The Community Action Team
Problem-Oriented Policing Initiative

Edmonton Police Service’s Herman Goldstein Award Submission

5/31/2019
Summary

The Edmonton Police Service’s CAT initiative

Edmonton’s Problem

2011 in Edmonton was a difficult and uneasy year. Edmonton’s violent crime and disorder rate was unprecedented and the EPS’ newly appointed Chief felt the pressure from the public and his employees to find a solution to the city’s growing safety issue.

EPS’ Analysis

- There were 46 homicides investigated by the EPS in 2011
- The media and the public termed our city as unsafe
- EPS needed to reduce violent crimes
- EPS needed to be visible to deter crimes and increase public trust

EPS’ Responses

- Initially, members would drive through high crime rate communities with their lights on, in hopes of disrupting potential crime activity.
- Input from fellow community EPS members led to a short-term assistance project to assist our city’s vulnerable population within these high crime communities.
- These responses were not enough and the solution to Edmonton’s high crime rate could no longer be tackled by the Edmonton Police Service
EPS developed a Violence Reduction Strategy (VRS) that included a Community Action Team (CAT) deployment. This team was meant to bring together police and community partners to address violence, crime, and disorder in at-risk neighbourhoods. The addition of community partners helped balance the new prevention, intervention and suppression approach that was outlined in the new VRS.

**EPS’ Impact**

- In CAT’s first full year of deployments in 2012, they made more than 500 arrests and issued more than 1700 warrants.

- The significant decreases in crime from Edmonton’s high crime neighbourhoods allowed the initiative to become an official unit of the EPS in 2015.

- With the intelligence and community concerns received, CAT has evolved its approach to further reduce the frequency, severity, and/or fear of crime in our city with the development of a three-tiered deployment model.

- Most of CAT’s deployments in 2018 saw reductions in various indictors (such as calls for service, violence and disorder occurrences, and crime indicators) occurring in the communities where CAT was deployed, compared to the same dates of the previous year.
In 2011, Edmonton received a nickname. Typically, we revered ourselves as the City of Champions, but our streets were in disarray and our story changed; we became ‘Deadmonton’. As the police service of this new title, we were devastated and downtrodden. We were exhausting all efforts to keep our city safe, but the numbers were telling our citizens another story: with 46 homicides by year end, violent crimes were at an all-time high.

Our city saw violent crimes begin to rise in 2010 and we were trying to deter crimes from the at-risk neighbourhoods. EPS tried using a “Keep the Lights On” model where police vehicles flooded an area by driving with their active lights on to disrupt illegitimate users of public spaces. Then, with input from community liaison constables and district sergeants, the strategy was expanded to address the needs of the vulnerable and the model became “Divert Disorder.”

Utilizing our data and community-based intelligence, crime trends and the public’s demands became EPS’ focus. Edmonton’s City Hall continued to receive emails and phone calls for more security on the light rail transit (LRT) and at the LRT stations because the public felt the LRT and its stations were dangerous. EPS’ daily calls for service in Downtown Edmonton found one specific avenue - 107th Avenue - had the highest concentration of crime and disorder. In response, in July 2010, the EPS piloted a new mobile police unit to target Edmonton’s five most frequented LRT stations at the beginning of their shift, and relocate to
Downtown Division for a targeted deployment to 107th Avenue for the second half of their shift. It was a successful weekend for the pilot; citizens noticed the obvious police presence at the LRT stations and on 107th Avenue; EPS’ Cadets teamed with the police officers to provide a positive public education component for crime prevention tactics and positive engagement; and most importantly, there was a notable decrease in crime and disorder during the shifts. The final results tallied 29 arrests; 37 new files; 123 warrants; 143 J444s; and 61 SCRs. The weekend experiment left one heavy question on the Service: how do we make this sustainable?

CAT’s squad leaders evaluated their first weekend and established the need for a Neighbourhood Empowerment Team in the 107th Avenue area to launch a community watch program and encourage the businesses to personally be involved in their community’s safety. There was also a request to increase EPS’ BEAT squad size for 107th Avenue, and reduce the size of the BEAT’s enforcement area so the squad can focus ownership in the high crime portion of the avenue. The final suggestion from this evaluation was an investment in our data – have divisional analysts use their information to predict crime trends and times so EPS could position resources like CAT in the communities before crimes are committed.

