jurisdiction.

Table 3 shows that Lloydminster the crime severity index for 2021 is down by 0.29 percent. For 2020, the crime severity index was 204.46 as compared to 203.86 in 2021. It is also the first year since 2015 that there has been a decrease in the RCMP measurement. It's a nearly 14 percent raise in the violent crime severity index for Lloydminster in 2021. The non-violent crime severity index also saw a change for 2021 when compared to the previous year. It registered a decline of 3.90 percent. The trend and pattern in the Crime Severity Index reflects the increasing presence of crimes such as sexual and other assaults.

Table 2: Total, all Criminal Code violations (excluding traffic) for Alberta, Saskatchewan, and Lloydminster

Alberta

	2017	2018	2019	2020	2021
Actual incidents	364,946	373,350	406,931	361,324	346,664
Rate per 100,000 population	8,604.98	8,686.04	9,327.77	8,174.70	7,802.69
Percentage change in rate	4.12	0.94	7.39	-12.36	-4.55

Saskatchewan

	2017	2018	2019	2020	2021
Actual incidents	133,171	133,947	138,610	130,753	136,402
Rate per 100,000 population	11,576.75	11,529.59	11,821.96	11,087.34	11,561.02
Percentage change in rate	-2.93	-0.41	2.54	-6.21	4.27

Lloydminster

	2017	2018	2019	2020	2021
Actual incidents	4,547	5,070	6,194	6,273	6,637
Rate per 100,000 population	14,015.78	15,601.44	18,660.56	18,956.24	20,224.27
Percentage change in rate	7.86	11.31	19.61	1.58	6.69

Source: Statistics Canada (2022). Table 35-10-0183-01 Incident-based crime statistics, by detailed violations, police services in Alberta and Saskatchewan.

Table 3: Lloydminster, Alberta, Royal Canadian Mounted Police, Municipal

Statistics	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Crime severity index [1]	165.86	144.62	133.30	140.15	140.91	132.74	143.33	154.36	171.17	199.22	204.46	203.86
Percent change in crime severity index	2.07	-12.81	-7.83	5.14	0.54	-5.80	7.98	7.70	10.89	16.39	2.63	-0.29
Violent crime severity index	137.92	114.47	133.76	122.41	124.58	87.01	83.48	81.97	108.71	134.80	156.32	178.05
Non-violent crime severity index	176.60	155.29	132.86	146.32	146.56	149.10	164.52	180.03	193.23	221.92	221.30	212.67

Source: Statistics Canada (2022). Table 35-10-0190-01 Crime severity index and weighted clearance rates, police services in Alberta

[1] The Crime Severity Index (CSI) measures changes in the level of severity of crime in Canada from year to year. In the index, all crimes are assigned a weight based on their seriousness. The level of seriousness is based on actual sentences handed down by the courts in all provinces and territories. More serious crimes are assigned higher weights, less serious offences lower weights. As a result, more serious offences have a greater impact on changes in the index. The PRCSI is standardized to 100 in base year 2006. CSI weights are updated using data from the Integrated Criminal Courts Survey (ICCS) every 5 years. 2017 marks the second update to the CSI weights since 1998. 2016 revised and 2017 CSI data are presented here using the updated weights and may have a marginal impact on the CSI data itself. The crime severity index includes all Criminal Code violations including traffic, as well as drug violations and all Federal Statutes.

Many Canadians share the perception that crime is lower in rural areas than in urban areas. Compared with their counterparts in urban areas, residents of rural areas are, overall, more likely to be satisfied with their personal safety and believe that crime in their neighbourhood is lower than elsewhere in Canada (Perreault, 2017). Recent studies and police-reported statistics, however, challenge the perception that crime is concentrated in large cities (Allen & Perreault, 2015). In 2021, rural crime rates in northern regions were especially high in Saskatchewan (67,886 incidents per 100,000 population), Manitoba (36,062), and Newfoundland and Labrador (32,840). Although they were lower than in the provinces noted above, the rates in the northern rural areas of Alberta (14,699), Quebec (12,737) and British Columbia (11,856) were higher than 10,000 incidents per 100,000 population (Perreault, 2023).

As a result, rural crime is becoming a focus for public safety policies. For example, Saskatchewan has improved methods of addressing rural crime, such as expanding the Saskatchewan Crime Watch Advisory Network to include central and northern Saskatchewan (Government of Saskatchewan, 2019).Previously, Saskatchewan also announced a series of measures to tackle rural crime, including the launch of a dedicated team of 258 police officers (Perreault, 2023). Similar measures were also implemented in Alberta (Government of Alberta 2018)(Perreault, 2023).

Limitations of crime data

It should be noted that there are many factors that influence police-reported crime statistics. First, an incident must come to the attention of police. The decision by an individual to report a criminal incident to police has a considerable impact on the number of crimes ultimately recorded by police (Perreault, 2023). Second, differences between individual police services—such as available resources or departmental priorities, policies and procedures—can also have an effect on police-reported crime. For instance, as a crime prevention measure, some police services have implemented initiatives to focus attention on prolific or repeat offenders within the community.

Moreover, certain crimes such as impaired driving and drug offences can be significantly affected by enforcement practices, with some police services devoting more resources to these specific types of crime. Some police services may also rely on municipal bylaws or provincial statutes to respond to minor offences such as mischief and disturbing the peace (Perreault, 2023). Third, and more broadly, social and economic factors can influence the volume of police-reported crime at a national, regional, municipal or neighbourhood level. In particular, crime rates can be affected by changes in age demographics, economic conditions, neighbourhood characteristics, the emergence of new technologies and Canadians' attitudes toward crime and risky behaviour (Britt 2019, Wilson 2018; Milivelojevic and Radulski 2020; Perreault, 2023.

More importantly, this data is for the general population for any specific marginalized populations which is the focus of this strategy.

03 Community insights

Several key informant interviews and focus group sessions were held with community agencies, groups, and service recipients to bring local insights and perspectives to the Community Safety Strategy project. The insights have been broken into three sets of findings – key findings that seem to be common across groups and organizations, secondary findings that are shared by many participants, and tertiary findings that are important to smaller groups of individuals yet may hold some answers that can be applied to overall safety strategies.

