

“PUBLIC AGENDA”

TO: Jo Custead, Chairperson
Board of Police Commissioners

FROM: Troy Cooper
Office of the Chief

DATE: 2021 February 9

SUBJECT: Alternative Service Delivery by the Saskatoon Police Service

FILE NO: 2,020

ISSUE:

Many communities throughout Canada have deployed a service delivery option for community safety that does not involve a fully armed police officer. Consistent with this approach, the Saskatoon Police Service (SPS) has developed a process for alternative service delivery (ASD) through the creation of Alternative Response Officers (ARO). These new members, sworn as peace officers under the provincial Community Safety Officer (CSO) framework, will be tasked with delivering public safety programming in instances where the presence of an armed police officer is not required.

RECOMMENDATION:

That this report be received as information.

STRATEGIC PRIORITY:

The development of an alternative response capability meets four of the five themes in the 2020-2024 Strategic Plan: Crime & Safety, Our People, Partnerships, and Innovation.

Crime & Safety

While suppression is the purview of their armed police officer colleagues, the AROs have a key role to play in the prevention and intervention arenas, as well as address community concerns affecting public safety. Community engagement and greater community responsiveness are hallmarks of the alternative response paradigm, realized in Saskatoon through direct service delivered by the new Special Constables.

Our People

A strategic goal of the SPS over the next five years is to resource a growing and diverse city, ensuring member safety and effectiveness. The ARO Special Constables will play a large part in the realization of this goal through the creation of time; time being saved through ancillary

enforcement and investigative support duties, leaving regular police officers with an increased Patrol Availability Factor (PAF).

Partnerships

With the formalized advent in Saskatoon of “tiered policing”, a new layer of public servant is created, which in turn will support a new relationship network for community engagement. This new layer, unarmed and possessing a different mandate from armed peers, is more likely to be immune from the discomfort that some community stakeholders feel in the presence of armed police.

Innovation

The principles of fiscal responsibility and best practice demand that a system of tiered response to community safety is examined and, where appropriate, implemented; as a means of using our resources in the most efficient manner. The deployment of an ARO as another mechanism for addressing community concerns in a different, more cost-effective way is one such manner in which the SPS is fulfilling this strategic commitment.

BACKGROUND:

The 2017 operational review of the SPS and the recent strategic guidance provided by the Saskatoon Board of Police Commissioners both echoed a conclusion which had been reached decades ago in a number of other jurisdictions; that some form of unarmed, police-affiliated community safety person was an answer to the pressing issues of policing costs and community engagement. Correspondingly, in 2018, the Service acted upon that conclusion, assigning a senior Executive Officer to begin researching how the ASD paradigm may function in Saskatoon. On-site visits were conducted to a number of comparable Canadian cities which all featured operating ASD models. It was also noted that Saskatchewan already had an ASD framework, in the form of the Saskatchewan CSO Program. The initial research determined a number of important conclusions surrounding costs, deployment factors, and labour involvement in the planning.

In response to this initial foray, efforts to solidify a working ASD model intensified. A new Executive Officer was appointed to continue the research that had begun, and the parameters regarding potential employment scenarios for the new ASD Special Constables crystalized. Additionally, funding became available along with a targeted implementation date, moving the ASD paradigm from concept to reality. To bolster the internal legitimacy of the new operational capability, a joint Saskatoon Police Association (SPA) and Saskatoon Police Executive committee was struck. The tone of the research added an academic and historical flavour to it, while maintaining the important qualitative nature of the participatory action research conducted with the various stakeholders.

An examination of the Saskatchewan CSO policy which the SPS ASD project was predicated upon, noted that the provincial model leaned heavily on the principle of malleability towards the specific needs of a community. This influenced discussion regarding the exact nature of the community’s needs with respect to service by the new ASD capability. Accordingly, the decision was made that in order to prove the concept, the greatest test would come from an initial

deployment into the complex-needs environment of the Downtown and Riversdale Business Improvement Districts (BID), with an understanding that as program momentum built there would need to be additional work locations and gainful job tasks identified.