However, as 2011 passed in Edmonton, it was clear that we did not focus on these sustainable solutions. By August 2011, Edmonton’s violent crimes were
Collaboratively, they pitched a five year Violence Reduction Strategy (VRS). The VRS was defined as a series of focused initiatives to collectively tackle the root causes of violence and victimization. The problem that was identified from our city’s homicide numbers and violent crimes was the drivers of violent behaviour, which could lead to a homicide – alcohol, drugs, weapons, distressed communities, and social disorder. As EPS’ Chief in 2011, Rod Knecht said, “This is a violence reduction strategy, not a homicide strategy. We cannot arrest our way out of this.” The hope from the VRS was to work as a team with governments, justice, agencies, leaders, citizens, and internally to reduce violent crime and reestablish trust with our city that Edmonton is a safe and welcoming home. The data at this time showed that 21 of the 33 homicide victims had sought help from a homeless shelter, so EPS ensured this community would be a focus for the VRS. A short-term prevention and education solution was created and a “street safety guide” was provided to the vulnerable population of our city so they could access the information and contacts they needed to keep safe.

A larger EPS-focused crime prevention action piece of the VRS was utilizing the CAT deployment model that was experimented with in 2010. CAT’s mission was
developed and the team was determined to empower, educate, and reassure communities that the EPS is dedicated to curbing crime and restoring faith of the citizens of Edmonton. The CAT model would focus on distressed communities to address disorder and violence using suppression, intervention and prevention tactics. Suppression would be conducted by enforcement units that would target criminal activity (arrest where necessary, clear criminal warrants, and ticket for provincial and municipal by-laws). Interventions would involve the use of social agencies and Edmonton’s Neighbourhood Empowerment Team (NET) to provide support to both victim and/or offender, and remove the drivers of crime before it happens. Lastly, prevention would include a collaborative effort between EPS, By-law, and Alberta Health Services to provide education on crime prevention, housing and by-law issues. All three components would allow CAT to have a long term impact in the deployment boundaries.

In order to achieve CAT’s mission and focus, the team was going to saturate Edmonton’s five most violent neighbourhoods. CAT members would also work with the residents and community leaders to develop more enforcement and educational initiatives to combat violent crimes; specifically assaults, use of edged weapons, robberies, sexual assaults, intimate partner violence, and vulnerable persons violence.

Fall 2011 was the start of four CAT deployments in Edmonton in an attempt to make positive changes by the end of the year. CAT’s objectives were set; the
CAT deployments were to conduct high-visibility policing, reassurance policing to increase the public’s confidence, enforcement through arrests and summons’, and educational policing through face-to-face positive interactions. To achieve these objectives, CAT would educate the public through awareness and prevention (as part of VRS), connect more directly with citizens to provide better access police information and resources, promote high visibility and enforcement by police, cooperate with other agencies in education and enforcement (Edmonton Transit, Edmonton Rangers, community shelters and outreach services), gather intelligence to support trends and target specific enforcements in the future, inform the public and communities of our actions and results, and gauge public attitudes to mobilize accordingly in future deployments.

CAT would monitor their results and effectiveness through: police enforcement, reduction of crime in the area (post-implementation), noticeable reduction in crime by community members (reduced fear of crime and increased public safety), useable intelligence, interventions with Edmonton’s vulnerable people (such as housing and supports), cost effectiveness, and feedback from partners and community members. As expected, CAT was successful in addressing a wide range of criminal and social issues throughout the fall and winter of 2011. Successes from the four deployments included 221 arrests, 1,080 tickets issued, 23 johns intercepted, 265 homes visited, and 20 people were assisted in getting off the streets and finding homes. These deployments also had reduced the
resource impact on EPS’ patrol divisions. CAT appeared to be the solution the city of Edmonton was looking for.

