

Supplemental Budget Request**“PUBLIC AGENDA”**

TO: Darlene Brander, Chairperson
Board of Police Commissioners

FROM: Troy Cooper
Office of the Chief

DATE: 29 October 2019

SUBJECT: Supplemental Budget Request – Supervised Consumption Site

FILE #: 2,011

ISSUE:

In August 2019, AIDS Saskatoon announced they had been granted federal exemption to establish a Supervised Consumption Site (SCS) at 1516 20th Street West. Our research suggests that without a proactive and ongoing community safety plan there is a high likelihood for increased crime and disorder in the areas surrounding the site.

The location that the SCS will be operating in also has pre-existing challenges for law enforcement. Within the City it has a higher than average rate of criminal offending and often police resources from other areas of the City are diverted there to address calls for service. The Riversdale business area has lobbied for more visible police presence, as has security staff from St. Paul’s Hospital. Our police response should address not only the impact of the site itself, but also the current concerns of the surrounding neighbourhood and business district.

RECOMMENDATION:

That the Board approves an addition of \$828,200 in the 2020 operating budget and \$807,600 in the 2021 operating budget in order to resource a Community Mobilization Unit comprised of 8 police officers. The attached business case further outlines details of the recommendation.

DISCUSSION:

In preparation for the site opening we have been working with partner agencies in a Community Safety Collaborative Group to determine the most effective response to public safety concerns while respecting the need for harm reduction. After reviewing best practices in other centers, we feel the best response is a collaborative approach that involves site security, citizen patrols and police presence.

The SCS will be responsible for its own security plan and for co-ordinating volunteer community patrols. Unfortunately the current level of police resourcing does not allow for a dedicated response to the site. We are continuing to lobby other levels of government for additional resources; however police resources in the other centers we visited were funded by the municipality.

“PUBLIC AGENDA”

In 2019 additional resources were added to the Pleasant Hill area on several different occasions to address spikes in violent offending. Our analysis of this response suggests that certain crime types are impacted by an increase in police visibility. As an example, Pleasant Hill has seen an overall reduction in reported robberies despite substantial increases in that crime category across the City. Having officers consistently available and assigned to the area to conduct foot and vehicle patrols would undoubtedly improve public safety for citizens using the hospital or accessing the business community in Riversdale.

By reviewing current crime trends in the area we have determined that a dedicated patrol of two officers on a 24 hour rotational basis is most appropriate. Our examination of safety plans around other sites has also indicated that the officers should receive special training in how to interact with the addicted population and to understand harm reduction principles. This Community Mobilization Unit will work in the direct vicinity of the SCS with a specific focus on the Pleasant Hill and Riversdale neighbourhoods and will coordinate closely with the multiple stakeholders and organizations near the site. These members will only enter the SCS facility when called to address an emergency beyond the capacity of the staff.

As part of our planning process we collected a baseline of crime data near the SCS that can be used to determine cause and effect of both the site and our community safety response. Over time we can assess and ensure resources are having the desired outcome.

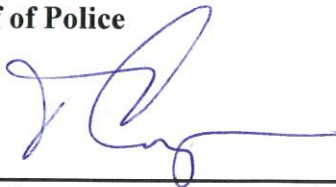
CONCLUSION:

The Riversdale business community and parts of the Pleasant Hill neighborhood are currently facing challenges that may be exacerbated by the addition of a SCS. This proactive and coordinated effort should mitigate the impact of the site and address some of the existing concerns. The development of a Community Mobilization Unit will also prevent some of the resource drain in other areas of the City when officers are pulled away from assigned areas to respond to calls.

By working with other public safety stakeholders such as hospital security and the Okihtcitawak citizen patrol group, we can ensure that our police response is at the appropriate level as a partner in community safety. It will also help to ensure the success of this necessary harm reduction effort.

Written by:

**Troy Cooper
Chief of Police**



Submitted by:

**Troy Cooper
Chief of Police**

**Dated:
(attachment)**

October 29, 2019



Saskatoon Police Service response to the
Supervised Consumption Site

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October 30/2019

Executive Summary

In August 2019, AIDS Saskatoon announced they had been granted federal exemption to establish a Supervised Consumption Site (SCS) at 1516 20th Street West in Saskatoon, Saskatchewan. Since this time, the Community Safety Collaborative Group (which the Saskatoon Police Service (SPS) belongs to along with a number of other local organizations and businesses) have met on numerous occasions to discuss the potential consequences of the SCS opening. According to primary research completed by this group, other supervised consumption sites in western Canada have experienced increased crime and disorder in the immediate vicinity of the sites. Each of the supervised consumption sites profiled by the SPS did not have a strategy in place to deal with the impact the site had on the area and resorted to reactionary tactics to restore safety and order to the areas. In some cases, it took months to alleviate the social and criminal issues in those areas following the sites opening.

The experience of other municipalities such as Lethbridge, Calgary and Edmonton, suggests the potential for significant negative impact on the Pleasant Hill and Riversdale neighbourhoods and surrounding areas. This was the experience in Lethbridge and Calgary, where their SCS recently opened in locations not commonly frequented by drug users. The SPS believes taking a proactive approach to the impact of this harm reduction effort at 1516 20th Street West is the optimal course of action. Being proactive is especially important given the chosen location of the SCS within Saskatoon's Central Division, the geographical area with the highest crime rate in Saskatoon despite it being the smallest and least populated. For these reasons and others, the Central Division is the most challenging division in Saskatoon to police.

The opening of the SCS also comes at a time when the SPS Patrol Availability Factor (PAF), which measures the percentage of on-duty time in which all patrol unit officer are available to engage in proactive and preventative crime enforcement vs. responding to calls, was 27.5% in 2015. For every hour of patrol time roughly 43.5 minutes are spent responding to calls and 16.5 minutes are spent toward crime prevention measures. This ratio can only be lower today given the increased number of calls and less than corresponding increase in the number of new officers since 2015 (see Appendix 1 for further details).

In response, the SPS recommends establishing an 8-member Community Mobilization Unit (CMU) to proactively address the opening of the SCS at 1516 20th Street West. The CMU will work in the direct vicinity of the SCS with a specific focus on the Pleasant Hill and Riversdale neighbourhoods and coordinate closely with the multiple stakeholders and organizations near the site. These members will also enter the facility as service is required by the staff at AIDS Saskatoon. The SPS believes this is the best course of action to address the potential crime and disorder in and around the area while posing the least amount of risk to the public and patrol officers and striving toward the SPS Mission Statement.

Phase 1: The Strategic Context

1.1 Strategic Environment

▶ 1.1.1 Saskatoon Police Service (SPS) Overview

Mission Statement

In partnership with the community, we will provide service based on excellence to ensure a safe and secure environment.

Core Values

Honesty - We will be reputable, adhering to truthfulness and being free from deceit.

Integrity - We will lead by example, being incorruptible and doing the right thing regardless of the pressures or personal risk we face.

Compassion - We will be mindful of the distress of others and demonstrate a sympathetic understanding in our desire to assist them.

Fairness - We will demonstrate impartiality, being free from self-interest, prejudice or favouritism.

Commitment - We will show dedication to the goals of the Service and to our personal development and wellness as we persist in our endeavors to consult, work with and serve the community.

Respect - We will recognize the right of all people, regardless of their personal situation, to live without ridicule, and as such we will display courteous regard for people in every situation.

Professionalism - We will be above reproach and exhibit a proficient, conscientious, and business-like demeanor in dealing with those we serve.

Organizational Structure and Capacity

The Saskatoon Board of Police Commissioners provides oversight and guidance to the SPS. The Board is comprised of the Mayor, two members of Saskatoon City Council and four members of the public. Their mission is to strengthen the culture of community safety by maintaining public trust and confidence in the SPS. Its mandate is twofold: 1) provide objective oversight of the SPS and 2) be a conduit between the public and the SPS.

The SPS is led by Chief Troy Cooper. Deputy Chiefs Mark Chatterbok and Mitch Yuzdepski oversee Operations and Support Services, respectively. Under Operations falls Patrol and Criminal Investigations, which are both overseen by their own Superintendent. Under Support Services are Operational Support and Corporate Strategy and Performance. Operational Support is overseen by a Superintendent while Corporate Strategy and Performance is composed primarily of civilian staff and is overseen by an Executive Director.

As of September 2019, the Saskatoon Police Service is composed of 694 staff. A breakdown of staff numbers and rank can be found in the following Table 1.

Table 1 – Actual staff count, Saskatoon Police Service	
Rank	Count
Chief	1
Deputy Chiefs	2
Superintendents	3
Inspectors	9
Staff Sergeants	21
Sergeants	108
Constables	333
Special Constables	66
Civilian staff	150
Source: Saskatoon Police Service Organizational Chart, September 30, 2019	

The net operating budget for the Saskatoon Police Service in 2019 is \$94,603,700.

► **1.1.2 Business Need**

A need exists to proactively address the expected increase in crime and disorder attributed to the opening of a supervised consumption site (SCS) at 1516 20th Street West. The SPS believes this can be resolved by adding officers to the Central Division that have a specific focus in the immediate area surrounding the SCS.

► **1.1.3 Drivers for Change**

Demographics – drug users will be the most common visitors of the SCS. A shift in user demand in the area (from users injecting anywhere to a centralized location where they can be supervised) requires a response from local law enforcement. Primary research completed by the SPS has demonstrated drug use and crime are correlated.