An operational design for the implementation process was developed, spanning the period from September 2020 to May 2021. With a view to a number of interrelated operational variables: political, economic, social, information, infrastructure, physical environment, and time, four Lines of Effort (LOE) were identified and populated with applicable Objectives/Intended Effects (O/IE) and Decision Points (DP) (Appendix A). These LOE were to serve the role of both project implementation template and timetable, critical to delivering the project to operational functionality on time, on budget, and with regulatory approvals in place. The LOE, O/IE and DP were as follows:

Research LOE: O/IE – Program review, Literature review (academic/peer-reviewed), Gap Analysis; leading to the DP – Begin Capability Based Planning

Capability Based Planning LOE: O/IE – Future Mission, Capability deficiencies, Capability integration; leading to the DP – Capability deployment

Governance LOE: O/IE - SPA support, Capability management; leading to the DP – Capability deployment

Administrative LOE: O/IE – Job analysis, Job description, Capability development; leading to the DP – Capability deployment

The work on each LOE threw the specific community needs of Saskatoon into sharp relief and provided a clear example of where the new ASD program might fit within the overall Saskatoon support and public safety web (Appendix B). Deployment scenarios, resultant tasks, and necessary authorities became evident and formed the basis for dialogue with the Ministry of Corrections, Policing and Public Safety. Correspondingly, the ARO Job Description took shape through negotiation with the SPA, as did that of the new ASD Sergeant position, both critical to ensuring an acceptable level of governance over the new program, with internal rearrangements also ensuring mid-manager and Executive level oversight.

The employment standards and selection process that were developed reflected the importance that will be placed upon the character and abilities of each person who will be selected for the program (Appendix C). With a heavy emphasis on outreach, yet a matching need to provide a competent level of minor enforcement, candidates will be well-poised to occupy the strata between such entities as the Saskatoon Community Support Program and SPS regular police officers. Proposed extra Saskatoon-specific pre-deployment training, added to the basic provincial CSO curriculum, reflect the important duality of this role and its greater focus on community engagement and responsiveness. Enhancements to the curriculum include examination of Saskatoon human service agencies, Saskatoon’s ethnic communities, Saskatoon’s commitment to Truth and Reconciliation and the MMIWG Calls to Justice, alternative dispute resolution processes, and scenario-tested proficiency in de-escalation, to name a few.

Operationalization of the SPS Core Values, Mission and Vision statements are also scheduled for detailed scrutiny.

DISCUSSION:

Determination of what an ARO Special Constable could do or is supposed to do, was borne out of a multi-step process: community needs assessment/gap analysis, deployment scenario development, and a risk analysis. During the community needs assessment/gap analysis step, dozens of stakeholders were interviewed. This led to a comprehensive understanding of the community needs and, upon thematic analysis, the resultant gaps in service. From that analysis arose a collaborative SPA/Executive development of deployment scenarios which were intended to address the identified external gaps in service as well as identify areas internally that could benefit from efficiencies provided through an ASD employee. The final step was to conduct a comprehensive, five-year historical risk analysis, with a level of fidelity that examined location, time-of-day, risk type, weapon type, and offender type and map this onto the deployment scenarios. Any instances in which a scenario seemed initially acceptable yet was later deemed to exceed the acceptable margin of risk, saw the scenario discarded as inappropriate.

The accepted scenarios and included tasks for work are as follows:

Enforcement Support

- Assistance to Patrol/Traffic/Combined Traffic Services Saskatchewan (CTSS) with traffic enforcement-related matters: moving speed trailer from location to location, delivering extra pylons/flares/high-visibility vests/required administrative forms/roadside screening devices to accident scenes or RID project locations, parking as a traffic calming vehicle on a roadway back from an accident scene, traffic calming escort during a non-protest awareness or charity walk or march;
- Loading, transport, and unloading of prisoners from SPS Headquarters to Provincial Court; and,
- Lunch relief at the Headquarters Service Centre and Detention.