In April 2013, a year into the VRS and CAT’s monthly deployments (from May – October 2012), EPS saw a reduction of violence in the city by 6.6% (115 fewer occurrences) compared to the same time in 2012, assaults were down 7.1%, and robberies decreased by 14.4% and had been for the first three months of 2013. Although CAT was producing noticeable changes, there was a challenge in the deployment implementation - community engagement and buy-in from partner agencies. This was overcome through community consultation efforts to explain the value and benefits of public engagement in the deployment. The community consultations paved the way for broader conversations on public safety in high crime neighbourhoods. Not long after, these conversations turned into action. The CAT deployments started to include community engagement nights to connect community agencies with citizens who may benefit from their services. This new CAT model broadened the organization’s thinking around crime management as a bona fide function of policing. So much so, that the EPS established CAT as a full-time unit once the team celebrated their 50th deployment in 2015.

Along with CAT’s permanent role within the EPS, further improvements to the deployment model were made. These were developed to ensure operational consistency and efficiency, and to provide support to crime and offender
management initiatives being conducted by any EPS operational or investigative units. Essentially, EPS as a whole could be less reactive and become more proactive; putting police officers and support resources where the crimes, offenders, and vulnerable are, as well as addressing specific community concerns. In fact, CAT developed a standing list of 113 provincial, municipal, and community partner contacts ranging from health, human services, youth services, indigenous support services, seniors support services, shelters, drop-ins, public safety, entertainment zone, sex trade worker support, and housing support. CAT utilizes these contacts by identifying the needs in the community in which they are deploying, and inviting the most beneficial partner agencies to the event to connect with community members who need their assistance.

Operationally, the unit refined their method and created a three stage approach to deployments. This method, which includes stages for analysis, strategy, and operations, ensures efforts are constantly evaluated and specifically tailored to each community. It also includes three separate levels of deployment:

• Tier 1 - Full or modified,
• Tier 2 - Citywide Offender Management,
• Tier 3 - Force multiplication for Divisional projects or initiative’s

Tier 2 and 3 initiatives are attended to throughout the year, which is where the CAT model has truly evolved.
Tier 1 is the full CAT deployment within a community. Although it seems like CAT deployments take place over a fairly short time period, there is in-depth work that takes place leading up to, and after the visible deployment. The typical Tier 1 deployment requires one week of planning and development, and then runs operationally for an additional three weeks.

Since October 2015 when the full-time team started, the Tier 1 deployments have been more intelligence-led: employing analysis in real time, using evidence-based crime management practices, such as the KOPER model. In this method, the police are visible and engage both legitimate and illegitimate users of space at a hot spot location of violent crime and public disorder. The use of such intelligence and analysis determines the communities with escalating crime and disorder. Hot spots within the target communities are identified and divided into public or private spaces. Public hot spots are managed using high visibility, offender management, community engagement and interdiction strategies, while private hot spots are managed with intervention, offender management and victim empowerment activities. For instance, a public hot spot may be a bar, in which case the EPS’ Hospitality Policing Unit assists with the deployment with licensed premise regulatory checks and gang suppression strategies. A private hot spot might involve domestic violence, in which case a police member partnered with a social worker may work with victims on safety plans and connecting to community resources, such as shelters. These methods are evaluated for impact pre- and post-deployment.
The initiative was evaluated by the Violence Reduction Strategy Analyst, who uses Cognos Business Intelligence reports, Arc Geographic Information System mapping, and a daily average calculation of crime data. The number of violence and disorder calls for service, the number of violence occurrence files, and the number of disorder occurrence files are the three main indicators used in the evaluation.

The daily average is an innovation the Violence Reduction Analyst created in order to specifically evaluate the CAT deployments, which are four out of seven days for three weeks. Typical crime data are grouped into one day, a week, a month or a year. The daily average allows the analyst to identify the impact of the deployment very specifically. This change took effect in August 2016, and it has changed the way CAT evaluates their efforts.

Historically, CAT deployments focused on public spaces, but by looking at detailed analyses of deployments, CAT members realized that there was a big piece missing from this approach. Violence that occurred in private spaces, specifically domestic violence, was not accounted for or addressed by previous CAT deployments. This information is now integrated into all three phases of the model. Deployments have also incorporated a public engagement portion with partners to provide food, tactile public safety and crime prevention resources, and face-to-face conversation between the public and police.
In May of 2017, Harm Reduction Interactions were added to the CAT’s crime management toolbox to offer support for sex trade workers. Members conducted 139 check-in interactions throughout their 2017 deployment season.