Enforcement – SPS is responsible for law enforcement in Saskatoon. The SPS executes enforcement in a variety of ways, including working closely with grassroots-led organizations working to make their communities safer. One such group is the Safe Community Action Alliance which, through its Crystal Meth Working Group (CMWG), has developed a harm reduction plan to address the crystal meth crisis in Saskatoon. Of the five priority areas addressed in their plan, SPS is accountable for the Enforcement/Suppression of crystal-meth users. This involves not only policing and charging traffickers of crystal meth but also ensuring users have access to resources to make positive changes in their lives. Enforcement

coordination between the SCS, CMWG and SPS is a key driver for change to make Saskatoon safer.

The SPS is also working closely with the Community Safety Collaborative Group that includes local organizations within the Central Division including the Saskatoon Fire Department, Riversdale Business Improvement District and business community, Westside Clinic, Saskatoon Tribal Council, Central Urban Metis Federation and Pleasant Hill Community Association. The enforcement and policing arm of this group is the direct responsibility of SPS while other members realize they play a crucial role in enforcement and safety within the Central Division broadly and the area surrounding the SCS specifically.

Central Division officers will require training and additional background knowledge with the opening of the SCS. In addition to this, they will be required to develop a working relationship with staff at the SCS; develop an understanding of harm reduction philosophy and how police can assist in harm reduction while maintaining law and order; build relationships with those who use the SCS in order to continually direct them back to services and the supports offered within the SCS; develop relationships with various partner organizations and be able to assist them in developing best practices; and provide support to the community, including the participation in educational events and attendance at community meetings. These officers will also be expected to utilize de-escalation and conflict resolution techniques learned in their training.

Specific and targeted enforcement does work. For instance, the SPS observed in 2019 a direct correlation between increased enforcement and presence in a targeted area of the Pleasant Hill neighbourhood and a decrease in violent crime. Violent crime initiatives were undertaken by Central Division patrol after spikes in violent crime were observed in March, May and July 2019. Following each of these initiatives, there was a measureable decrease in violent crimes that was below (April and June, 2019) or near (August, September, 2019) the monthly 5-year median violent crime rate. Such promising results in the Central Division indicate that, given additional resource capacity, further violent crime decreases in the Pleasant Hill neighbourhood are achievable.

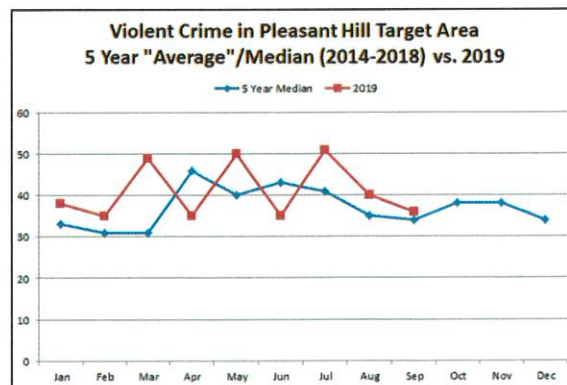


Image 1 – Violent Crime in Pleasant Hill Target Area

Source: Saskatoon Police Service

Resources – given Saskatoon’s Central Division high crime statistics despite it being the smallest and least populated division indicates a lack of resources currently exists in the Central Division. This resource deficiency will be further exacerbated with the opening of the SCS.

Society – Rightly or wrongly, society interprets the magnitude of events based on media coverage and social media discussion of those events. The media coverage and social media discussion of the opening of the SCS and the corresponding response from SPS will be magnified without an adequate plan to deter crime in the area. While media coverage/social media discussion may be justified in many cases, a proactive approach to preventing crime in this area will go a long way in establishing trust with the community. Trust between the community and SPS will form partially through media coverage/social media discussion and enhanced public education of the role police play in the SCS.

Poverty – the SPS has an important role in initiatives brought forth by the Saskatoon Poverty Reduction Partnership (SPRP), which indicate justice and law are crucial in breaking the cycle of poverty. It is crucial that the SPS consults with groups such as the SPRP while addressing issues that arise at the SCS as a means to reduce poverty in the area.

Research - Thanks to research on the positive outcomes created for drug users by other SCS in Canada, there has been a societal shift toward being more accepting and open to the potential community and health benefits of a SCS. These positive outcomes are a result of the various outreach services provided at the SCS.

The Canadian Association of Chiefs of Police (CACP), through research on other Canadian SCS and in consideration of legislation enacted, does support a collaborative approach for addressing the drug crises facing many cities through prevention, treatment, harm reduction and enforcement. The CACP also supports the establishment of criteria for a SCS and that police of the jurisdiction should be part of the approval process. Both of these considerations as well as other considerations by the CACP not listed here have been heeded by AIDS Saskatoon and the SPS.

According to primary research completed by the SPS, forming/strengthening partnerships with community-based groups and volunteer organizations are critical in opening and operating a SCS.

Politics – the Government of Canada granted an exemption to AIDS Saskatoon to operate a SCS. This political action makes adaptation necessary by the SPS.

► 1.1.4 Business Outcomes

In accordance to our Mission Statement, an ideal business outcome will be achieved by providing a safe and secure environment for Saskatoon residents in the direct vicinity of the SCS.

1.2 Location

Location of Saskatoon SCS – Pleasant Hill

The location of the SCS is 1516 20th Street West in Saskatoon, which is on the north side of 20th Street, between Avenue P South and Avenue O South within the Pleasant Hill neighbourhood. Formerly operated as the Pleasant Hill Bakery, this location was selected by AIDS Saskatoon as a resource centre and a potential SCS following consultation with drug users and Saskatchewan Health Authority data on localized cases of HIV transmissions and location of drug overdoses. This location lies between the Westside Clinic and the Saskatoon Tribal Council Health Centre while also being situated one block east of St. Paul’s Hospital, one of three hospitals in Saskatoon providing emergency services.

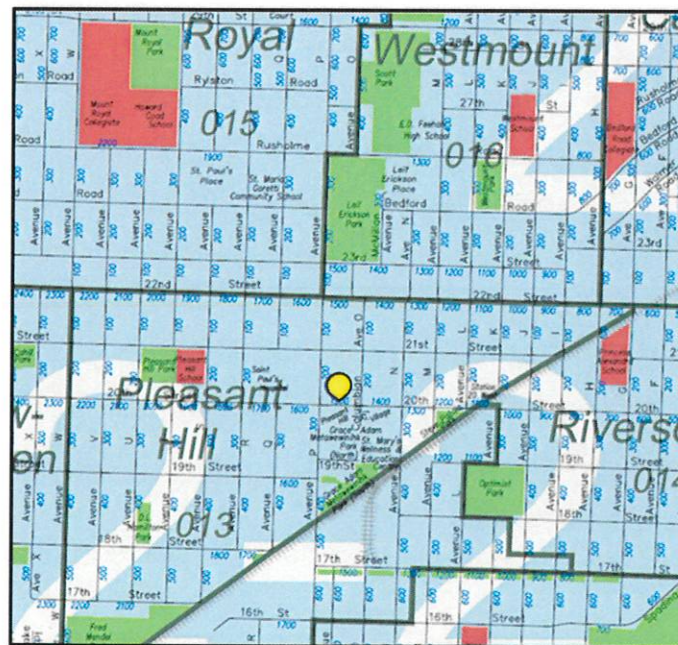


Image 2 - Location of the AIDS SCS, 1516 20th Street West

Source: City of Saskatoon

1.3 Description of the Business Need

▶ 1.3.1 Opportunity Statement

An opportunity exists to proactively address the expected increase in crime attributed to the opening of a SCS at 1516 20th Street West in Saskatoon. The Saskatoon Police Service believes this can be resolved by adding officers to the Central Division that have a specific focus in the immediate area surrounding the SCS. This will allow other officers in the Central Division to remain available to answer other calls and/or conduct crime preventative activities.

▶ 1.3.2 Background

Business Environment – Current State in Saskatoon

The SPS service jurisdiction is separated geographically into three divisions: Central, Northwest and East. These three divisions are defined in the following image, with Central indicated in blue, Northwest as green and East as purple. Each Division is further defined by two districts and are denoted by 1-1 and 1-2 (Northwest), 2-1 and 2-2 (Central) and 3-1 and 3-2 (East).

