

Update on Security Pilot Program

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Type:	Managers' Reports
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Recommended by:	General Manager of Corporate Services

Report Summary

This report provides a recommendation regarding the Security Enforcement Officer Pilot Program which has been in operation since December 10, 2020. It recommends funding for the program to the end of 2021 and recommends the publication of a business case for deliberation during the 2022 budget process to make the service permanent.

Resolution

THAT the City of Greater Sudbury approves the extension of the Security Enforcement Pilot Program for the remainder of 2021;

AND THAT the City of Greater Sudbury directs staff to prepare a business case for the 2022 Budget as outlined in the report entitled "Update on Security Pilot Program", from the General Manager of Corporate Services, presented at the City Council meeting of October 26, 2021.

Relationship to the Strategic Plan, Health Impact Assessment and Community Energy & Emissions Plan (CEEP)

This report has implications for objectives in the business attraction, development and retention, housing, healthier community and vibrancy areas identified in the Strategic Plan. It has no direct connection to Community Energy and Emissions Plan (CEEP).

Financial Implications

If approved, the continuation of the pilot program, costing approximately \$204,000, will be treated as an unbudgeted expenditure for 2021 and form part of the organization's year-end position. These additional expenditures will be partially offset by the final payment of Ministry funding (Ontario Cannabis Legalization Implementation Fund) received earlier in 2021 of \$47,000.

The second resolution, if approved, directs staff to prepare a business case for consideration during the 2022

budget process.

Executive Summary

In December of 2019, the Finance and Administration committee received a supplementary information report for a business case contained in the budget document. The business case recommended a one year pilot program to provide security services in the downtown through the deployment of two Security Enforcement Officers on two shifts, seven days per week from 8:30 a.m. to 12:30 a.m. The Committee was provided with alternative service options to enhance security, whether through reductions in the recommended per day service level, or by reducing the number of months of service through a pilot program.

On December 16, 2020, Resolution FA2019-101, directed *“THAT the 2020 Budget be amended to include the business case to increase security for downtown City facilities as outlined on pages 331 to 334 of the 2020 budget document and pages 22 to 23 of the December 3, 2019 Finance and Administration Committee Agenda based on the third proposed option for the amount of \$275,576 to be funded with \$225,576 from cannabis funding with the remainder of \$50,000 to be funded by the Downtown BIA.”*

The project was to operate from April 2020 through to November 2020 (an eight-month period). Impacts from the COVID-19 pandemic postponed the launch of the program. Upon the initiation of a Mayor’s Task Team in October 2020 to address various Downtown concerns, the pilot project was reinstated, officers were hired and trained and the pilot program was initiated in December of 2020.

The funding for this eight-month trial is coming to an end. This report provides a program review of the pilot program and recommends its funding to the end of 2021 and the production of a business case for deliberation as part of the 2022 budget which, if accepted would make the service permanent effective January 1st, 2022.

Background

The provision of uniformed security services for City of Greater Sudbury properties and facilities is overseen by Corporate Services within Security and Bylaw Services. Within an enterprise service level model, the City deploys contracted security at various properties.

Tom Davies Square Complex

- Static post of four (4) contracted uniformed security guards during operational hours between Monday and Friday, supported by one (1) uniformed security guard during periods that the building is closed
- Oversight for the Control Centre which supports Officer (Bylaw, Security Enforcement, Contracted Security) Dispatch and surveillance monitor
- 268 hours per week for contracted security for an annual cost of \$416,617.

Transit Terminal

- Static post of two (2) contracted uniformed guards during operational hours
- 259 hours per week for contracted security for an annual cost of \$340,228

Greater Sudbury Housing

- Static post of one (1) contracted uniformed guard at 720 Bruce for proactive/reactive surveillance monitor and observe and report capability
- Static post of one (1) contracted uniformed guard at 166 Louis for proactive/reactive surveillance monitor and observe and report capability
- Mobile patrol services for 16 hours per day; two (2) contracted uniformed guards within a marked security vehicle
- 112 hours (56 hours per site) per week of static post contracted security.
- 112 hours per week (billed for 224 hours) of mobile response contracted security.
- The annual security cost for housing is approximately \$500,000

Parks

- Mobile patrol services for 16 hours per day; two (2) contracted uniformed guards within a marked security vehicle
- 112 hours per week for contracted security for an annual cost of \$170,000

Apart from this service, areas such as Solid Waste and Arenas employ security on separate contracts for individualized response. Further, in response to security concerns at Mackenzie Library, a static post security guard was used through 2019 and the beginning of 2020.

As an enhancement to contracted Security services, the Security Enforcement Pilot program provides mobile support for contracted guards that experience challenging situations as part of normal patrols at City facilities. Program staff are equipped with higher-level training and enforcement tools, offering additional options to manage security concerns on City property, thus reducing unnecessary calls for service to Police. Finally, as part of a shared commitment for community safety, this program allows for more effective collaboration with Greater Sudbury Police Service in response to community concerns.

Analysis

In support for safe City spaces, a team of two (2) Security Enforcement Officers are on shift seven (7) days per week between 8:30 A.M. and 12:30 A.M. The officers use a vehicle and respond proactively, and in response to concerns raised by residents and staff at City of Greater Sudbury properties.