These examples highlight one of the strongest elements of CAT’s approach of consistently evaluating efforts and outcomes—if desired outcomes are not achieved, the approach is altered. This allows for an adaptable crime management strategy, one that is tailored to a specific community and that can change as crime shifts.

In 2018, CAT continued to add to its repertoire. Edmonton’s homeless population was a target for a new CAT initiative called, Project CAPE. CAT partnered with a Canadian company who donated 60 weather-resistant capes for CAT to distribute to our most vulnerable citizens. CAT also continued their community engagement off the streets and into people’s feeds. CAT joined EPS’ social media program and began to harness the Instagram community for deployment advertising, crime prevention information sharing, and positive relationship building.

This year, the Tier 1 deployments will be distinctly more intentional. CAT will partner with EPS’ Police and Community Engagement (PACE) team in order to provide more police members and expert community personnel to improve CAT’s
ability to build and maintain positive relationships with the citizens, support agencies, and police. CAT has also spent the end of 2018 planning a comprehensive model around domestic violence with EPS’ West Division Domestic Violence Coordinators to be implemented in 2019. The goal of this project is to introduce an intelligence led, intervention focused response to domestic violence.

The success of the CAT method is reflected in the numbers. Deployments have seen a reduction of violence and disorder calls for services of up to 46% in the deployment communities, and a reduction of violence occurrences of up to 83%. Although violence and disorder are targeted, it’s important to note that deployments have an impact on other crime indicators as well, such as reductions in property crime indicators of up to 71%. Since CAT became a full-time unit in 2015, the team’s efforts in the targeted communities are staggering.

At the EPS, we know the CAT team is improving the work load on our members and more importantly, the lives of our citizens. The team continues to be the most visible form of police response into high crime and disorder areas. Annually, the team has almost 24,000 interactions with the public. CAT holds people accountable for their behaviour; at the same time, they provide intervention and services necessary to change someone’s life.
The key lesson that our Community Action Team has learned, is that police cannot reduce crime through traditional suppressive measures alone. The tri-focus of prevention, intervention and suppression of crime, in partnership with community members and support agencies, has made the desire to manage crime and increase the perception of public safety in distressed communities a reality.

Crime management is not something to be tacked on to an existing task list. It is a multi-disciplinary approach to crime that requires effort and persistence and is worthy of full time employees. The approach must include community partnerships and access to a network of support agencies from many realms to assist in reducing crime and disorder, and empower people to feel safe and connected in their homes and communities.

Changing criminal behaviours and building stronger communities is a long-term process. There is no “one size fits all” solution to violent crimes, but the Edmonton Police Service believes it has found a solution that can drive crime down and allow citizens to feel safe in their city and trust in their police service.
Appendices

1. Crime Management Methodology

2. Analysis

3. Articles
The 2018 C.A.T. crime management methodology is segmented into four phases: Analytical, Strategic, Operational and Outcome Evaluation.

**Analytical Phase**
- Divisional priority for additional crime management via identified series/trends/patterns

**Strategic Phase**
- HS Mgmt
- Interdiction (subject & vehicle)
- Community Engagement
- Intervention
- Community engagement
- Victim empowerment & resiliency

**Operational Phase**
- HS patrols using PROA06 for HS Mgmt
- Subject and vehicle interdiction in HS
- Planning and execution of community engagement events
- CPTED/CFMH considerations for clusters of violent crime in public spaces
- OM based on offenders residing within Division
- Address problem properties - submission to CoE Residential Living working group
- Divisional support for high risk or major events

**Outcome Evaluation Phase**
- Grouped into five categories:
  - Violence and disorder CFS
  - Violence
  - Disorder
  - Violence Indicators
  - Property Indicators and 8 crime indicators

- Evaluated against prior year and/or utilizing daily average

**Geographic considerations:**
- Whole community
- Portion of community
- Narrow focus (street, park, etc.)
Analysis

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Harm Reduction Interaction (HRI) +60% over 2017 (however, HRT capture began May 2017)
2018 CAT Deployment Outcome Evaluation

**Tier One (T1) Deployment Outcome Evaluation:**

Each Deployment was evaluated using five categories:
- Violence and Disorder
- Violence indicators
- Disorder indicators
- Property indicators
- The eight crime indicators

**Generalized Outcomes (T1 Deployments, May to October)**

**Violence and Disorder Calls for Service:**
3 of 6 deployments saw a reduction ranging from 13 – 60%

- -13% Mill Woods Southeast Div.
- -36% Calder Northwest Div.
- -60% Gameau Southwest Div.