Key findings

Perceptions of Safety
- Fear about certain parts of town and desire for greater connection in neighbourhoods
- Concerns about loitering and larger groups of people
- Fear of people experiencing homelessness and addictions
- Desire for more patrols, surveillance, better lighting
- Interest in building stronger working relationships with the RCMP*

Belonging
- Recognition that being disconnected leads to crime and safety issues; vulnerabilities are amplified
- Examples provided about positive relationships and resulting benefits
- Need for low-cost access to activities; greater variety; particularly for youth

Stigma
- Want to feel safe simply "being"
- Role for the City to exhibit "active allyship" and speak out against hurtful rhetoric and narratives in the community
- Pros and cons related to the community Facebook page
- Consistent theme about the issue of stigma and verbal abuse among all groups

* It should be noted that while the question of RCMP relations wasn't asked specifically, there were no specific concerns about local RCMP tactics or methods mentioned among focus group participants toward marginalized populations.

Secondary findings

Need for Supports
- There are challenges navigating supports and services
- Having vulnerabilities force us to interact in challenging circumstances simply by accessing supports with others having different issues
- Access to basic services can be challenging (i.e. laundry, food, etc.)
- More outreach services are needed in the community so services can be more accessible

Addictions
- Issues of addictions appearing on the streets and in multi-housing buildings
- Lack of supports and harm reduction; fear of tainted drugs
- Need better harm reductions supports such as safe needle exchange, more needle drop-box locations, and access to harm reduction supplies and resources

Housing and Homelessness
- Desire for safe, affordable housing
- Concerns for people experiencing homelessness, particularly women and children
- Concern that affordable housing in the community doesn't necessarily feel safe

Transportation
- Improving walkability in the city; i.e. snow clearing, benches, sidewalks, etc.
- Issues related to quality of local cab services; desire for better, affordable, and safe transportation options

Tertiary findings

Training and Education
- Need for better diversity, equity, and inclusion training for businesses and government
- Safe Space training was specifically identified
- Better awareness around addictions and mental health to help reduce stigma

Health and Mental Health Services
- Lack of local services and supports
- Issue of "gatekeepers" explained relative to transgender people and the mental health challenges associated with the process of transitioning
- A number of people from different groups identified that they face significant stigma within the health systems

Trust
- Challenge for people to exercise trust, be trusted by others, or regain trust following episodes of mental health or addictions

04 Risk and protective factors

As previously stated, community safety and well-being is best understood through a systems lens that accounts for the complex, multifaced, and interdependent nature of prevention, intervention, and enforcement. Additionally, there are conditional environmental or social elements that intersect with individual identities that feed into risk and protective factors.

Public Safety Canada defines risk factors as any negative influences in the lives of individuals or communities (Risk and Protective Factors, n.d.). These can be internal or external contextual factors such as the presence of crime, income inequality, or any other factor that can increase an individual's vulnerability to experiencing harm or participating in crime or criminal behavior.

Alternatively, protective factors are the positive influences that can improve the lives of individuals and the safety of communities (Risk and Protective Factors, n.d.). Protective factors may decrease the vulnerability of individuals to harm and can serve to reduce the likelihood of an individual to participate in crime or criminal activity. Risk and protective factors are layered challenges themselves, being that they can be present at the individual, family, and community levels. Using this framing can assist in providing structure to both risk and protective factors.

Below are examples of individual, family, and community level risk and protective factors emerging from community engagement, along with current community safety literature. This is not an exhaustive list, but a starting point for building an understanding of risk and protective factors towards community safety within Lloydminster.

	Risk Factors	Protective Factors
Individual Level	• Presence of Neurodivergence (ADHD, Hyperactivity, learning disorders) • Physical Abilities • Mental Illness • Addictions • Barriers to appropriate health care services • Gender Identity • Sexual Orientation • Barriers to Education • Low Income Levels • Exposure to violence, crime, addictions, or criminality • Language Barriers • Literacy Deficits • Stable and appropriate housing • Stable and positive employment	• Development of personal resiliency factors • Increased feelings of belonging • Social skill development • Individual resilience to addictions • Individual mental resilience • Job skills training and other employment support • Access to appropriate and effective education • Appropriate and effective enforcement and diversion

	Risk Factors	Protective Factors
Family Level	- Unhealthy and/or Violent Relationships - Low parental involvement - Lack of supervision - Lack of Support - Financial stress, deprivation, or abuse - Language or Cultural Differences - Low Accountability or Expectations	- Parenting skill development - Positive family connections and relationships - Involvement in the community - Financial and budgetary support - Access to diversionary and educational options for enforcement (restorative justice practices, etc.) - Intergenerational support and education programs
Community Level	- Stagnant or depressed economy - Lack of employment opportunities - High levels of transiency - High levels of social disruption - Low community participation - High prevalence of poverty or low income - Lack of positive influences - Lack of low-cost activities - Existence of racist or discriminatory perceptions, opinions, or systems. - Low political involvement or community engagement	- Positive Peer Relationships - Increased connection and community involvement - Availability of appropriate and effective health care services - Access to appropriate emergency sheltering services. - Increased access to appropriate and diversionary activities, events, and programs. - Economic development strategies

*Adapted from community engagement and Foster et al., 2019; Nilson, 2018; Prenzler & Sarre, 2020; Public Safety Canada, 2017; Risk and Protective Factors, n.d.; Toronto Neighbourhood Centres, n.d.

As demonstrated above, there are a wide range of interconnections between risk and protective factors. For example, job skill training along with economic development can have a positive net impact on employment levels, leading to reduced financial stress, which can increase a number of individual, family, and community level protective factors. Additionally, developing community belonging can have a positive impact on many protective factors that can have a net impact on reducing crime and criminal behavior (International Centre for the Prevention of Crime (ICPC), 2016).

This ability to explore interdependencies is why risk and protective factor identification is an effective strategic tool in the scope of community safety. It provides a systemic approach to community safety and wellbeing that accounts for complexity and interdependence, helping to increase impact on community safety while reducing potential unexpected negative impacts on community members.