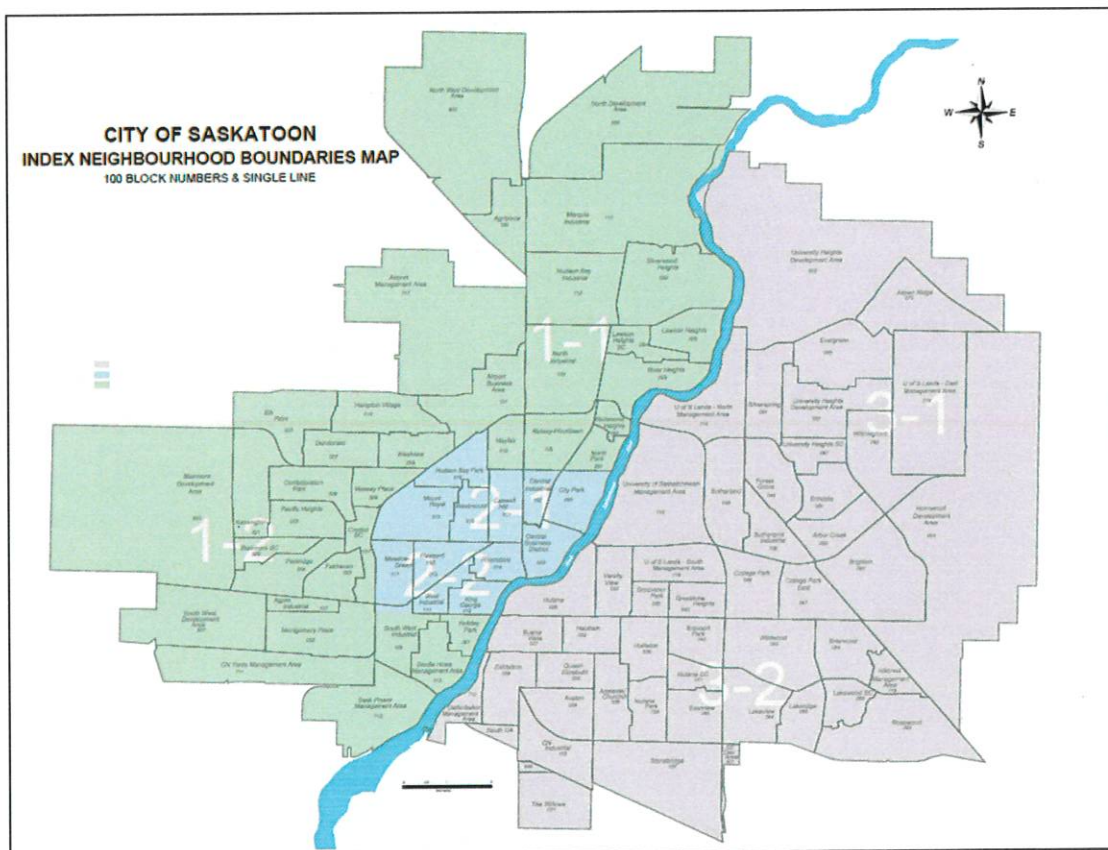


Image 3 - Saskatoon Police Service Divisions,
Source: City of Saskatoon

From a land-mass standpoint, the East division is the largest division followed by Northwest and Central, respectively. The following table outlines general details on each division as of 2018.

Division	Population¹	Land Area¹	Dwelling Units¹	% of violent crime in Saskatoon²	% of property crime in Saskatoon²	% of police officer resources
East	149,325	113.7 sq. km	64,935	27%	32%	32%
Northwest	82,299	105.2 sq. km	30,338	29%	31%	28%
Central	36,004	13.7 sq. km	17,435	44%	37%	40%

1. Source – City of Saskatoon
2. Source – Saskatoon Police Service 2018 Annual Report

The Central Division is the smallest division in Saskatoon in terms of population, land area and dwelling units. However, dramatically more violent crime (44% compared to 27% and 29% in 2018) and property crime (37% compared to 32% and 31% in 2018) occurs in the Central Division compared to the East and Northwest divisions, respectively. Based on this, crime density in the Central Division is by far the highest of the Saskatoon divisions.

In terms of the number of patrol officers in each division, the Central division has the most officers serving compared to the East and Northwest divisions. The following table details the number of sworn patrol officer positions in each division as well as officers per 10,000 population and officers per 10 square kilometres of area by division.

Division	Inspector, Staff Sergeant and Sergeants	Constables	Total	Per 10,000 Population	Per 10 sq. km
East	11	64	75	5.02	6.60
Northwest	7	56	63	7.66	5.99
Central	8	80	88	24.44	64.23

Source: Saskatoon Police Service Organizational Chart, September 30, 2019

Having established the Central Division is the smallest division in Saskatoon, with the lowest population but with by far the highest ratio of patrol officer positions per population and positions per 10 square kilometres, an analysis of calls per division is required to adequately assess workload among officers in each division.

The table below details the number of calls received by district in all of 2018. Note the call numbers only indicate calls received which had a specific district or zone allocation to them (thus they do not reflect total calls received). For reference, there were a total of 114,673 calls received by the SPS communications unit in 2018. Therefore, 98.6% of calls in 2018 were allocated a district and/or zone.

District	Count of Calls	Division Totals	As a % of total calls
Northwest 1-1	18,399		
Northwest 1-2	13,813	32,212	28.50%
Central 2-1	20,615		
Central 2-2	23,923	44,538	39.41%
East 3-1	17,703		
East 3-2	18,566	36,269	32.09%
Total Calls	113,019	113,019	100.00%
Source: Saskatoon Police Service RMS, September 2019			

The Central Division had a total of 44,538 calls, which made up 39.41% of total calls received. This compared to the larger and more populated divisions: Northwest (1-1 and 1-2) had 32,212 calls, which made up 28.5% of total calls while East had a total of 36,269 calls, making up 32.09%, respectively. Despite the Central Division being the least populated, smallest land area division with the most officers per capita, most calls for service are still originating from the Central Division and, since calls are made into our communications dispatch for police service, they are being dealt with on a reactionary basis rather than a proactive one.

Despite these facts, crime has remained relatively unchanged in the Central Division over the past three years. The following table outlines the change in types of crime occurrences since 2016 in the Central Division.

Offence Type	2016	2017	2018
Crimes Against the Person	1,472	1,474	1,448
Crimes Against Property	5,351	5,893	6,393
Total Other Criminal Code & CDSA	7,798	8,208	7,600
Total Traffic Tickets (Charges)	4,725	6,890	6,867
Total Collisions	1,546	1,481	1,301
Source: Saskatoon Police Service			

The demands on members currently assigned to Central Division make it Saskatoon's busiest and most challenging geographical area to work.

2017 SPS Operational Review

In August 2017, Perivale + Taylor Consulting completed the Operational Review of the Saskatoon Police Service for the Saskatoon Board of Police Commissioners. The review observed the SPS in a number of different realms including staffing levels and types, use of technology, call load, crime rates and severity, costs and leading police practices. The key findings, comparing SPS to a national scale, included the following:

- SPS has a high ratio of civilian staff to sworn staff;
- SPS has a below-average ratio of police-to-population
- SPS has an above average crimes-per-officer ratio
- Saskatoon's Crime Severity Index (CSI) is higher than the national average

Another key indicator the review discusses is the Patrol Availability Factor (PAF), which measures the percentage of on-duty time in which officers are available to engage in proactive and preventative crime enforcement vs. responding to calls. The PAF amongst patrol cars and patrol sergeants only was 27.5% across all time frames. On average, for every hour of patrol time roughly 43.5 minutes are spent responding to calls and 16.5 minutes are spent toward crime prevention measures. This ratio can only be lower today given the increased number of calls and less than corresponding increase in the number of new officers (see Appendix 1 for further details). The review suggests PAF is a more accurate way of measuring patrol effectiveness than the police per population ratio. The SPS PAF has not increased since a completed audit in 2004, which recommended an officer increase.

Police per population

Police per population statistics are published annually by Statistics Canada in Table 35-10-0077-01, Police personnel and selected crime statistics, municipal police services. The measure is not

necessarily intended to indicate workload but can serve as a comparison between cities of similar demographics and regions. Municipal and provincial policy also plays a role in this measure.

When comparing Saskatoon to other Canadian cities of similar population, Saskatoon falls fourth in police per 100,000 after Victoria, Halifax and Windsor, respectively. Saskatoon’s number of officers increased by seven in 2017 and five in 2018, respectively. However, given the increase in population during those years, the police per 100,000 population figure in Saskatoon decreased during these years.

City	Population			Total number of police officers			Police officers per 100,000 population		
	2016	2017	2018	2016	2017	2018	2016	2017	2018
Victoria, British Columbia, municipal	108,708	109,853	110,916	243	244	239	223.5	222.1	215.5
Halifax, Nova Scotia, municipal	244,108	248,802	253,841	512	531	533	209.7	213.4	210.0
Windsor, Ontario, municipal	224,483	225,726	229,787	429	428	426	191.1	189.6	185.4
Saskatoon, Saskatchewan, municipal	256,711	262,993	268,188	453	460	465	176.5	174.9	173.4
Regina, Saskatchewan, municipal	223,190	228,412	233,170	393	397	399	176.1	173.8	171.1
Barrie, Ontario, municipal	146,057	145,482	147,685	237	239	232	162.3	164.3	157.1
St. John's, Newfoundland and Labrador, Royal Newfoundland Constabulary	207,849	208,495	208,289	342	341	326	164.5	163.6	156.5
Niagara Region (St. Catharines), Ontario, municipal	459,241	465,489	472,448	706	706	708	153.7	151.7	149.9
Kelowna, British Columbia, Royal Canadian Mounted Police	133,575	136,048	138,513	178	173	192	133.3	127.2	138.6
Sherbrooke, Quebec, municipal	162,436	164,236	166,863	203	200	202	125.0	121.8	121.1

Source: Statistics Canada in Table 35-10-0077-01, Police personnel and selected crime statistics, municipal police services

Looking at other larger Saskatchewan communities, Prince Albert has the highest police per 100,000 population in the province at 244.8. Saskatoon ranks third in the province behind Prince Albert and North Battleford at 173.4.