The communities that saw an increase in Violence and Disorder included:

- +3% Britannia Youngstown/Glenwood West Div.
- +18% 118 Avenue Corridor Northeast Div.
- +26% Oliver Downtown Div.

**Violence Occurrences:**
4 of 6 deployments saw a reduction ranging from 32 – 100%

- -32% Gameau Southwest Div.
- -53% Britannia Youngstown West Div.
- -57% Oliver Downtown Div.
- -100% Calder Northwest Div.

The communities that experienced an increase in violence included:

- +4% Mill Woods Southeast Div.
- +18% 118 Avenue Corridor Northeast Div.
Disorder Occurrences:
4 of 6 deployments saw a reduction ranging from 39 – 100%

- 39% Britannia Youngstown/Glenwood West Div.
- 47% 118 Ave Corridor Northeast Div.
- 100% Garneau Southwest Div.
- 100% Calder Northwest Div.

The communities that saw an increase in disorder occurrences included:

- +22% Mill Woods Southeast Div.
- +30% Oliver Downtown Div.

Property Crime Indicators:
4 of 6 deployments saw a reduction ranging from 3 – 100%

- -3% Oliver Downtown Div.
- -100% Mill Woods Southeast Div.
- -100% Calder Northwest Div.
- -100% Garneau Southwest Div.

The communities that saw an increase in property crime indicators included:

- +42% Britannia Youngstown and Glenwood West Div.
- +107% 118 Avenue Corridor Northeast Div.

The above data was collected from ‘calls for service’ during the dates of the Tier One Deployment and compared to the same dates of the previous year.

Police legitimacy is one component that our available data and analysis does not measure: it is accepted that, as a result of police presence and community engagement in a distressed community the perception of the police as legitimate and capable guardians increases. This increase may translate into crime management efforts resulting in a zero reduction or even an increase in reported crime.
Rain, snow and drizzle can take its toll on those struggling to find shelter.

So Edmonton city police have created Project Cape, where members of the Community Action Team (CAT) hand out bright red ponchos to anyone in need.

"Warmer weather with wet snow and freezing rain renders most blankets and winter clothing useless once it becomes saturated with moisture," Const. Mike Zacharkuk said in a Wednesday news release. "Hypothermia can occur in temperatures as warm as eight degrees when it's raining and windy. The homeless who aren't able to or choose not to dry out in a shelter face these risks."

Back in October, city police connected with a Canadian company that donated 60 capes made of waterproof, highly-visible material. The company wants to stay anonymous.

The garments — which can also be rolled into a hood for a pillow — are made from fabric trimmings that would have otherwise ended up in the trash.

CAT team officers are now working on logistics to get the capes to those who need them most. Officers plan to later gather feedback from recipients to determine how the capes were received and if the program should continue.
Edmonton Police, along with social agencies, are hitting the streets in the downtown neighbourhood of McCauley in a unique effort to fight crime.

Police launched the first Community Action Team, Wednesday.

"We won't ignore any problems," said Deputy Chief Neil Dubord. "We want to deal with every social disorder problem that we within the community and look for the root cause."

The team of ten or more officers will focus on a specific troubled neighbourhood not only to curb crime, but also to build trust with people in the community, he said.

Officers will patrol the neighbourhood primarily on foot but also in two cruisers painted with the new black-and-white colour scheme, which police hope will make the cars more identifiable.

Violent crime in McCauley is 10 times the city average, property crime five times the average and child welfare cases three times.

"Right from graffiti to the discarded couches in the area, to the garbage that's strewn to public intoxication," said Dubord, "our idea is to intervene, connect these people with the social agencies...and hopefully be able to resolve some of these issues long term."

Some of the problems could be prevented if cheap and highly potent alcohol was harder to get, said Const. Chapman Lee.

Lee wants residents and business people to convince liquor store owners to limit those products, or charge more for them when selling them late at night.

"I think you'll see a reduction in a lot of disorder," said Lee. "If we didn't have any of that stuff sold here you wouldn't have such a concentration of intoxicated people here all the time."