05 Areas of focus

Personal Safety and Security

Personal safety and security include a combination of factors facing individuals consisting of personal risk, vulnerability, and harm. In general, people carry certain levels of risk relative to personal safety.

Everyday behaviors such as driving a car, for example, carry a level of inherent personal risk. Some behaviors have higher risk factors than others.

Vulnerabilities are both contextual and personal factors that can be within, or outside, someone's realm of control and can increase or reduce (as protective factors) an individual's potential for harm. Further to the previous example, an individual who drives impaired has an increased vulnerability to harm. As well, others sharing the roadways with that individual also experience increased vulnerability that is outside of their control.

Harm is the physical and/or psychological impacts on an individual or group that may result from personal risk or vulnerability. In short, the more vulnerabilities that exist for an individual, the more likely that a risk can result in increased harm.

Different groups in Lloydminster expressed how their vulnerabilities contributed to a decreased sense of personal safety and security - a concern that was shared by all focus group participants. Individuals from the 2SLGBTQIA+ community shared how their experiences with verbal assaults and threats to their personal safety contributed to the fear created within themselves and their community. Youth shared their own concerns for their personal safety including experiences of unwanted sexual advances to feelings of vulnerability on unlit walkways. Those experiencing homelessness and living in transitional housing shared their experiences of assault, verbal assault and threats, and high rates of exposure to needles or other drug paraphernalia. Individuals living with disabilities are vulnerable to personal harm due to cognitive differences or physical abilities.

Invest in Residents

People that participated in the focus groups want to be involved and included in the development of a safer community for all residents of Lloydminster. By investing in community engagement, residents can increase their ability to lead, engage, and participate in new ways across the community. The creation of community leadership forums or training, and involving residents in decision making as community consultants, are a couple investment areas that would result in greater involvement of residents. Investing in programs or projects that increase personal safety of residents such as My Life My Body, an education program for individuals living with disabilities to better understand consent, boundaries, and healthy relationships, or Safe Spaces, for 2SLBGTQIA+ youth and allies to safely meet and receive education or support were to examples provided by participants.

Lived Experience Task Force

Lloydminster has a higher than average personal crime index, especially around assault. Combined with concerns from within the community to address intimate partner violence, there is a need to broaden the understanding of the root causes of personal crime including assault and intimate partner violence through the use of data, enforcement, prevention, and lived experience input. A taskforce approach that includes people with lived experience and organizations working in the sector could result in intervention and prevention tools specific to the context of Lloydminster, and further generate improved outcomes.

Police and Crisis Team (PACT)

Explore the creation and implementation of a Police and Crisis Team (PACT) model similar to other communities such as Red Deer, Saskatoon, and the Battlefords.

PACT teams are a partnership model between health services, enforcement, and occasionally social service providers either from governmental agencies (i.e. Children's Services) or community organizations. PACT teams intervene in mental health crisis' in a way that ensures appropriate referrals and care that individual groups could not achieve by acting alone.

The PACT model has been evaluated in multiple jurisdictions and has demonstrated a net positive Social Return on Investment of over $3.56 for every dollar invested (Alberta Community Crime Prevention Organizations, 2015).

Implementation of this type of project in Lloydminster may have additional jurisdictional complications and would benefit from engagement with the Social Policy Framework (SPF) leadership committee and Policy Task Force as required to explore high level jurisdictional collaboration.

Lived Experience Task Force

Lloydminster has a higher than average personal crime index, especially around assault. Combined with concerns from within the community to address intimate partner violence, there is a need to broaden the understanding of the root causes of personal crime including assault and intimate partner violence through the use of data, enforcement, prevention, and lived experience input. A taskforce approach that includes people with lived experience and organizations working in the sector could result in intervention and prevention tools specific to the context of Lloydminster, and further generate improved outcomes.

Adaptive and Resilient Residents

Resiliency is the capacity of an individual or system to withstand, respond to, and recover from challenges or difficulties. In this realm, adaptivity speaks to an individual's ability to adjust to changes of condition, or environment. Adaptivity and resilience for individuals can be explored through the concept of protective factors. Protective factors are individual and community driven conditions that can support community safety by enhancing community resiliency and adaptability. Public Safety Canada (https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/fndng-prgrms/rsk-fctrs-en.aspx#pf_examples) lists a number of community safety protective factors including:

- Positive attitudes, values, or beliefs
- Good mental, physical, spiritual and emotional health
- Success at school
- Parental supervision
- Positive adult role models, coaches, mentors
- Participation in traditional healing and cultural activities
- Availability of services (social, recreational, cultural, etc.)

- Conflict resolution skills
- Positive self-esteem
- Good parenting skills
- Strong social supports
- Problem-solving skills
- Healthy prenatal and early childhood development
- Good peer groups/friends
- Stable housing
- Access to adult education
- Steady employment

Given the focus of this strategy on people experiencing barriers, it is vitally important to explore resiliency through the experiences and feedback of those with first-hand experience.

- Youth provided feedback that finding safe places when they cannot be at home (for a variety of reasons) can be challenging as they exhaust their options quickly. This can be linked to parenting skills/supervision, stable housing, access to positive role models, and availability of services.
- Those who experienced, or currently are, experiencing homelessness expressed many challenges securing identification to access the job market, transportation options, finding community support that meet their needs, or receiving housing assistance.
- Many participants from different groups experience discrimination in various forms, which has a direct impact on their mental wellbeing (Losavio, 2020) and their engagement within the community.

In this sense, building adaptive skills and resiliency to improve community safety is focused in three primary areas:

Reducing Vulnerabilities

Reducing risk factors will lower the vulnerability of those most at risk and increase overall resilience and adaptive capacity in Lloydminster.

Priority Strategies:
- Engage with health providers and community stakeholders to increase access to and availability of harm reduction supplies including increased needle drop-off locations and outreach programs.
- Work with stakeholders to increase targeted measures for youth engagement and involvement including increased critical hours programming (before and after school hours) where possible.
- Work with Lloydminster youth organizations where appropriate to increase access to youth focused events, including activating existing places where youth gather with activities, support, or other opportunities.
- Make best use of Crime Prevention Through Environmental Design (CEPTED) principles in areas where personal crime is more frequent and areas where prevention is necessary. This can include increased lighting on residential pathways or increased use of public art (building off previous success with community led murals) to provide some options.