City	Population			Total number of police officers			Police officers per 100,000 population		
	2016	2017	2018	2016	2017	2018	2016	2017	2018
Prince Albert, Saskatchewan, municipal	37,111	37,412	37,578	90	91	92	242.5	243.2	244.8
North Battleford, Saskatchewan, Royal Canadian Mounted Police	14,718	14,583	14,439	34	35	35	231.0	240.0	242.4
Saskatoon, Saskatchewan, municipal	256,711	262,993	268,188	453	460	465	176.5	174.9	173.4
Regina, Saskatchewan, municipal	223,190	228,412	233,170	393	397	399	176.1	173.8	171.1
Moose Jaw, Saskatchewan, municipal	34,885	35,039	35,052	53	54	53	151.9	154.1	151.2
Swift Current, Saskatchewan, Royal Canadian Mounted Police	17,086	17,213	17,342	16	16	18	93.6	93.0	103.8

Source: Statistics Canada in Table 35-10-0077-01, Police personnel and selected crime statistics, municipal police services

While not yet published through Statistics Canada, Saskatoon's police per population will be referenced as 173.0 in 2019¹. These ratios will be addressed further in the Screening of Options section of this case.

Business Environment – Previous and current state of other Supervised Consumption Sites

In order to fully understand the role of a supervised consumption site within a harm reduction model and the role of police within that model, Inspector Cameron McBride and two members of the Okihtcitawak Patrol Group completed primary research by touring supervised consumption sites in Alberta in June 2019. Inspector McBride then travelled to Vancouver in August 2019 with representatives from AIDS Saskatoon and the Saskatoon Fire Department to tour that city's supervised consumption sites. Combined, these trips included visits to twelve supervised consumption and overdose prevention sites, which are very similar in terms of the services they provide. Several people were spoken to from various organizations, including police, fire, health, social services and community volunteers.

As individuals were asked to provide their input, a number of individuals cited communication, relationships, understanding and education as some of the keys to starting supervised consumption on a good foundation. The following is a brief overview of the site visits as detailed by Inspector McBride.

ARCHES – Lethbridge, Alberta

ARCHES is the busiest site in Canada with an average of 673 site visits per day. This site was built in an area that did not historically have a concentration of injection drug users present. In the first year, the immediate community experienced significant negative effects, including discarded needles, loitering, property crime, homelessness, public intoxication by drug and property damage.

Calls for service have increased in the area - according to the Lethbridge Police, calls for service to 1016 1st Avenue South increased from seven to 424 the year following opening of ARCHES. Call volumes also increased from March 1, 2017-February 28, 2018 compared to March 1, 2018 – February 28th, 2019 to the areas surrounding ARCHES (known as the Red Zone, Orange Zone and Yellow Zone; see Appendix 2) by 254%, 6.27% and 2.45%, respectively. Calls across all of Lethbridge during this same timeframe increased by only 0.15%. These numbers indicate that calls for service have not drastically increased across the city, but have shifted to a more

¹ Found by dividing the 2019 actual staff resource (471) by the 2019 projected population of Saskatoon (272,211) and multiplying by 100,000

focused part of the city. Calls for service do not necessarily indicate crimes are being committed. The most common call for service types to ARCHES are for trespassing, disturbance/nuisance, driving under the influence, supplemental and drugs. Regardless of call intent, officers in Lethbridge are being dispatched to this area of Lethbridge more frequently than in years past, which affects resource availability at any given time.

In cooperation with the City of Lethbridge, community volunteers, hired staff and the local business people, they have eliminated much of the public concern. There is a focus on cleanliness, community education, volunteer patrols and strong relationships with the LPS. The site is fully funded by Alberta Health Services and includes 24/7 on-site security and an outreach team (Community Outreach Addictions Program, otherwise known as COAP) that conducts security/outreach work in the outlying areas around the SCS, such as needle and garbage pickup (the latter program known as Cleansweep).

In order to mitigate the real and perceived issues several initiatives have been undertaken. The LPS doubled their Downtown Patrol Team from four to eight members. There is a community outreach team that patrols the area encouraging those who consume drugs to use the facility. There are neighborhood patrols that clean up garbage, collect needles and prevent loitering. Data is not yet available from the Lethbridge Police to assess the effectiveness of these programs. There are also community consultation meetings and public education opportunities.

Sheldon M. Chumir Health Centre – Calgary

This site handles approximately 200 visitors per day and is open 24 hours. The facility is fully funded by Alberta Health Services. There are three security staff on duty at all times (one inside the facility and two outside). This site was opened in a pre-existing medical health center; however the clientele of the center did not include a high population of injection drug users. For this reason, the community didn't know how to cope with the new population, and those using the site didn't understand how to be a good neighbor within their new neighborhood.

In March 2019, Calgary city council set aside \$1 million in one-time funding for the site and nearby city services to be used for community programming, development and coordination of a community liaison team, SCS staff training, reviewing security measures at nearby city-owned facilities and increasing security surveillance at nearby parks.

Following the opening of the site, the media published numerous articles about the increase in many types of crime. For instance, the Calgary Sun noted in 2018 there was a 276% increase in drug-related calls to police in the zone, along with a 29% increase in the overall number of calls for service compared with the three-year average. The media also documented a significant

deterioration of the community, with garbage, property, needles and homeless individuals all over the place. According to site staff and Calgary Police Service (CPS), the site opened with a very large disconnect between the police and the site. The site was viewed as a sanctuary, and the police were unwelcome within it. In fact, some of the first staff allowed and even promoted the selling of illicit drugs within the facility, proven when members of the CPS purchased drugs from a staff member of the facility. There was also a feeling that increased police presence in the area would deter users from frequenting the facility.

In response to opening, the CPS assigned one sergeant and ten patrol members to the area, patrolling the area surrounding the Sheldon M Chumir Centre. A two-block radius surrounding the site is patrolled 20 hours per day by officers in pairs via foot and bike. Of note, property crime has spiked in the area between 2 AM and 5 AM, which falls during three of the four hours not patrolled by the CPS.

Through relationship building and staff turnover, a mutual understanding regarding policy and procedure has created a much better environment at the site. According to the CPS, usage of the facility increased following the establishment of a greater police presence in the area, which runs counter to what perceptions were prior to opening. Much of the public outcry and negative media attention seems to be subsiding.

On the day of the tour, the street was clean, the park across the street was empty, and other than a few “street people”, the neighborhood seemed reasonably normal. In their most recent report, the CPS reports that the addition of extra, dedicated patrol officers has resulted in a significant decrease in crime and disorder. However, the CPS indicated calls for service are still high in the direct vicinity of the site. On average, for every two users of the site there is approximately one call for service within the two-block radius surrounding the site.

Boyle Street Community Services – Edmonton

The first of two Edmonton supervised consumption sites toured is contained within the Boyle Street Community Services building. This building has been a gathering point for homeless and injection drug users for many years. The sidewalk and street around the facility were filthy, strewn with garbage and discarded property. There were people sleeping on the sidewalks under tarps and cardboard. Contrary to the other sites, the community reports no change, because the people using the site have always been there.

This site has the lowest reported use of those toured, with an average number of 70 daily visits. This number is low because Edmonton has four supervised consumption sites to choose from and it is only open during daytime hours. The staff at the site has a very good relationship with

the police. Both groups seem to understand the role each plays, and are respectful of one another. The site is fully funded by Alberta Health Services. There is no security staff on site. There is no augmented police response.

George Spady Shelter – Edmonton

Within one block of the Boyle Street supervised consumption site is the George Spady Shelter, which also contains a supervised consumption site. This site is only open during the night, and is designed to service those who stay at the shelter. They can see up to 200 visits per day, and is very busy with 4 to 5 staff on duty at any given time. They too have an excellent working relationship with the police. There is no security staff on site.

According to the Edmonton Police Service, approximately 40 officers were hired in response to the opening of Rogers Place, the new arena for the Edmonton Oilers hockey team and event centre hosting concerts, theatres and other events. While no additional officers were brought on in response to the SCS in the direct vicinity of Rogers Place, the additional officers from the opening of Rogers Place typically service the area surrounding Rogers Place (known as the Ice District) where both of the Boyle Street and George Spady SCS are located. It is expected that this increased police presence in the area has deterred criminal activity at both of these SCS (although this was not directly quantifiable).

Dr. Peter Centre; Insite – Vancouver

Two SCS in Vancouver (Dr. Peter Centre and Insite) and six overdose prevention sites (Sister Space, Maple Hotel, Molson Hotel, St. Paul's Hospital, Crosstown and Powell Street Getaway) were toured. If the sites in Alberta are on one end of the SCS spectrum the other end of the spectrum is the Dr. Peter Centre in Vancouver, BC. This facility has supervised consumption within it. However, in every way, the average person would never realize this is the case. The building was clean and orderly. The outside was beautifully landscaped and maintained. Similarly, the overdose prevention site at the St Paul's Hospital in Vancouver, although operating out of a tent, was clean and welcoming. No on-site security firms are employed at any of the SCS locations – they instead rely on support workers, peer advisors, and health-care professionals trained in de-escalation techniques and relationship building to deal with risk in the facilities.

The following map details the location of each SCS and overdose prevention sites toured in Vancouver.