Investigative Support

- Receiving complaints at the Service Centre, writing initial reports for follow-up by regular police officers, receiving and exhibiting found property and property crime non-imagery evidence turned over by citizens;
- Physical retrieval of photo/video evidence from complainants that cannot otherwise be transferred to the Service via electronic means;
- Guarding of crime scenes and crime vehicles determined to be low-risk but requiring sworn member presence: pre-autopsy, pre-search warrant for property, post-search warrant until property owner/agent or Tow Company can attend and secure/take custody of the premises/vehicle; and,

- Guarding of a body at the hospital prior to it being secured in the morgue.

Direct Service Delivery

- Walking the Beat; transport of on-view non-violent arrests, or for Community Support Officers; execution of non-violent provincial statute and *Criminal Code* arrest warrants; reporting to regular police officers or assisting regular police officers in intervening in on-view disturbances when tactically sound to do so; facilitating outreach and referral processes for vulnerable persons; transporting non-violent vulnerable persons to appropriate intervention locations; locating missing persons; and, frequently engaging merchants and citizens in conversation;
- Meeting with Community Support Officers, Saskatoon Transit Supervisors, mall and store security, and Saskatoon Tribal Council Saweyihtotan Mobile Services to discuss problem citizens and problem areas, and to then relay that information to the Alternative Response Sergeant for appropriate internal dissemination;
- Participating in parades, ceremonies, cultural events in accompaniment with regular police officers where uniform presence is required; and,
- Transport to a medical facility of youth apprehended under the *Youth Drug Detoxification and Stabilization Act*.

In order to support the completion of the above job tasks, the following authorities have been requested from the Ministry:

- *The Traffic Safety Act*;
- *The Tobacco and Vapour Products Control Act*;
- *The Cannabis Control Act*;
- *The Environmental Management and Protection Act*;
- *The Mental Health Services Act*;
- *The Trespass to Property Act*;
- *The Alcohol and Gaming Regulation Act*; and
- Section 495 of the *Criminal Code*, limited expressly to the arrest of persons with outstanding non-violent arrest warrants.

To support the completion of the above job tasks, the ARO uniform is designed to be visibly affiliated with the SPS and the larger CSO program yet be contrasting enough to that of a regular police officer. It addresses the communicated community request for assurance, deterrence and assistance through another uniformed presence in the BIDs and elsewhere in the city. The uniform that will provide the approved level of distinction between regular SPS police officers, Saskatoon Community Support Officers, University of Saskatchewan Campus Safety Peace Officers, Saskatchewan Corps of Commissionaires, and Saskatchewan Health Authority Security personnel, has been determined to look as follows:

Headwear	Midnight blue forage cap with no coloured band for summer order of dress, Muskrat hat or Black toque emblazoned with “Special Constable” to the front for winter order of dress.
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Shirt	Steel grey, with SPS shoulder flashes and “Special Constable” patches on either sleeve located immediately under the shoulder flash.
Armour	External carrier, with “SPECIAL CONSTABLE” in white letters emblazoned front and back, and an individual identification number on the left side.
Pants	Midnight blue, with no stripe along the outer seam.

BUDGET IMPLICATIONS:

The ASD project is a budgeted initiative, with funding available in the 2021 budget. In spite of the larger start-up costs associated with new hires, the program is projected to be on budget and on time.


CONCLUSION:

As stewards of the public purse and entrusted by the community to ensure a safe and secure environment, the SPS has embarked upon an ASD initiative. This initiative follows years of research and incorporates decades of best practices, drawing on community safety lessons at home and abroad. It provides a less costly, more responsive alternative to armed police officers, for a wider range of public safety issues.