Safe and affordable transportation

In different ways, transportation emerged for all groups as a priority area. To many of the focus group participants, access to, perceptions of safety, and walkability topped the transportation priority concerns.

Recognizing the ongoing transportation planning process underway, our strategies are primarily focused on perceptions of safety and walkability.

Priority Strategies:
- Work with community stakeholders and landlords to identify opportunities to increase walkability within and outside of neighborhoods including community led snow removal programs, linking pathways where possible, or other priorities as they arise.

Safe and affordable housing

Safe and affordable housing is a basic protective factor for people. This includes access to and the availability of long-term, transitional, or emergency housing that meets the diverse and intersectional needs of the community.

Priority Strategies:
- Undertake a feasibility study or other process to determine opportunities and strategies for improved access to short-term housing options for people including youth, women, and families.
- Convene a community taskforce on housing to enrich collaboration between housing jurisdictions, service providers, and landlords to address issues of availability, access, and safety within the existing housing stock.
- Provide landlords with access to and support with education, knowledge, and training to improve safety within existing rental units. Similar programs include Crime Free Multi-Housing or Crime Free Rental Housing programs.

Equity and Inclusion

Equity, intersectionality, and inclusion are key values and principles in the Lloydminster Social Policy Framework. Consequently, they are also key priority areas for collective action toward community safety for people experiencing barriers in the community.

Equity is the importance of being fair and just in how we account for the variety of tools, assets, and resources each member of the community has at their disposal. Intersectionality is the recognition that each resident of Lloydminster has a variety of identities that can intersect in ways that will increase or reduce personal risk and protective factors.

Lastly, inclusion is the principle that social policy (or in this case, community wellbeing efforts) do not lead to further marginalization of any Lloydminster resident. *For further information on these values and principles, please see the Lloydminster Social Policy Framework for an in-depth overview.*

In the scope of community safety for people experiencing barriers, concerns related to equity and inclusion often came to the surface. Most often, this arose through concerns of stigma and discrimination for participants themselves, or others.

- Individuals experiencing homelessness reported challenges in accessing basic services due to perceived stigma from service providers. They also reported avoiding interactions with the RCMP due to perceptions of stigma and a fear of increased consequences.

- Members from the LGBTQ+ community referenced concerns over recent public narratives surrounding drag Storytime events at the municipal library and shared other stories of stigma driven behavior causing concern for their community. NOTE: Since the focus group sessions, these narratives have continued to escalate in the community.

- Youth shared their own experiences of stigma impacting how welcome they feel at community events, businesses, and recreation facilities.

Stigma and discrimination heavily impact an individual's experience of community safety as well as their overall wellbeing. Individuals who experience or perceive stigma are less likely to access services they require, engage with their community, build positive relationships, and ultimately are at higher risk of victimization, perpetration, and reoffence of crime (Cracknell, n.d.; Decker et al., 2014; United Nations Office on Drugs and Crime, 2018).

Reducing stigma is therefor a primary strategy for this priority area.

Deepen community learning

Undertake a community-led approach using people from diverse and marginalized communities to further build understanding of where stigma arises from, and its impact on community members. This could be built from a community consultant model where members of diverse and vulnerable communities are engaged as community consultants on a range of learnings, initiatives, and involvement in decision making, similar to an approach evidenced by Knox County Community Health Coalition in Maine (Foster et al., 2019).

Engage City's communications to address stigma

Develop and deliver a community informed communications plan to address stigma on multiple community platforms including media, social media, and in-person communication. This could include City officials participating in targeted community events, leading discussions on inclusive language and topics, and importantly, addressing stigma and discrimination on official channels.

Amplify existing community assets

Lloydminster has a wide range of community assets that are effective and bring significant value to people feeling vulnerable including Lloydminster Pride, community agencies, and the Citizens on Patrol. These community assets could be amplified through targeted investments in their development including training on mental health first aid, harm reduction, and trauma informed practice as examples. Additionally, investing in convening these groups to work together in co-leading broader community awareness could amplify their reach into different target audiences and enhance bridging social capital.

Safe and Active Neighbourhoods

Neighbourhoods are a vital source of connection, wellbeing, belonging, and safety for Lloydminster residents. There are a wide range of existing services that support neighbourhood development within Lloydminster, including the neighbourhood connector program, block parties, and the rinks program, among others.

Within the scope of this strategy, it is important to remember that a neighbourhood can be more than a specific geographical area defined by place names, a neighbourhood can be defined by the individuals living within it. For example, Residents in Recovery is considered its own neighbourhood by its residents as it plays the same role in belonging, community, safety, and wellbeing as a traditional municipal neighbourhood.

The concept of safe and active neighbourhoods is founded in the community desire to reduce neighborhood crime patterns, build connections among residents, and find a level of equity among neighbourhoods regarding resident's actual and perceived safety. Community members from vulnerable groups, especially those in recovery from mental illness or addictions, shared different perspectives of which neighbourhoods in Lloydminster were safer than others. This includes comparisons between Saskatchewan and Alberta, as well as dividing the north and south of the community into "safe" and "unsafe" areas. They also shared perspectives of certain mid to high density residential buildings being safe or unsafe due to perceived and actual crime and substance abuse from tenants and visitors.

Strategic priorities for further development of safe and active neighbourhoods include:

Invest in Neighbourhoods

Neighbourhoods are the heart and soul of Lloydminster. Continued investment into neighbourhood social development could amplify current projects including the neighbourhood connectors, block parties, outdoor rinks program, and neighbourhood watch.

Additional areas for investment might include:

- Involving people from vulnerable groups in the design and delivery of collaborative place-making processes or events to increase belonging and feelings of ownership.

- Increasing support for cultural training, events, and celebrations to increase the awareness and acceptance of multicultural community members.

- Reducing barriers and increasing support for community level interest groups. This could include hosting regular workshops to help community members register a group, learn how to access funding, or how to increase awareness through marketing or social media.