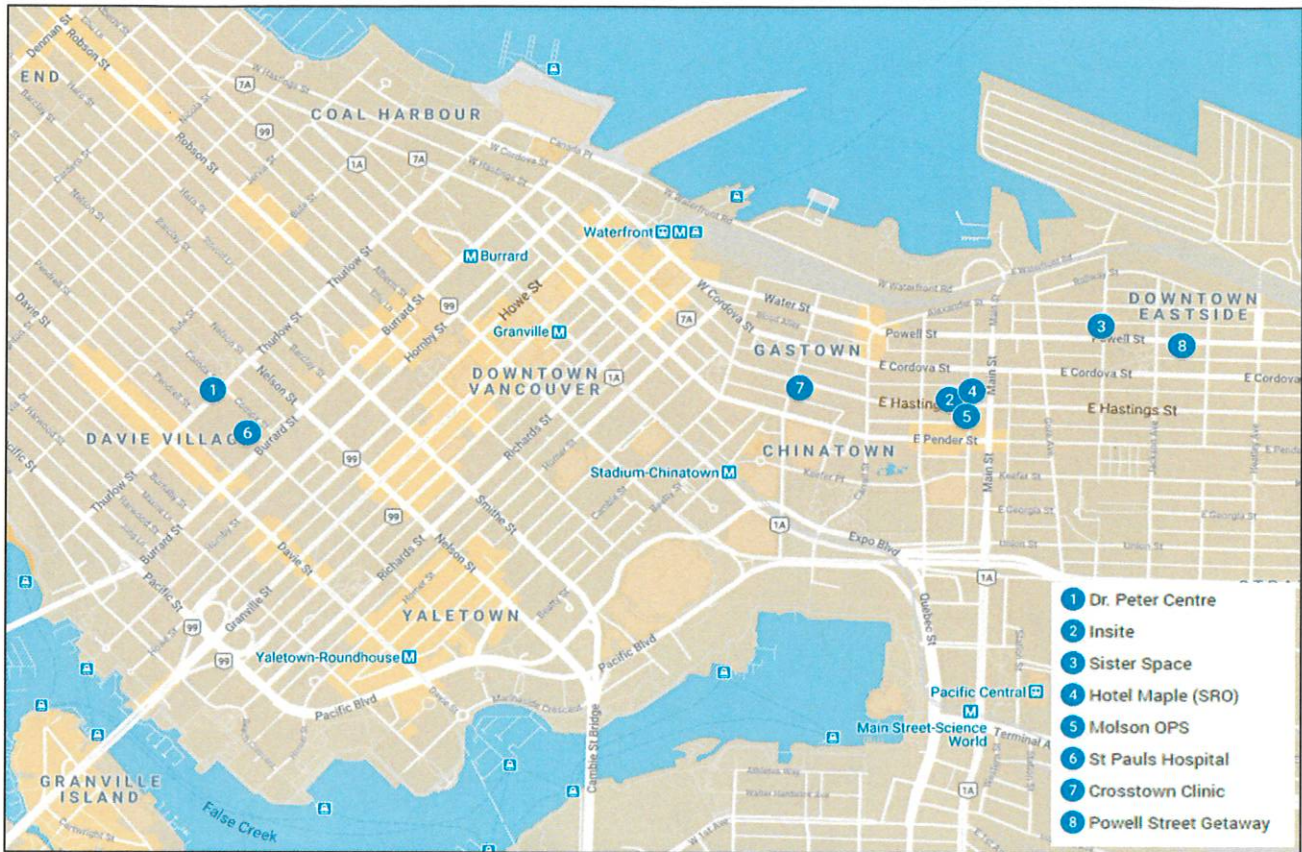


Image 4 – Location of Vancouver Supervised Consumption Sites and Overdoes Prevention Sites toured

Image Source: Google Maps

Most of the sites toured in Vancouver fall within the Downtown Eastside neighbourhood of Vancouver. Population figures for this neighbourhood indicate rates of drug addiction and mental illness are much higher here compared to other neighbourhoods in Vancouver and in the rest of Canada. Context is important in the comparison between these and the Saskatoon SCS. For one, these issues have been present in Vancouver’s Downtown Eastside since the 1990’s. While similar issues have been present in Pleasant Hill for a long time, the neighbourhood statistics are not comparable and drug activity is not nearly as ingrained in the consciousness of the neighbourhood. Second, the scale and density of drug users in the Downtown Eastside are much higher than in the area where the SCS is being proposed in Saskatoon.

In summary, the following table highlights key characteristics found during the site visits that are pertinent to the SPS response to the Saskatoon SCS.

Table 8 – Summary of toured supervised consumption sites

Name	City	On-site security?	# of police staff required	Response: Reactionary or Proactive?
Arches	Lethbridge	Yes	4 additional Downtown Patrol Officers	Reactionary
Sheldon M. Chumir Health Centre	Calgary	Yes	11 additional Patrol members in the area	Reactionary
Boyle Street Community Services	Edmonton	No	On-demand; Ice District coverage	Proactive
George Spady Shelter	Edmonton	No	On-demand; Ice District coverage	Proactive
Dr. Peter Centre	Vancouver	No	N/A	N/A
Insite SCS	Vancouver	No	N/A	N/A
AIDS Saskatoon SCS	Saskatoon	No	See recommendation	Proactive

Of the SCS toured by Inspector McBride and members of Saskatoon’s Okihcitawak Patrol Group, the Lethbridge and Calgary provide the most apt comparable sites to the Saskatoon SCS. Both the Calgary and Lethbridge sites opened in locations that: 1) were not accustomed to seeing many, if any, injection drug users and 2) employed staff that did not have the appropriate de-escalation and conflict resolution experience when working with injection drug users. The Saskatoon SCS will experience both of these challenges as 1) injection drug users will travel from many areas around Saskatoon to a centralized location, creating potential congregation and crime issues around the SCS and 2) staff from AIDS Saskatoon, while they will be trained and experience in de-escalation and conflict resolution, may take some time to become adept in these techniques while working with a different clientele group than the one that frequented their 33rd Street office location. The main difference between the sites in Lethbridge and Calgary compared to the Saskatoon SCS site is that Lethbridge and Calgary both hired on-site security staff. On-site security staff is not in the plans for the Saskatoon SCS opening.

The location of the Saskatoon SCS differs from the sites in Edmonton and Vancouver in that the SCS opened in locations where injection-drug users were already congregating anyway (community-outreach centres, shelters, Downtown Eastside Vancouver, etc.). This made the opening of the SCS in these cities a relatively smoother transition and less disruptive to existing policing staff.

Objectives and Outcomes

The ideal outcome will be achieved by providing a safe and secure environment for users and all Saskatoon residents in the direct vicinity of the SCS.

► 1.3.3 Requirements

While touring supervised consumption and overdose prevention sites in western Canada, several questions were asked regarding police response in the respective jurisdictions. Of particular interest, the question was asked, “If you could create the perfect police response to your current situation, what does it look like?” Several consistent themes began to develop:

1. Police need to understand harm reduction, and their role within that philosophy.
2. Police need to be in the community, building relationships with residents, business people and the various organizations that service the population there.
3. Police need to be walking, personable and demonstrating a caring attitude to those who are marginalized, impoverished, and actively accessing services.
4. Police need to be working with the various organizations that can assist in stabilizing those in the community who need support.
5. Police need to understand that addictions are a medical issue, reaching far beyond the narrow view of criminal behavior and bad choices.
6. Police need to understand that a re-direction towards supports and services can be far more effective and valuable than arrests and charges.
7. Police can play a foundational role in best practice, and can help motivate, mobilize and organize other community based organizations and groups. Their training and access to resources is far greater than that of many partner agencies.
8. Consistency and having the right people in place is critical. It takes a long time to build trust and credibility in a community of people that have been subjected to trauma, marginalization and abuse their whole lives. Police with a black and white view of behavior will do more damage than good.

The ability to train and develop a team of police officers who understand the community and how to work effectively with the services available is the key. This takes time and the right mindset. This type of police work moves beyond the high paced, call to call style of policing that often occurs within the core neighborhoods. Having a team in place before the site opens is important to build foundational relationships and an expected culture, so that everyone understands their roles prior to the site opening.

After touring the other SCS, it is clear that there will only be one opportunity to set the trajectory for the culture that develops in and around the SCS. Having committed members who can set a stage for success is vitally important and cannot be overlooked. Once a culture is set, it will be very difficult to change the momentum that will grow as clients are drawn to the

services provided by the site. From the experience of other sites, only a few will use the new SCS at first. Then, as it is seen as a viable, safe option, the number of clients will grow.

Preventing the expected uptick in crime in the SCS area cannot occur without added, dedicated patrol resources in the Central Division due to current workload, call volume and criminal activity experienced in the division.

► **1.3.4 Constraints**

Table 9 - Constraints		
Number	Category	Constraints
Constraint 1	Economic, Social	Pleasant Hill
Constraint 2	Social	Health and capacity of existing patrol officers
Constraint 3	Political	Budgetary restraints

Constraint 1 - Policing within Pleasant Hill specifically has distinct challenges including a significant street gang presence, poverty and high rates of crystal methamphetamine consumption. Rates of victimization within this neighborhood continue to be the highest in the city year after year.

Constraint 2 - In response to frequent spikes in violent criminal activity, projects are frequently run to augment the policing presence within the area, primarily accomplished through overtime shifts and a reallocation of scarce resources. In 2019, two such projects have occurred, injecting hundreds of hours of additional policing resources to offset these surges in violent crime. It is feared that constantly relying on members to volunteer for overtime shifts will result in over-worked members who will eventually stop taking the shifts that are necessary to fulfill operational plans.

Constraint 3 – Further to Constraint 3, supplementary patrol staffing is typically sourced from existing officers as limits exist in the operating budget to hire additional staffing. Any resource addition proposed in the SPS patrol section has to occur within the budgetary constraints set by the City of Saskatoon Council. City council provides the majority of funding. Alternative funding sources - although an option in special circumstances - is not typically sought for adding generally-assigned patrol staff. The SPS is currently exploring partnerships with provincial ministries as a potential funding partner.