This initiative provides a brand new policing capability to the citizens of Saskatoon through the employment of a new class of unarmed Special Constables, “Alternative Response Officers”. Alternative Response Officer Special Constables will focus on duties that involve direct service delivery, enforcement support, and investigative support. Working in tandem with their armed police officer peers and colleagues from other human service agencies, this new tier of public safety professional provides a community engagement bridge between enforcement and outreach, in a cost-conscious manner.

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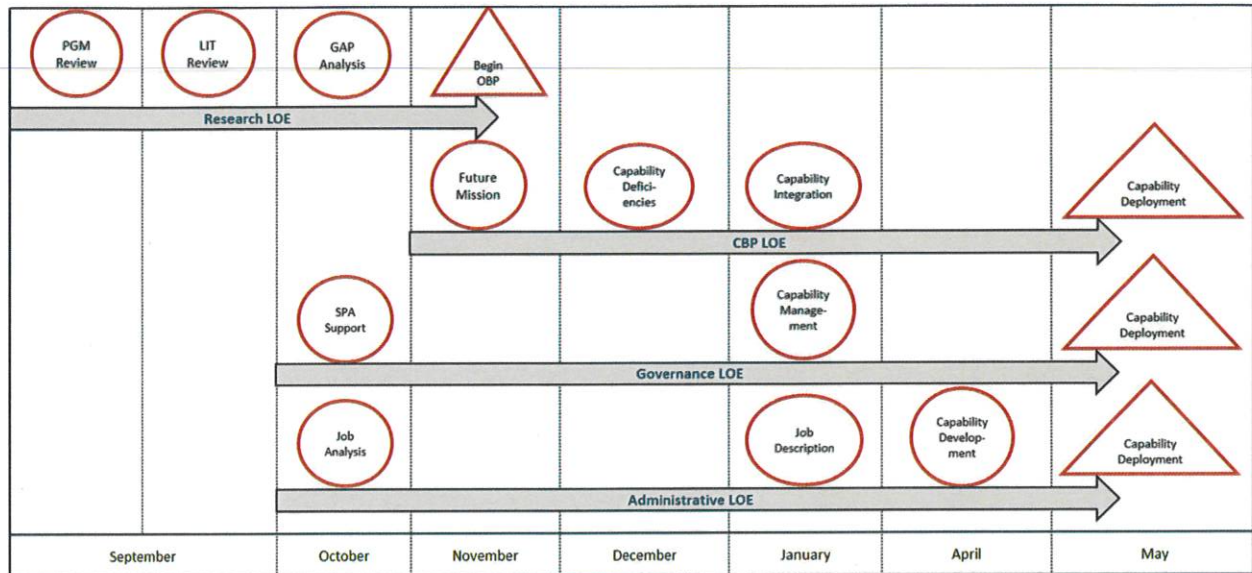
Approved by: **Mitch Yuzdepski**
Deputy Chief, Support Services

Submitted by: 
Troy Cooper
Chief of Police

Dated: February 9, 2021

APPENDIX A

ASD Project Implementation Design



APPENDIX B

Conceptual Model of Tiered Service Delivery in Saskatoon

Municipal government response alternatives, supplemented by the efforts of community-based organizations (CBO), are envisioned as being able to effectively address such challenges as: lower cost public safety response, effective service delivery to vulnerable populations, interruption of street-based anti-social behaviour, provision of public reassurance, community responsiveness, and positive representation of the City through ambassadorship.

The provision of distinct swaths of service delivery by three separate entities reflects the public safety research around community service practice: matching capabilities with situation, and responder with needs of the client. Alternative response ensures that misalignment of authorities/force with the situation do not occur, reducing the risk of overreaction and overreach. Cost, capability, and services provided, all come together with far greater efficacy.