Leverage data to target crime prevention initiatives

Leveraging key stakeholder partnerships to identify trackable indicators for early prevention, intervention, or emergency response to neighbourhood safety issues would:

- Further enhance relationships between stakeholders such as the RCMP, municipal and provincial government departments, schools, college campus security, and other key service providers,

- Increase transparency and accountability within the structure by providing access to data so key stakeholders can improve decision-making with targeted interventions, and

- Utilize collected data to support the reduction of perceptions of safety to combat existing neighbourhood stereotypes.

06 Strategies and recommendations

To establish relevant and purposeful strategies and recommendations, it is important to recall the purpose of the City of Lloydminster Community Safety Strategy - *to create a community safety and wellbeing plan designed to help reduce negative interactions with authorities for marginalized populations by building bridges of trust, relationships, and "off ramp" opportunities.*

Five key areas of recommendations emerged to reflect a combination of community input, data, organizational insights, and appropriateness relative to change within the realm of the City of Lloydminster's influence:

- Housing and homelessness
- Mental health and addictions
- Stigma and perceptions of safety
- Environmental design and safety
- Crime prevention through community and social development
- Commitment to Truth and Reconciliation

Housing and Homelessness

While housing and homelessness is not a direct responsibility of municipalities, there are significant opportunities to help influence perceptions of safety and reduce crime. For many people in the community, affordable housing is a significant concern and the overwhelming perceptions suggest that drugs, crime, and affordability are all inextricably connected. "If it is affordable here in Lloyd, I don't think I will feel safe there," was a comment recorded and a sentiment shared by many.

The new Social Policy Framework (SPF) identified housing and homelessness as one of seven community priorities. Safety needs to be a consideration within that group and mutually reinforcing activities between the Housing and Homelessness table and the Safety and Security table prioritized.

Crime Free Multi-Housing (CFMH)

The Edmonton Police Service offers a program designed to introduce crime prevention techniques to multi-housing properties by working with tenants, landlords, and neighbourhoods. Using the principles of Crime Prevention Through Environmental Design (CPTED), the CFMH offers education and certification to landlords dedicated to tenant safety through active management practices.

The results create more stable and satisfied residents, increased demand for rental units, lower maintenance and repair costs, increased property values, and improved relations with neighbouring properties.

Mental Health and Addictions

Consistent with insights gathered through the Social Policy Framework (SPF) development, mental health and addictions are a significant concern for marginalized populations in the community. Opportunities for mutually reinforcing activities between the Safety and Security table and other priority working groups with the SPF are strongly encouraged. In particular, focus group participants are calling for better access to and coordination of harm reduction resources, and training for businesses, community officials, and health care professionals to reduce stigma.

From those recovering from or living free from mental health or active addictions, the presence of drugs in the community, associated stigma, and perceived sense of safety make this topic a priority for community safety. Enhanced patrols and zero-tolerance for known drug locations in the community were among the calls for action expressed by participants. As well, since many people experiencing barriers access supports and services that are also important to those with active mental health and addictions issues - they feel even more exposed, vulnerable, and susceptible to criminal activity.

There is also a recognition that mental health concerns and active drug use are not, in and of themselves, criminal in nature, however, the conditions leave people with heightened vulnerabilities as both offenders and victims of community safety. A priority recommendation is the implementation of a Police and Crisis Team (PACT) approach to future work with people experiencing active mental health and addictions issues.

Police and Crisis Team (PACT)

Police and Crisis Teams (PACT) exist in a number of communities across Alberta and help to diffuse crisis situations when people are at heightened risk of danger to themselves or the public. The focus of the program is improved connection to resources and assistance rather than enforcement.

PACT pairs registered psychiatric nurses with RCMP members to actively respond to people experiencing mental health, addictions, or psychosocial crisis - a combined approach to health and safety.

Service Provider Training

Groups and organizations specifically trained to provide supports and services to people experiencing or recovering from mental health and addictions do so with safety and security in mind. There are, however, many other groups and organizations providing important basic needs to Lloydminster's populations facing barriers that need better awareness and training to improve real and perceived safety outcomes for their volunteers and clients.

Defining potential risks and hazards, roles and responsibilities, providing support and training, and ensuring policies and procedures are in place will help to improve safety concerns and outcomes.

Stigma and Perceptions of Safety

Stigmas and community narratives about marginalized populations were a consistent theme among focus group participants. Left unchecked, discrimination, prejudice, and negative attitudes have resulted in, and can lead to further safety concerns, fear, and experiences of verbal and physical violence. Stigmas tend to exacerbate existing challenges among people feeling vulnerable or marginalized which lead to isolation, reluctance to seek supports, and lack of belonging or connection.

Within this section, collaborative opportunities exist to bring together community groups and organizations, government, agencies, health and education, and the business to generate a unified approach.

Active Allyship

While the term "ally" is often associated with the LGBTQ+ community, its intention can be applied to the very deliberate act of speaking up to influence public narratives for all marginalized populations in the community. Active allyship does not need to come with a heavy financial burden but rather be demonstrated through leadership, vocal opposition to hurtful community rhetoric, active engagement, and support for community initiatives and activities that help educate and unite local support.

Community education, awareness, and training

The creation of a more accepting and inclusive society can be supported through publicly accessible and funded education and awareness programs related to diversity, equity, and inclusion (DEI). DEI education and awareness training helps individuals and organizations understand the ways to help build and maintain more equitable and inclusive spaces in society.

Programs and training opportunities to help address the impacts of systemic racism, sexism, homophobia, and other forms of discrimination in different groups or people involves learning about privilege, bias, and how our own identities and experiences shape our perceptions of the world.

Environmental Design and Safety

People marginalized by income inequality experience their community differently from those with greater access and means. In particular, pedestrians and people with disabilities notice opportunities for enhanced safety with a high level of awareness and acuity because it impacts their ability to meet basic needs. Simple items like sidewalk placement, connectivity, and accessibility can play an important part in tasks like getting groceries or accessing supports and services.

The focus group sessions were an important opportunity for participants to view community safety from a broad point of reference - not simply from the perspective of crime. For example, youth identified different areas in town where they felt unsafe due to lighting conditions or lack of escape routes from isolated locations.