► **1.3.5 Stakeholder Analysis**

Notable stakeholders for this proposal come from organizations internal and external to the SPS. The largest stakeholder size is the residents of the Pleasant Hill neighbourhood (and to a larger extent Saskatoon's Central Division). This group, as represented by the Pleasant Hill Community Association, has been appealing to the SPS to reduce existing crime of all types in the neighbourhood. The addition of the SCS in Pleasant Hill without an appropriate response by the SPS will negatively affect crime in the neighbourhood.

The remaining population of Saskatoon (outside Pleasant Hill and the Central Division) is a broad stakeholder in this response. Other Saskatoon residents are stakeholders in that crime that happens in a small, centralized location in one part of the city often gets broadcasted to other, unaffected areas of the city. This creates the perception that crime is a serious issue in all parts of Saskatoon.

The Riversdale Business Improvement District (RBID) is a key stakeholder in the response to the SCS. The RBID is a not for profit group of businesses and property owners who operate between Idylwyld Drive and Avenue P and 22nd Street to 17th Street West. The opening of the SCS has the potential to bring increased crime and disorder to the RBID that its members will not be accustomed to – this activity will have a negative impact on local business owners. The RBID staff and local businesses they represent have all expressed concerns over the opening of the SCS and are committed to working with the SPS to find solutions.

A number of SPS partner organizations are key stakeholders in the opening of the SCS and the response to the potential increase in criminal activity. The Saskatchewan Health Authority operates nearby St. Paul's Hospital, which features emergency and acute care for nearby residents. The St. Paul's Hospital Safety Committee (which the SPS is a part of) has expressed concerns related to the opening of the SCS. The vicinity of the hospital will play an integral role in medical emergency services for users of the SCS and potential human harm that may be caused in the direct vicinity of the SCS. Other health-related stakeholders in the immediate vicinity include the Westside Clinic and the Saskatoon Tribal Council Health Centre, which are both adjacent to the SCS.

AIDS Saskatoon, the owners of 1516 20th Street West and operators of the SCS, has stated they want to proactively address the potential for an increase in crime and disorder in the area and will work closely with the SPS to ensure users of the SCS are in a safe, secure environment. The Okihtcitawak Patrol Group is a volunteer-led initiative acting as a harm reduction and prevention service focused within the Central Division. The group serves as a patrol and monitors areas of Saskatoon where children, youth and adults are most at risk by providing services such as prevention of crime and needle, drug paraphernalia and sharps pickups. The group utilizes core First Nations traditions in its service and outreach. Its main presence is

within the Pleasant Hill neighbourhood. This group will be instrumental in assisting the SPS with monitoring the direct vicinity of the SCS.

Internally, all members of the SPS abide by the same mission statement and core values. Doing more to prevent crime in the area and provide area residents with greater safety and security is the foremost objective for all SPS members.

Considering all of the internal and external stakeholders, cooperation and a cohesive response amongst those involved is of utmost importance to address the opening and operation of the SCS. Community safety is a responsibility carried out not exclusively by the SPS – it takes effort by a multitude of community organizations and stakeholders.

Phase 2: Analysis and Recommendation

2 Preliminary Options Analysis

2.1 Evaluation Criteria

Each option will be evaluated based on the following criteria:

Evaluation Criteria	Indicator	Description
Risk	Low, Moderate, High	Potential risk for increased criminal activity surrounding the SCS given the option
Effect on police per population ratio	Ratio of number of police officers per 2019 projected population (CCJS)	Describes how the police per population changes (given the option); A base police officer number of 471 is used and is based on actual staff resources as of May 31, 2019. The population of Saskatoon in 2019 is 272,211; this is based on a projected increase of 1.5% (City of Saskatoon) from the 2018 population according to Statistics Canada (268,188) ² ;
Cost	Financial	The human resource and capital requirements related to each option
Potential Achievability of SPS Mission Statement	Low, Moderate, High	How the option helps the SPS achieve their mission statement: “In partnership with the community, we will provide service based on excellence to ensure a safe and secure environment.”

2.2 List the Possible Options

Existing Resources

Option 1 – Develop a Community Mobilization Unit (CMU) comprised of 4 patrol officers

Option 2 - Develop a Community Mobilization Unit (CMU) comprised of 8 patrol officers

² Statistics Canada. Table 35-10-0077-01 Police personnel and selected crime statistics, municipal police services

The Community Mobilization Unit (CMU) is the chosen approach for addressing the response to the expected increase in crime in the area surrounding the SCS. The CMU will supply additional policing resources to the area surrounding 1516 20th St West, but will also be responsible to liaise and coordinate with other organizations such as the Saskatchewan Health Authority and Okihtcitawak Patrol Group, assisting them in program development and logistics.

Team members will be identified and assigned to the CMU. These members will be assigned to platoons and will work the duty hours of Patrol while on shift. These members will spend 50% of their time in a patrol car within Pleasant Hill and Riversdale. The remaining 50% of time will be spent walking and engaging in a beat style of policing.

The role of the CMU will be to provide additional policing resources to the core neighborhoods of Pleasant Hill and Riversdale, with a specific focus to minimize the potential negative effects of operating a SCS. Expectations of the CMU include the following:

1. Provide vehicular and beat policing to the neighborhoods of Pleasant Hill and Riversdale.
2. Develop an excellent working relationship with staff at the supervised consumption site.
3. Develop an understanding of harm reduction philosophy and how police can assist in harm reduction, while maintaining law and order.
4. Build relationship with those who use the SCS, in order to continually direct them back to services and the supports offered within the SCS.
5. Coordinate the seizure and destruction of illicit drugs that are either left behind or confiscated by SCS staff.
6. Develop relationships with various partner organizations and be able to assist them in developing best practices. This will include assisting the Saskatchewan Health Authority, Community Support Officers, Okihtcitawak Community Patrol and other community patrols, to organize and provide safe and effective patrols in the neighborhood.
7. Provide support to the community, including the participation in educational events and attendance at community meetings.
8. Work with the SCS staff to identify those involved in victimizing SCS clients by drug trafficking, and assist the Saskatoon Police Service Drug Unit in identifying and prosecuting them.

The members assigned to the CMU will be additional, permanently assigned members and not re-allocated personnel. Given that the approval of the formation of the CMU may not be completed prior to the fiscal budget cycle, the positions can be taken from the general patrol staff and backfilled on a temporary basis using overtime.

The CMU model is a more direct approach to solving the potential crime increase compared to adding more officers to the Central Division generally. These CMU officers will have a specific mandate with a focus on the immediate vicinity of the SCS site.

▶ **2.2.1 Existing Resources**

Take the current state of the Central Division and add the opening of the SCS without a plan in place. The opening will not necessarily create more drug users in Saskatoon, but it will shift users from a wide area of Saskatoon to a central location at 1516 20th Street West. This focused movement of drug users and accompanying criminal activity will pose immediate safety issues for everyone in the direct vicinity of the SCS.

This option would not include a plan of response. Patrol officers in the Central Division will be asked to respond to calls for service to the SCS much like any other location in Saskatoon.

Existing Resources was the accepted response for both Lethbridge and Calgary with the opening of their SCS. Both of these sites opened while being unprepared and experienced a spike in criminal related activity in the area surrounding the SCS. Reactionary measures were then put in place to respond to the spike in criminal activity.

Proposed new staffing costs per year: \$0

of new officers: 0

Police per 100,000 Population (2019-2020 projection): 173.0

Conclusion – Not Recommended

▶ **2.2.2 - Option 1 – Develop a Community Mobilization Unit comprised of 4 patrol officers**

Option 1 proposes the formation of a 4-member Community Mobilization Unit.

A team of four members will be identified and assigned to the CMU. Each member will be assigned to a platoon and will work the duty hours of Patrol while on shift. These members will be assigned a patrol car, and will spend 50% of their time in the car, within Pleasant Hill and Riversdale. The remaining 50% of time will be spent walking and engaging in a beat style of policing. This option provides less than 24 hour patrol coverage of the area.

As reference, if these four additional resources that the SPS is expected to utilize in response to the opening of the SCS have to be backfilled with staff paid at overtime rates, the cost will be approximately \$915,000 per year.

Proposed new costs per year: \$414,100 for 2020; \$403,800 for 2021

of new officers: 4

Police per 100,000 Population (2019-2020 projection): 174.5

Conclusion – Not Recommended

► **2.2.3 Option 2 – Develop a Community Mobilization Unit comprised of 8 patrol officers**

Option 2 proposes the formation of an 8-member Community Mobilization Unit.

A team of eight members will be identified and assigned to the CMU. These members will be assigned to platoons in twos and will work the duty hours of Patrol while on shift. These members will be assigned as a two person patrol car, and will spend 50% of their time in the car, within Pleasant Hill and Riversdale. The remaining 50% of time will be spent walking and engaging in a beat style of policing.

As reference, if these eight additional resources that the SPS is expected to utilize in response to the opening of the SCS have to be backfilled with staff paid at overtime rates, the cost will be approximately \$1.83 million per year.