<u>Saweyih totan Mobile Services</u>	<u>Community Support Program</u>	<u>Alternative Response Officers</u>	<u>Regular Police Officers</u>
Enabling Legislation N/A	Enabling Legislation - <i>The Cities Act</i> for Bylaw enforcement - MOA between Downtown Business Improvement District (BID) and the City of Saskatoon for all other matters	Enabling Legislation - <i>The Police Act, 1990</i>	Enabling Legislation - <i>The Police Act, 1990</i>
Authorities N/A	Authorities - Municipal bylaws (restricted)	Authorities - Criminal Code (restricted) - Provincial laws (restricted) - Municipal bylaws (unrestricted)	Authorities - Federal laws (unrestricted) - Provincial laws (unrestricted) - Municipal bylaws (unrestricted)
Uniform Not uniformed, but marked clothing and vans	Uniform - Navy blue cargo pants - Navy blue shirt (<i>switching shirt colour for 2021</i>) - Red jacket - Navy ball caps with City logo - “Community Support Saskatoon” shoulder flashes and “COMMUNITY SUPPORT” branding	Uniform As per the <i>Municipal Police Clothing and Ranks Regulations, 1991</i> and the Community Safety Officer Program Policy Manual: - Steel grey shirt - Midnight blue pants - Identification number on left side - SPS shoulder flashes, “SPECIAL CONSTABLE” branding on shirt sleeves and armour front and back	Uniform As per the <i>Municipal Police Clothing and Rank Regulations, 1991</i> : - Midnight blue shirt - Midnight blue pants, red outer seam stripe - Breast badge - SPS shoulder flashes, “POLICE” branding

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<p>Funder Currently, one-time operating grants from:</p> <ul style="list-style-type: none"> - City of Saskatoon - Province of Saskatchewan - Funded until spring 2021 	<p>Funder Annual, ongoing, disbursement of funds:</p> <ul style="list-style-type: none"> - City of Saskatoon parking meter revenue from: Downtown BID Riversdale BID Broadway BID 	<p>Funder Annual, ongoing disbursement of funds:</p> <ul style="list-style-type: none"> - City of Saskatoon Operating Budget 	<p>Funder Annual, ongoing disbursement of funds:</p> <ul style="list-style-type: none"> - City of Saskatoon Operating Budget
<ul style="list-style-type: none"> - Comparable to Community Support 	<ul style="list-style-type: none"> - Least expensive response 	<ul style="list-style-type: none"> - Less expensive response 	<p>Periodic disbursement of funds:</p> <ul style="list-style-type: none"> - City of Saskatoon Capital Budget - Saskatchewan Government Insurance (SGI) - Saskatchewan Civil Forfeiture Program - Expensive response
<p>Governance Steering Committee comprised of:</p> <ul style="list-style-type: none"> - Saskatoon Tribal Council - Ministry of Social Services - Mental Health and Addiction Services (SHA) - City of Saskatoon - Saskatoon Police Service 	<p>Governance</p> <ul style="list-style-type: none"> - Operational oversight by the Downtown BID - Strategic oversight by the Street Activity Subcommittee, City of Saskatoon 	<p>Governance Dual oversight required under the Community Safety Officer Program framework:</p> <ul style="list-style-type: none"> - Ministries of Justice; Corrections, Policing and Public Safety - Saskatoon Board of Police Commissioners 	<p>Governance</p> <ul style="list-style-type: none"> - Saskatoon Board of Police Commissioners
<p>Population Served Vulnerable population with an Indigenous cultural focus:</p> <ul style="list-style-type: none"> - Downtown - Core neighbourhoods 	<p>Population Served Geographically restricted to the populations encountered in the:</p> <ul style="list-style-type: none"> - Downtown BID - Riversdale BID - Broadway BID <p>Includes any persons located within the three above BIDs:</p> <ul style="list-style-type: none"> - vulnerable populations - Business community (owners and employees) - Visitors - General public - Service providers/partner agency personnel 	<p>Population Served</p> <ul style="list-style-type: none"> - Citizens of Saskatoon (main client group) - Citizens of Warman and Martensville (secondary client group for bylaw enforcement only) <i>(proposed)</i> 	<p>Population Served</p> <ul style="list-style-type: none"> - Citizens of Saskatoon (main client group) - Citizens of Saskatchewan outside Saskatoon (infrequent, secondary client group)
<p>Primary Purpose Culturally-sensitive outreach:</p> <ul style="list-style-type: none"> - Coffee and hot meal - Cultural support - emergency housing 	<p>Primary Purpose Negative street activity addressed through:</p> <ul style="list-style-type: none"> - Deterrence - Community outreach 	<p>Primary Purpose Direct Service Delivery</p> <ul style="list-style-type: none"> - Outreach: Vulnerable populations Business community 	<p>Primary Purpose Entire spectrum of:</p> <ul style="list-style-type: none"> - Law enforcement - Order maintenance utilizing nationally-accredited