Crime Prevention through Environmental Design (CPTED)

CPTED is a multi-disciplinary approach to crime prevention through the use of urban and architectural design and management of built and natural environments. The adoption and deliberate use of CPTED principles and strategies can be incorporated into public policy, by community businesses and facilities, by home and property owners, and individuals to help minimize risk and deter crime from happening.

According to the *Safe Growth and CPTED in Saskatoon* report (Safer City, 2010, p.5), "crime cannot happen without the intersection of an offender, a victim, and a place." CPTED design guidelines help to address the element of 'place and therefore improves the likelihood of a safer community.

Crime Prevention through Community and Social Development

Jane Jacobs, the great scholar of urban life notes that *social capital* "is what most differentiated safe and organized cities from unsafe and disorganized ones" (Putnam, 2000, p.308). There are perceptions among Lloydminster's vulnerable communities that there are some neighbourhoods that are safer and more desirable than others. This speaks to the opportunity for enhance neighbourhood initiatives to build social connection and cohesion.

Three broad opportunities for community and social development emerged from the focus group conversations - asset-based community development (ABCD), bonding and bridging social capital, and neighbourhood engagement.

Asset-based Community Development (ABCD)

In more than one focus group session, participants spoke to the value of a paradigm shift from a deficit mindset to an asset mindset. While each group of participants come from populations feeling vulnerable, they also possess a wide range of knowledge, skills, and abilities that, if accessed, could benefit other groups and organizations in the community.

"ABCD goes beyond any individual's gifts or particular group's strengths to consider how these may come together to create broader changes for the common good within a community" (Tamarackcommunity.ca). Specifically, one of the focus group participants noted that their individual sports accomplishments could be accessed to provide after-school 'intermural' type programming, but not without the support from others to handle logistics such as administrative support, facilities access, etc. The result could be a low-cost, non-competitive, social engagement opportunity for youth and adults to connect and build community, for example.

Many other examples of ABCD are available and accessible to help address issues of crime prevention and community safety.

Bonding and bridging social capital

The focus group sessions were an example of *bonding* social capital - gatherings of people with similar or shared experiences, backgrounds, beliefs, and/or interests. Groups and organizations that bring people together to support one another from a place of commonality are important for developing deep trust and solidarity.

Alternatively, *bridging* social capital is used to describe the networks and connections between groups to help enhance belonging and inclusion while breaking down barriers, stigma, and misunderstanding.

The shared experience of contributing to the outcomes of this Community Safety Strategy may be a foundation upon which the participants from the *bonded* focus groups could be *bridged* to hear about the results of their input. Many shared experiences between people were found to be common.

A further step could include a "lived experience" advisory group for the City and systems partners at the Safety and Security working group with the SPF as the insights and perspectives from participants would be invaluable to the strategic implementation and outcomes.

Neighbourhood engagement

While the ABCD section addresses community-wide social development, there are further opportunities to enhance safety through place-based, neighbourhood development.

Place-based community development is where the concepts of ABCD and *bridging/bonding* social capital take root - where people live, work, play, study, and visit. As Paul Born appropriately describes, the goal of placemaking is "to create conditions for citizen engagement and empowerment, helping them to agree on what needs to be improved, to feel that they have the power to make the changes, and to be willing to work at doing so" (Born, 2014, p.51).

Community safety is an important topic that resonates with people, especially in neighbourhoods where the perceptions may not be very positive yet there is an abundance of caring community members. Resources to help people build connections and create a strong sense of belonging will result in safer places throughout the community.

Commitment to Truth and Reconciliation

The City of Lloydminster supports the Reconciliation efforts of the Heart of Treaty 6 Reconciliation circle within the community of Lloydminster and the region. Heart of Treaty 6 Reconciliation is a group of individuals, community-based organizations, governments, and businesses from Onion Lake Cree Nation, Lloydminster, Frog Lake First Nation, and Poundmaker Cree Nation who have come together to discuss Reconciliation and what the Calls to Action can look like in the Northwest of Saskatchewan. At the municipal level, the City of Lloydminster is committed to working on 6 calls to action that can serve as a starting point for the municipal strategy (Alberta Association of Municipalities, 2021).

Call to action #3. Fully implement Jordan's Principle to ensure First Nations children are not denied or delayed in accessing essential public services.

Municipalities can review all municipal services to children to ensure access is equitable and without discrimination. Where possible, municipalities can also support local healthcare, social, and educational professionals to remedy systemic and institutional practices so that Indigenous youth can access the services and support they need, when they need them.

Call to action #40 In collaboration with Indigenous people, create Indigenous-specific victim programs and services with appropriate evaluation mechanisms.

There are opportunities for municipal governments to advocate, create, and expand victim services programs in partnership with the Government of Alberta and local organizations.

Call to action #45.iii Renew or establish Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.

Municipal government leaders can build relationships with local and regional Indigenous organizations and leaders to open space for conversation on issues of mutual interest.

Call to action #57 Educate public servants on the history of Indigenous peoples, including the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Indigenous rights, Indigenous law, and Indigenous–Crown relations.

Possibly one of the most impactful ways that municipal governments can support reconciliation is to update internal training programs to regularly educate staff about the history of Indigenous peoples in Canada, including the residential school system, and how that impacts relations between Indigenous and non-Indigenous people today. This training may include a focus on intercultural competency, conflict resolution, human rights, and anti-racism.

Call to action #66 Establish funding for community-based youth organizations to deliver programs on reconciliation.

While this call to action is directed to the federal government, municipalities can also partner with local organizations to raise awareness and encourage conversations with youth about reconciliation.

Call to action #69.iii Encourage libraries to commit more resources to public education on residential schools.

Municipalities can partner with libraries to host speaker events and sharing circles and promote literature that will increase awareness about the history and legacy of residential schools. 77 Work with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system.

07 Evaluation and monitoring

Performance measurement is the ongoing, regular collection of information for monitoring how a program, policy, or strategy is doing. It is a systematic way of mapping the evidence of the progress that is being made toward expected results. Program evaluation is the "systematic collection and analysis of information about the process and outcomes of a program in order to make improvements or judgments about the quality or value of the program" (Chyung, 2015, p. 83). The main objective of program evaluation is to provide a neutral, evidence-based assessment of the program's relevance, design, delivery, and performance for informed decision-making (Government of Canada, 2021).