Proposed new costs per year: \$828,200 for 2020; \$807,600 for 2021

of new officers: 8

Police per 100,000 Population (2019-2020 projection): 176.0

Conclusion –Recommended

2.3 Screening of Options

The following table details each evaluation criteria in relation to the three options:

Table 11 – Screening of Options				
Option	Risk	Police Per population (2020)	Additional Cost	Potential Achievability of SPS Mission Statement
Existing Resources	High	173.0	\$0	Low
Option 1 (4)	Moderate	174.5	\$414,100 for 2020; \$403,800 for 2021	Moderate
Option 2 (8)	Low	176.0	\$828,200 for 2020; \$807,600 for 2021	Moderate-High

Risk

The Risk criterion is meant to reflect the potential for increased crime and disorder surrounding the SCS following execution of each option. The Existing Resources option is the highest level of risk as no change in existing workforce could lead to unmonitored criminal activity in the direct area of the SCS as existing patrol staff in the Central Division already experience the largest call volumes in Saskatoon.

Option 1 involves one additional patrol staff per shift that will work directly with the SCS, support organizations and prevent crime in the direct SCS area. However, this approach will not have the desired effect on risk in the area. For one, it is dangerous for patrol staff to work individually in this area, especially in an area where criminal activity scale is not yet known. And two, working individually will require back-up assistance if a large scale or dangerous occurrence happens. Such an occurrence would necessitate additional patrol officers from Central need to make their way to the SCS. This step takes away from existing resources in the Central Division. Residents in this area of Saskatoon will still be at moderate risk with this option as one patrol officer can only do so much to respond and clear calls.

Option 2 is deemed to be low risk as having 2 officers working directly in the area will allow response time to the area to be shortened, assistance of a partner to be present and allow the teams to conduct preventative policing in the area during slower time. This latter activity will be beneficial as it can create the perception that police are closely monitoring the area (only it is not a perception – it is reality).

Police per 100,000 population

This measure is found by:

$$(Number\ of\ police\ officers \div\ Saskatoon\ projected\ population\ in\ 2019) * 100,000$$

The number of officers is based on the actual number of officers in the SPS as of May 31, 2019 (471). Saskatoon's population in 2019 is 272,211, which is according to Statistics Canada 2018 population (268,188) plus 1.5%. The 2019 population is based on growth projections set by the City of Saskatoon. Under all the options, Saskatoon police per population ratio does not grow larger than 176.0, which does not alter the ranking compared to other Canadian cities of comparable sizes or in Saskatchewan.

Cost

Additional officers do come at a cost. Costs change depending on the number of officers being proposed and the number of cars required transporting these officers to and from calls during

their shifts. Costs range between \$414,100 for a 4-member CMU to \$828,200 for an 8-member CMU in 2020 depending on both of those factors.

Potential Achievability of the SPS Mission Statement

Each option is graded by the likelihood of achieving the SPS Mission Statement: “In partnership with the community, we will provide service based on excellence to ensure a safe and secure environment.” The Existing Resources option will provide a very low likelihood of achieving the SPS Mission.

2.4 Advantages and Disadvantages

Table 12 – Advantages and Disadvantages of each option		
Option	Pro	Cons
Existing Resources	Low Cost	Very high risk No augmented approach to enforcement
Option 1 (4-member CMU)	Least costly Small chance of effect	Moderate risk Still need to rely on existing staff Less than 24 hour patrol coverage
Option 2 (8-member CMU)	Most effective option Adequate staff coverage (shifts) Answers concerns of stakeholders	Most costly of the options

Phase 3: Justification and Recommendation

3.1 The Preferred Option

▶ 3.1.1 Recommendation

Given the evaluation criteria and the advantages and disadvantages, the recommended course of action is Option 2 (8-member CMU)

▶ 3.1.2 Deciding Factors

Option 2 was chosen for a variety of factors, including:

- Existing Resources is not an option. Given the significant consequences of a reactive response undertaken by the SCS openings in Lethbridge and Calgary, the SPS has chosen to conduct a proactive and augmented response to the opening of the Saskatoon SCS. Due to the high risk to existing Central Division patrol officers and nearby residents and low potential achievability of the SPS Mission, this option is not the optimal choice.
- Option 2 provides 24/7 coverage in the area (two patrol officers per shift) where the Existing Resources option and Option 1 does not
- Option 2 gives the SPS the best staff coverage given the shift rotation schedules, platoon number and division orientation. This will be advantageous from a human resource perspective when filling sick or earned day off (EDO) time in the future. This option allows for a streamlined and expedited application of the CMU into the existing SPS patrol structure.
- Balancing cost with a) low risk for residents and officers and b) the moderate-high potential to achieve the SPS Mission Statement, Option 2 is optimal.
- Option 1 increases the police per population ratio to 174.5 while Option 2 increases the ratio to 176.0, which are both higher than the 2018 level (173.4). Option 2 brings the ratio to a level not observed since 2016.

3.2 Implementation Plan

The implementation of Option 2 (8-member CMU) was described in 2.2 List of the Possible Options:

Team members will be identified and assigned to the CMU. These members will be assigned to platoons and will work the duty hours of Patrol while on shift. These members will spend 50% of their time in a patrol car within Pleasant Hill and Riversdale. The remaining 50% of time will be spent walking and engaging in a beat style of policing.

The role of the CMU will be to provide additional policing resources to the core neighborhoods of Pleasant Hill and Riversdale, with a specific focus to minimize the potential negative effects of operating a SCS. Expectations of the CMU include the following:

1. Provide vehicular and beat policing to the neighborhoods of Pleasant Hill and Riversdale.
2. Develop an excellent working relationship with staff at the supervised consumption site.
3. Develop an understanding of harm reduction philosophy and how police can assist in harm reduction, while maintaining law and order.
4. Build relationship with those who use the SCS, in order to continually direct them back to services and the supports offered within the SCS.
5. Coordinate the seizure and destruction of illicit drugs that are either left behind or confiscated by SCS staff.
6. Develop relationships with various partner organizations and be able to assist them in developing best practices. This will include assisting the Saskatchewan Health Authority, Community Support Officers, Okihtcitawak Patrol Group and other community patrols, to organize and provide safe and effective patrols in the neighborhood.
7. Provide support to the community, including the participation in educational events and attendance at community meetings.
8. Work with the SCS staff to identify those involved in victimizing SCS clients by drug trafficking, and assist the Saskatoon Police Service Drug Unit in identifying and prosecuting them.

The members assigned to the CMU will be additional, permanently assigned members and not re-allocated personnel. Given that the approval of the formation of the CMU may not be completed prior to the fiscal budget cycle, the positions can be taken from the general patrol staff and backfilled on a temporary basis using overtime.

The CMU model is a more direct approach to solving the potential crime increase compared to adding more officers to the Central Division generally. These CMU officers will have a specific mandate with a focus on the immediate vicinity of the SCS site.

Phase 4: Management and Measurement

4.1 Performance Measurement Strategy

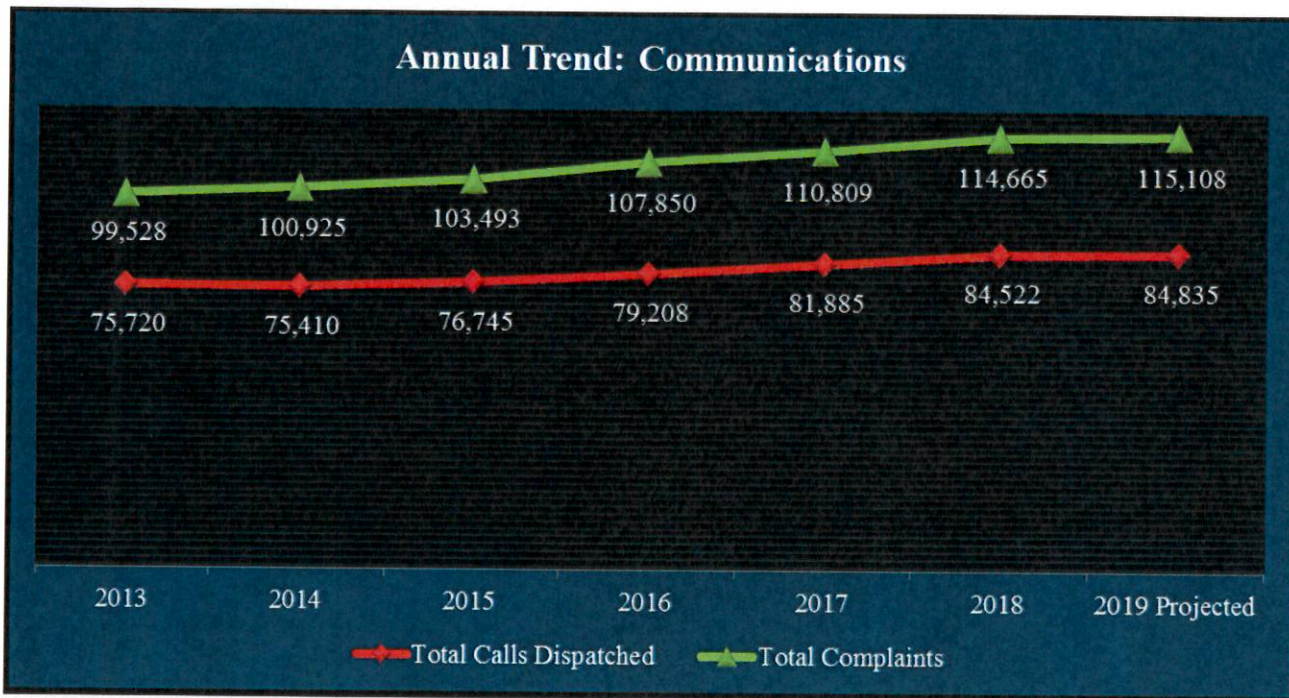
Performance measurement for the SCS opening will be two-fold.