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<ul style="list-style-type: none"> - income assistance - mental health supports - addictions support - probation supports - community-based supports - advocacy services - transportation 	<p>Initial point of contact for BID businesses with street activity/social disorder/addictions complaints, not usually requiring law enforcement attendance or solutions</p>	<p>Partner agencies</p> <p>General public</p> <ul style="list-style-type: none"> - Law enforcement (limited): Criminal Code Provincial statutes Municipal bylaws - Uniform presence 	<p>uniform, plainclothes, and specialized regular Police Officers</p>
		<p>Enforcement support</p> <ul style="list-style-type: none"> - Traffic Unit assistance - Patrol assistance: Service Centre Detention <p>Investigation support</p> <ul style="list-style-type: none"> - Evidence retrieval - Crime scene preservation 	
<p>Secondary Purpose</p> <p>N/A</p>	<p>Secondary Purpose</p> <ul style="list-style-type: none"> - BID Ambassadors - Bylaw education/enforcement - Visible uniform presence 	<p>Secondary Purpose</p> <p>N/A</p>	<p>Secondary Purpose</p> <ul style="list-style-type: none"> - Personal and social welfare support (mental health, child protection, search and rescue, etc.) - Assistance to partner agencies (Fire Department, EMO, Public/Health, Corrections, etc.)
<p>Tasks</p> <p>Operating hours:</p> <ul style="list-style-type: none"> - Mon-Fri 1000h to 2300h <p>Based out of White Buffalo Youth Lodge, Saweyihtotan workers will respond to calls for assistance with vulnerable populations, and deal with on-view encounters. Workers will be providing culturally-sensitive solutions to housing and homelessness issues.</p> <p>Police may be called to assist with aggressive/dangerous clients.</p>	<p>Tasks</p> <p>Operating hours:</p> <ul style="list-style-type: none"> - Wed-Fri 0800h – 2200h - Tue and Sat 1000h – 2000h <p>Attend calls from their office near the Bus Mall generated via:</p> <ul style="list-style-type: none"> - complaints phoned in directly to them - complaints appropriate to their mandate, called into SPS Comms and dispatched by SPS to them - Needle pickup - Safety education - Loitering - Mediation - Business connections - Mental Health - Community outreach 	<p>Tasks</p> <p>Operating hours:</p> <ul style="list-style-type: none"> - Mon-Fri 0800h -1800h - Call-out as required - Beat walking Reassurance, deterrence Enforcement Community engagement - Guarding Scenes People - Traffic duties Calming Escorts Walks/marches - Transports Court Youth Detox Public Health - Evidence procurement - Report taking 	<p>Tasks</p> <p>Operating hours:</p> <ul style="list-style-type: none"> - 24 hours/day - 7 days/week <p>All police tasks are focused on safety and security of beings and things. Tasks cover the entire spectrum of operations: kinetic to capacity building. Human service agencies, public and NGO, rely upon police to be the emergency and/or default response to wants/needs.</p>