However, a more tailored approach must be adopted to evaluate the Truth and Reconciliation Commission's Calls to Action strategies. The culturally Responsive Indigenous Evaluation (CRIE) Model (Bowman & Cram, 2015) and other Indigenous Frameworks could be more appropriate. The CRIE model combines western evaluation paradigms with Indigenous paradigms for a blended approach to evaluation.

There is no standard approach to performance measurement and evaluation of community safety and well-being strategies. According to evaluation experts (Patton, 2015), this lack of outcome measurement is largely the symptom of CSWB being a relatively new field. When initiatives are in their developmental stages, much of the evaluation focus is on building the initiative and reaching a point of consistency and continuity. This will then allow for more formative approaches to evaluation that help to understand the fidelity and performance of the model (Nilson, 2018).

A more relevant approach to performance measure and evaluation of CSWB is the Community Safety and Well-Being Index- an aggregate indicator of shared outcomes from the economic, health, social, safety, and environmental spheres. This index combines the top indicators from each respective sphere to assess the overall level of CSWB (Nilson, 2018). From an efficiency perspective, there is considerable merit in pursuing such an index approach. There is a contention that such indices simplify multi-dimensional issues to ease complicated government decisions, reduce the size of indicator lists, and allow for comparisons between different geopolitical units (e.g., cities) (Nilson, 2018). Another benefit is that multidimensional indices bring realization to social conditions or problems that may otherwise go undetected until a crisis occurs (Stiglitz et al., 2009). It also represents both the community's wellbeing and the safety side of the coin.

Using this approach, the performance measurement and evaluation of community safety and well-being for the marginalized population must be focused on two broad layers of indices that reflect broader societal changes and the specific circumstances that increase the vulnerability or resilience of marginalized populations as perpetrators or victims of crime: 1)The risk indicators that may increase the presence of crime, victimization, or fear of crime in a community and may also increase the likelihood that individuals engage in crime or become victims. 2) The protective

factors in the broader community decrease the likelihood that individuals engage in crime or become victims.

This requires specific outcomes for various initiatives to be established with indicators and measures that monitor the progress towards long-term outcomes and more immediate and shorter-term outcomes/activities. These indicators must reflect baseline data and targets for a specific period. It should be in a form dashboard that also incorporates external data sources pertinent to the CSWB Strategy for marginalized populations, including the crime data from Lloydminster RCMP Detachment and any information made available through open data sources and shared-use agreements.

Appendix A

Demographic and Socioeconomic Indicators from the 2021 Federal Census	Alberta	Lloydminster (Part), City (CY) Alberta	Saskatchewan	Lloydminster (Part), City Saskatchewan
Population, 2021	4,262,635	19,739	1,132,505	11,843
Population, 2016	4,067,175	19,645	1,098,352	11,765
Population percentage change, 2016 to 2021	4.8 %	0.5%	3.1%	0.7%
0 to 14 years	19.0 %	21.2%	19.7%	24.1%
15 to 64 years	66.2 %	65.0%	62.8%	68.8%
65 years and over	14.8 %	13.9%	17.5 %	7.1
Percentage of Couple families in private households	85%	84%	83%	78%
Percentage of Lone parent families in private households	15%	16%	17%	22%
Percentage of Visible Minority				
Indigenous Identity	7%	10.5%	17%	18.0%
Percentage of households renting their dwelling	28.5%	28.2%	26.4%	40.9%
Percentage households spending 30 percent or more on shelter costs	27%	19.6%	17.2	20%
Owner and tenant households In Core housing need	10%	8.8	10.3 %	9.0%
Median after-tax income of a household in 2020 ($)	$83,000	$85,000	$73,000	$75,000
Prevalence of low-income- in private households on the Low-income measure, after tax (LIM-AT) (%)	9.2%	8.5%	13.4%	11.1%
Inequality measures for the population in private households- P90/P10 ratio on adjusted household after-tax income*	3.9	3.7	3.9	3.2

The P90/P10 ratio is a measure of inequality. It is the ratio of the 90th and the 10th percentile of the adjusted household after-tax income. The 90th percentile means 90% of the population has income that falls below this threshold. The 10th percentile means 10% of the population has income that falls below this threshold

References

Alberta Association of Municipalities. (2021). A Municipal Guide to the Truth and Reconciliation Commission's Calls to Action. https://www.abmunis.ca/sites/default/files/Advocacy/Programs_Initiatives/WIC/a_municipal_guide_to_the_trcs_calls_to_action_july_2021.pdf

Allen, M. & Perreault, S. (2015). Police-reported crime in Canada's Provincial North and Territories, 2013. *Juristat.* Statistics Canada Catalogue no. 85-002 85-002 X

Blanco, H., Lennard, J., & Lamontagne, S. (2011). Annual reporting and accountability by municipalities in Canada: An empirical investigation. *Accounting Perspectives*, *10*(3), 195-224.

Bowman, N. R., Francis, C. D., & Tyndall, M. (2015). Culturally responsive Indigenous evaluation. *Continuing the journey to reposition culture and cultural context in evaluation theory and practice*, 335-360.

Britt, C. L. (2019). Age and Crime. In Farrington, D. P., Kazemian, L., and A. R. Piquero (Eds.). The Oxford handbook of developmental and life-course criminology. (p. 13-33). New York, New York: Oxford University Press.

Burton, E., & Mitchell, L. (2006). *Inclusive urban design: Streets for life.* Elsevier.

Canadian Chiefs of Police Research Foundation. (2015). The dollars and sense of policing, public safety, and well-being in your community. Retrieved from https://www.cacp.ca/index.html?asst_id=960

Chyung, A. Y. (2015). Foundational concepts for conducting program evaluations. *Performance Improvement Quarterly, 27*(4), 77-96.