Chapman says a similar program in the 118th Avenue area has helped reduce crime by limiting the sale of knives and drug paraphernalia.
Dykstra, Matt. (2013, June 13). ‘City cops to step up patrols this weekend along Edmonton’s Whyte Avenue’. Retrieved from https://www.edmontonsun.com


More on the Community Action Team (CAT)

BY CST. DARREN WASMUTH • VOLUME 35, NUMBER 3 • APRIL 2014

A

gain, I had the privilege of organizing the last CAT deployment from February 19-22. The last CAT I was in charge of was in December. Due to its huge success we were asked to deploy in the same area as last time. In addition, we track crime every day and it was determined through EPS analysts and Edmonton Transit Security (ETS) analysts that the LRT main line from Churchill Station to Coliseum Station during certain times was one of the higher areas of crime in the downtown area. Looking at our crime stats we decided to deploy between the hours of 12 p.m. and 9 p.m.

The CAT deployment is part of a Violence Reduction Strategy, Edmonton Police Service (EPS) implements monthly. The (CAT) deploys to high-risk places and neighbourhoods in an effort to reduce the severity, frequency, and fear and perception of violence and disorder.

CAT is an organized and focused mobile police unit created to identify and target struggling, at-risk communities in the City of Edmonton. It is supplemented by a variety of community partners. CAT empowers, educates, and resource communities that the EPS is dedicated to curbing crime and restoring the faith of our citizens through its part in the Violence Reduction Strategy.

During this CAT deployment EPS partnered with Edmonton Transit Security (ETS) for the suppression and enforcement portion. We conducted deliberate and focused enforcement in and around the LRT at Churchill Station, Stadium Station, and Coliseum Station. We also focused in and around the Stanley Milner Library and the City Center Mall. There were many arrests made and over 40,000 public interactions.

The CAT project is twofold in its deployment. It also involves prevention, intervention, and education. We again partnered up with REACH and the EPS Cadets. The City Centre Mall supplied us with tables and a place to set up a booth. Sorrentino’s, from the City Centre Mall, donated free coffee for the event. It’s amazing how free coffee will attract people. We set up at the entrance to the pedway system near the food court in the mall. This was a great spot to bring people to the booth. REACH staff interacted with record breaking amount of people numbering over 2000. We either gave them crime prevention material or referred them to an agency which would have assisted them in some way.

During the CAT deployment, we had numerous people approach us and make comments such as, “I have never felt so safe walking around down here more so than in the last three days!” Seniors and parents riding the LRT system regularly commented to our members on how safe they felt riding the trains these last four days... especially the last two days. Our members stated that they could tell that the patrons were definitely much more relaxed and there was little to no tension in the “air.”

When I hear these comments coming from the community I find all the hard work worth it.

Constable Darren Wasmuth can be contacted at darren.wasmuth@edmontonpolice.ca

Photo Courtesy of the Edmonton Police Service.


The Edmonton Police Service (EPS) Community Action Team (CAT) celebrated a milestone of 50 deployments, Sept. 30.

The CAT initiative was developed for the EPS Violence Reduction Strategy to bring together police and community partners to address violence, crime and disorder in at-risk neighbourhoods.

Since its first deployment in 2011, CAT has been successful in bringing together police and community partners to educate residents on crime prevention and connect vulnerable people to services.

“We commend the police for responding to community needs through an increased presence in areas of vulnerability,” said Jan Fox, REACH Edmonton executive director. “We are thankful that REACH and other social agencies can be involved as this clearly recognizes that enforcement and prevention go hand-in-hand.”

The most recent CAT deployment took place in West Division focusing its resources on reducing the growing number of residential property crimes.

Community partners including Bent Arrow Traditional Healing Society, Crime Stoppers of Edmonton and Northern Alberta, the Edmonton Native Healing Centre, Neighbourhood Empowerment Team and REACH were present to connect with Edmontonians and share information.

“This is a great opportunity to have community members and EPS interact and share ideas regarding public safety and community issues,” said Staff Sergeant Patrick Razage with West Division.

The EPS Canine Unit and Blue Line Racing team were also in attendance.

The next CAT deployment is slated for Downtown Division, Nov. 25-28.
Agency and Officer Information

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