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	<ul style="list-style-type: none">- Advocating for community members- Bylaw enforcement (limited)- Minor disturbances- Substance use and public intox	<ul style="list-style-type: none">- Cover-off: Detention Service Centre	
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APPENDIX C

Alternative Response Officer Special Constable

Employment Standards and Selection Process

Requirements

- Minimum 18 years of age.
- Bachelor of Social Work, Bachelor of Human Justice, or Bachelor of Arts with a focus in human studies preferred. Minimum educational requirement is Grade 12 or equivalent; General Equivalency Diploma (GED) for Grade 12 must have a complete Grade 10 standing.
- Very good physical conditioning, to a level suitable for passing the Peace Officers' Physical Abilities Test (POPAT).
- Canadian citizen, landed immigrant, or permanent resident at time of application.
- Valid Class 5 driver's license, unrestricted for the previous 12 months, with an acceptable driving record.
- Visual acuity – correctable to 20/20 in each eye.
- Satisfactory employment record.
- No criminal convictions for which a Pardon has not been granted; no criminal charges pending before the Courts.
- No recent illicit drug use, detected or non-detected by police.
- No medical restrictions which would prohibit the ability to safely complete training and perform all duties required of an Alternative Response Officer.

Selection Process

- Application – submission of the completed application package:
 - General Information Form
 - The Police Act Employment Application, Form R1
 - Personal Information
 - Family Members
 - Release of Information Form
 - Self-Identification Questionnaire
 - Personal Disclosure Form
 - Vision Form
 - Driver's abstract from the province of residence, dated within one month of the application
 - Photocopy of current Driver's License, including photo
 - University, College, Grade 12, or GED and High School transcripts
- Physical Test – successful completion of the Peace Officers Physical Abilities Test (POPAT). The POPAT is conducted by University of Saskatchewan College of Kinesiology staff in the Saskatoon Police Service Gymnasium. Applicants must register with the SPS Recruiting Unit by submitting the Testing Registration Form. The cost to take the test is \$60.00, pre-paid, payable to the U of S. The POPAT Medical Clearance

form must be printed and signed by the applicant’s family physician prior to undertaking the test.

- Initial Interview – following a review of applications, successful candidates will be invited to conduct an initial interview. Questions will gauge an applicant’s understanding of Canadian law enforcement in general, *The Charter of Rights and Freedoms*, Truth and Reconciliation Commission’s *Calls to Action*, as well as issues specific to Saskatoon relating to culture and diversity, human service programs, and socio-economic factors.
- Polygraph Examination – this second employment interview will be conducted by a Sergeant trained and certified in the use of a polygraph instrument.
- Psychological Interview – this interview will be conducted by either the SPS staff Psychologist or a contract Psychologist.
- Background Investigation – checks will be completed by a police officer assigned to the Recruiting Unit. References are contacted to determine if an applicant’s personal history, traits and characteristics are suitable for a career with the Saskatoon Police Service as an Alternative Response Officer. People contacted for these interviews could include past and present employers, colleagues, Elders, family members, long-time friends, neighbours, and landlords.
- Panel Interview – selected applicants will participate in a final panel interview with Executive, Recruiting, and Human Resources personnel.
- Medical Exam and Selection Decision – applicants who successfully complete all stages of the selection process are offered employment, subject to a successful medical examination.
- Training – following being sworn in as Special Constables, applicants will undertake a 160-hour in-service training program delivered over four weeks at the SPS Headquarters. The training curriculum will include laws, procedures, local agency and cultural knowledge, and Defensive Tactics. Following successful completion of the Alternative Response Officer training program, Special Constables will begin a field training program under the direct supervision of experienced police officers.

Employment Equity

The Service is aware of the changing face of our community. To better reflect the cultural diversity of the citizens of Saskatoon, we are committed to increasing the number of women, Indigenous peoples, visible minorities, and individuals with disabilities within the organization.