City of Lloydmister (2022). The Lloydminster Charter. Retrieved from http://www.qp.gov.sk.ca/m/index.cfm?action=browse&p=4266

City of Toronto. (2021). SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan. Retrieved from https://www.toronto.ca/legdocs/mmis/2021/ex/bgrd/backgroundfile-168551.pdf

Council of Canadian Academies. (2019). Toward Peace, Harmony, and Well-Being: Policing in Indigenous Communities. Ottawa (ON): The Expert Panel on Policing in Indigenous Communities, Council of Canadian Academies. Retrieved from https://cca-reports.ca/wp-content/uploads/2019/04/FullReport-Toward-Peace-Harmony-and-WellBeing.pdf

Council of Canadian Academies. (2014). Policing Canada in the 21st Century: New Policing for New Challenges. Ottawa (ON): The Expert Panel on the Future of Canadian Policing Models, Council of Canadian Academies. Retrieved from https://cca-reports.ca/wp-content/uploads/2018/10/policing_fullreporten.pdf

CTV News. (2022, November 10). Premier Smith tells minister to 'launch an Alberta Police Service' despite higher costs. Retrieved from https://edmonton.ctvnews.ca/premier-smith-tells-minister-to-launch-an-alberta-police-service-despite-higher-costs-1.6148102

Eizenberg, E., & Jabareen, Y. (2017). Social sustainability: A new conceptual framework. *Sustainability*, *9*(1), 68.

Government of Alberta. (2018). "More police and resources to fight rural crime." *News Release.* March 9, 2018

Government of Canada. (2023). State of the Criminal Justice System Dashboard: Information on the Criminal Justice System. Retrieved from https://www.justice.gc.ca/socjs-esjp/en/dash-tab/lm-sp

Government of Canada. (2021). Project Managers' Guide to Performance Measurement and Evaluation. Retrieved from https://www.justice.gc.ca/eng/rp-pr/cj-jp/fv-vf/pmgui-guigp/p3.html

Government of Canada. (2021). Why we are transforming the criminal justice system? Retrieved from https://www.justice.gc.ca/eng/cj-jp/tcjs-tsjp/why-pourquoi.html?wbdisable=true

Government of Saskatchewan. (2019). Saskatchewan Crime watch advisory network expanded province-wide. Press release. April 18th, 2019.

Graham, J. R., Shier, M. L., & Delaney, R. (2017). *Canadian social policy: A new introduction*. Pearson

Hasso, A. (2010). The role of local government in social policy and program development: Impacts of municipal reform. Retrieved from https://ir.lib.uwo.ca/cgi/viewcontent.cgi?article=1083&context=lgp-mrps

Kitchen P (2007) Exploring the link between crime and socio-economic status in Ottawa and Saskatoon: A small geographical analysis. Research and Statistics Division, Department of Justice Canada, Ottawa.

Larimian T, Zarabadi ZSS and Sadeghi A. (2013) Developing a fuzzy AHP model to evaluate environmental sustainability from the perspective of Secured by Design scheme—A case study. Sustainable Cities and Society 7: 25-36.

McManus, M. A., & Steele, R. (2022). Alternative approaches to achieving community safety and well-being across law enforcement and public health: Western European findings. *Journal of Community Safety and Well-Being*, 7(Suppl_1), S8-S12.

Milivelojevic, S. and E. M. Radulski. 2020. "The 'future Internet' and crime: Towards a criminology of the Internet of Things." Current Issues in Criminal Justice. Vol. 32, no. 2. p. 193-207.

Moreau, G. (2021). "Police-reported crime statistics, 2020." Juristat. Statistics Canada Catalogue no. 85-002-X.

Nilson, C. (2018). Community safety and well-being: Concept, practice, and alignment (LEPH2018). *Journal of Community Safety and Well-Being*, 3(3), 96-104.

O'Flynn, P. E. (2011). Evolving Role of the Municipal Chief Administrative Officer position in Canada, 1985-2010 (Doctoral dissertation).

Ontario Government. (2019). The Community Safety and Well-being Planning Framework. Retrieved from https://www.ontario.ca/document/community-safety-and-well-being-planning-framework-booklet-3-shared-commitment-ontario/section-2-community-safety-and-well-being-planning

Ontario Ministry of Community Safety and Correctional Services. (2017). Community Safety and Wellbeing Planning Framework: A Shared Commitment in Ontario (Booklet 3). Toronto, ON: Government of Ontario.

Putnam, R. (2001) Bowling Alone. London, England: Simon & Schuster.

Patton, M. Q. (2015). Qualitative research & evaluation methods (4th ed.). Los Angeles, CA: Sage

Perreault, S. (2023). Police-reported crime in rural and urban areas in the Canadian provinces, 2021. *Juristat: Canadian Centre for Justice Statistics*, 1-48.

Perreault, S. (2017). Canadian's perceptions of personal safety and crime, 2014. *Juristat*. Statistics Canada Catalogue no. 85-002-X.

Prevention Institute Advancement Project. (2015). Community Safety: A Building Block for Healthy Communities. Retrieved from https://www.preventioninstitute.org/publications/community-safety-a-building-block-for-community-health

Savoie, J. (2008) Neighborhood characteristics and the distribution of crime: Edmonton, Halifax and Thunder Bay. Crime and Justice Research Paper Series, Canadian Centre for Justice Statistics, Statistics, Canada, Ottawa, Catalogue no. 85-561-M – No. 010.

Sewell, J. (2021). Toward City Charters in Canada. *Journal of Law and Social Policy (34)*134. https://digitalcommons.osgoode.yorku.ca/cgi/viewcontent.cgi?article=1412&context=jlsp

Stevens, G., Hartnagel, T., Odynak, D., & Brazil, J. (2013). Demographic trends and crime in the province of Alberta. *International Journal of Child, Youth and Family Studies*, 4(1), 24-41.

Stiglitz, J.E., Sen, A., & Fitoussi, J.P. (2009). Report by the Commission on the Measurement of Economic Performance and Social Progress: A Resource Document. Paris, France: Commission on the Measurement of Economic Progress and Social Performance.

Wilson, S. (2018). Assessing the impact of economic and demographic change on property crime rates in Western Canada. *Journal of Community Safety and Well-Being*, 3(2), 52-58.