One, performance will be measured by assessing the change in all types of criminal activity in the Pleasant Hill neighbourhood and to a larger extent the Central Division with the addition of the 8-member CMU. This will be completed both internally by the SPS and by the University of Western Ontario's Faculty of Social Science. The UWO group will contribute analysis based on data shared by the SPS.

The second performance measurement that will be undertaken is the effect the SCS has on the rate of drug overdoses and cases of HIV and Hepatitis C. The SPS will rely on reporting completed by AIDS Saskatoon and St. Paul's Hospital to more properly ascertain the SCS effectiveness in these areas.

Both of these performance areas will be monitored proactively by members of the SPS Planning and Research Unit. Results will be reported and presented to funding authorities as often as required to ensure satisfaction that the funding is being utilized effectively and the 8-member CMU team is achieving results.

Appendix 1



Year	Saskatoon population ³	% population change	Total Calls Dispatched	Total Complaints	% increase in Total Complaints	# of officers (Statistics Canada)	% increase in officers
2013	242,634		75,720	99,528		449	
2014	247,338	1.9%	75,410	100,925	1.40%	449	0.00%
2015	250,746	1.4%	76,745	103,493	2.54%	449	0.00%
2016	256,711	2.4%	79,208	107,850	4.21%	453	0.89%
2017	262,993	2.4%	81,885	110,809	2.74%	460	1.55%
2018	268,188	2.0%	84,522	114,665	3.48%	465	1.09%
2019 Projected ¹	272,211	1.5%	84,835	115,108	0.39%	471 ²	1.29%

Source: Saskatoon Police Service Year End Reports; Statistics Canada

1. 2019 Projected – based on 2016-2018 proportion of calls in Jan – Sept (76% of annual totals) and proportion of calls dispatched (73.7% dispatched to total complaints ratio)

2. 2019 Projected number of officers is based on SPS actual resources as of May 31, 2019 (470.75)

3. Statistics Canada in Table 35-10-0077-01, Police personnel and selected crime statistics, municipal police services

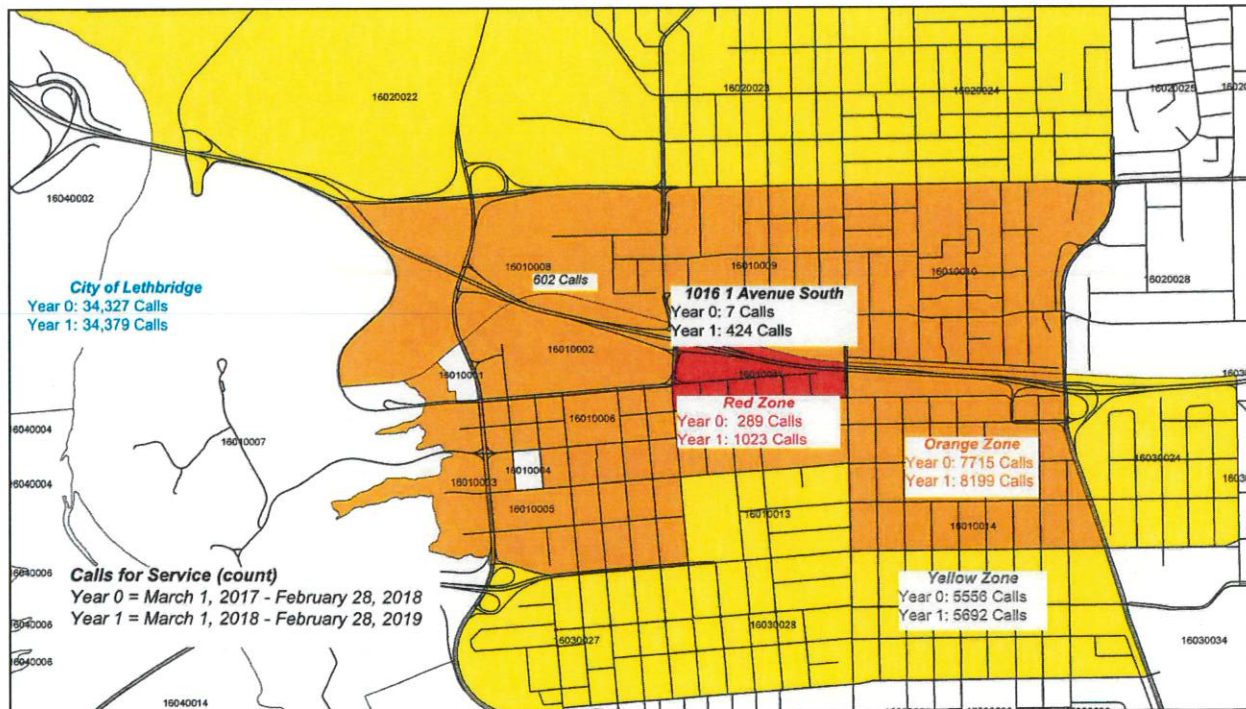
Appendix 2

Source: Lethbridge Police

Calls for Service

	<u>Year 1</u> March 1, 2018 - February 28, 2019	<u>Year 0</u> March 1, 2017 - February 28, 2018	% increase
Supervised Consumption Site	424	7	5957.14%
SCS sub-beat (ESZ)	1023	289	253.97%
Orange Zone***	8199	7715	6.27%
Yellow Zone	5692	5556	2.45%
City of Lethbridge	34379	34327	0.15%

*** Of note, two ESZ within this target area have been excluded from the calculations:
 16010001 (Lethbridge Police Service)
 16010004 (Lethbridge Court House)
 These two locations do not typically have Calls for Service from the public.



Supervised Consumption Site: Top 5 Call Types (by volume) [Year 1: Reported dates March 1, 2018 - February 28, 2019]

Top Call Type (most frequent)	#2	#3	#4	#5	
1016 1 AV S LETHBRIDGE	Trespassing/Unwanted	Disturbance/Nuisance	Driving Under the Influence	Supplemental	Drugs

For the timeframe of March 1, 2017 - February 28, 2018 (i.e. before the opening of the Supervised Consumption Site), there were a total of 7 Calls for Service at this location; one of each of the following Event types was reported: Assault/Sexual Assault, Disturbance/Nuisance, Driving Under the Influence, Drugs, Missing/Runaway/Found, Theft, Weapons/Firearms. As such, there was no call type that reported a high volume of calls in Year 0.

Red Zone: Top 5 Call Types (by volume)

Top Call Type (most frequent)	#2	#3	#4	#5	
16010011	Trespassing/Unwanted	Theft	Disturbance/Nuisance	Drugs	Suspicious/Wanted

Orange Zone: Top 5 Call Types (by volume) per ESZ

Top Call Type (most frequent)	#2	#3	#4	#5	
16010002	Trespassing/Unwanted	Theft	Disturbance/Nuisance	Public Service	Traffic Complaint/Hazard
16010003	Disturbance/Nuisance	Trespassing/Unwanted	Theft	Public Service	Suspicious/Wanted
16010005	Disturbance/Nuisance	Trespassing/Unwanted	Theft	Traffic Complaint/Hazard	Collision
16010006	Disturbance/Nuisance	Assault/Sexual Assault	Domestic Disturbance/Violence	Assist Other Agencies	Supplemental
16010008	Trespassing/Unwanted	Disturbance/Nuisance	Supplemental	Assault/Sexual Assault	Suspicious/Wanted
16010009	Theft	Disturbance/Nuisance	Trespassing/Unwanted	Suspicious/Wanted	Public Service
16010010	Disturbance/Nuisance	Suspicious/Wanted	Theft	Trespassing/Unwanted	Public Service
16010012	Theft	Disturbance/Nuisance	Suspicious	Traffic Complaint/Hazard	Trespassing/Unwanted
16010014	Traffic Complaint/Hazard	Suspicious/Wanted	Theft	Collision	Disturbance/Nuisance
16010015	Missing Person	Disturbance/Nuisance	Theft	Public Service	Traffic Complaint/Hazard

Yellow Zone: Top 5 Call Types (by volume) per ESZ

Top Call Type (most frequent)	#2	#3	#4	#5	
16010013	Theft	Disturbance/Nuisance	Suspicious/Wanted	Drugs	Trespassing/Unwanted
16020022	Traffic Complaint/Hazard	Collision	Public Service	Missing Person	Assist Other Agencies
16020023	Suspicious/Wanted	Theft	Disturbance/Nuisance	Domestic Disturbance/Violence	Public Service
16020024	Disturbance/Nuisance	Theft	Suspicious/Wanted	Domestic Disturbance/Violence	Public Service
16030024	Disturbance/Nuisance	Theft	Trespassing/Unwanted	Suspicious/Wanted	Public Service
16030027	Disturbance/Nuisance	Suspicious/Wanted	Public Service	Theft	Trespassing/Unwanted
16030028	Suspicious/Wanted	Disturbance/Nuisance	Theft	Traffic Complaint/Hazard	Public Service
16030029	Disturbance/Nuisance	Suspicious/Wanted	Theft	Trespassing/Unwanted	Public Service

Glossary of Acronyms

Acronym	In Full
CMU	Community Mobilization Unit
CPS	Calgary Police Service
RBID	Riversdale Business Improvement District
PAF	Patrol Availability Factor
SPS	Saskatoon Police Service
SCS	Supervised Consumption Site
UWO	University of Western Ontario