Security Enforcement Officers received five (5) days of in class training. Prior to their deployment, each Officer received training in Validation and Communication- Professional De-escalation and Incident Response, Legal Authorities, Use of Force and Asp Certification, Handcuff Certification, Confined Space (Bus) Response, N'Swakamok Native Friendship Centre, Mental Health 101 Awareness, Naloxone Administration Training and Mental Health First Aid.

In managing service level impacts of COVID 19, the pilot program has proven to be a valuable support for organization when responding to service level needs for vaccination clinics, when managing outbreaks within housing, and in support for City led warming shelters. The flexibility of this program allowed for dedicated resources to be assigned quickly to areas while also balancing the base level

response for security issues at City of Greater Sudbury properties.

Where COVID-19 placed increased demand on contracted security companies to meet increased demands of organization to support providing security positions to screen at entrances or monitor now unoccupied spaces, the result was industry wide shortages for uniformed security and a less nimble contract provider to respond to additional needs. In support for these challenges, the pilot program provided dedicated resources to assist with more complex security concerns.

Oversight for PHSD Mass Vaccination Clinics- In support for the prompt launch of mass vaccination clinics, absent of available resources otherwise, Security Enforcement Officers were deployed to vaccination clinics at Carmichael Arena on February 25-26, March 05-06 and 11-12. Security Enforcement Officers were a supportive resource that saw the successful launch of this partnered initiative between PHSD and CGS. Officers were on hand to provide high-level customer service to all residents that attended for vaccination, while ensuring that staff were safe and able to focus on providing services to the community in an otherwise logistically

Response to COVID-19 Outbreak- Where contracted security resources were already over extended, Security Enforcement Officers supported safety and security of residents of a housing unit throughout a period of outbreak between February 25, 2021 and March 31, 2021. Further, where Community Paramedicine employees provided individual door to door swab services for residents, Security Enforcement Officers escorted teams of EMS to ensure their safety while also ensuring there was no disruption to the logistical plan for this high volume testing.

Response to Transit, Housing, Parks, Downtown- In support for the provision of safe City spaces and services, Security Enforcement Officers proactively patrol a variety of City properties and buildings multiple times per day to connect with residents and address any matter that could negatively impact community safety or the efficient delivery of City services. In addition to specifically attending to key service areas, Security Enforcement Officers are committed to being visible and attentive in the Downtown core. Since the launch of the program, Officers have completed in excess of 2,200 focused patrols of the Downtown. And close to 1,400 patrols at the Transit Terminal or on board buses.

In the course of their duties, Officers often interact with members of the vulnerable community to provide general information about various rules/requirements for City property and to ensure their safety and well-being. In doing so, Security Enforcement Officers place emphasis on the delivery of consistent communication of social services information related to services in the community to support areas such as homelessness, mental health and addiction. Over 2,500 individual occurrences.

Providing a dedicated response to concerns at Transit and on board buses, Security Enforcement Officers have played a key role in ensuring safety of Transit staff and users. Proactively. During a one week period in February 2021, Security Enforcement Officers proactively boarded Transit buses for a large portion of their shift to provide high level customer service and support for Bus Operators and riders. This proved to be a valuable initiative where riders were educated on mask use requirements related to COVID. Further, Officers and Bus Operators noted a positive impact related to concerns for fare evasion and general disruption on buses. More recently, Security Enforcement officers have taken on more regularly scheduled shifts boarding the buses. Through August and September officers participated in 35 rides. The service level of this team has proven effective to respond to concerns on board buses where Police otherwise categorize the concern as a lower priority. On numerous occasions, in receipt of concerns from the Transit Supervisor, Officers have been able to intercept a bus during its route or upon conclusion at a Hub and have addressed

concerns that would otherwise go unaddressed. Through the City of Greater Sudbury Transit Task Force- comprised of CGS Council and Management, Bus Operators, CUPE Union and Police- members have expressed support for the program and have been vocal in support for continuation as a permanent service level.

Security Enforcement Officers have proven to be an effective support for Housing Operations, both in response to any security concerns on property as well as in support for the safety and security of Housing Staff. Where an enterprise-wide contracted security provides a consistent service level of mobile response for Housing properties, residents are able to call 4911 to report immediate concerns. Placing priority on these calls, Officers have attended to a variety of concerns whether related to residents who have concerns for activities in the building related to neighbours or unwanted persons. Further, on a proactive basis, Officers provide proactive patrols for key properties, having done so approximately 1734 times. Through these patrols, Officers establish relationships with residents and attend to matters while on site. Further, their presence provides for safe City spaces, in this case for Housing, which directly aligns with Council's strategic priority for Housing.

Finally, it's been noted that this program provides a level of safety and response to concerns in the workplace where City of Greater Sudbury staff may be exposed to a volatile situation. Security Enforcement Officers have proven an effective response for Bylaw Officers who are attending a property on a Bylaw related concern and believe there to be the risk for confrontation. This additional service level provides higher level support for staff and further ensures an efficient service level for the community in response to concerns. Where the City of Greater Sudbury has information that a resident or address may pose issue while attending a residence as part of normal service delivery, Security Enforcement Officers have further attended to escort staff and keep the peace.

Response to Encampments- The Security Enforcement Officers worked collaboratively with the Parks Department, Greater Sudbury Police Service and Outreach Services to address homeless encampments in the City parks and additional City properties. In 2021, the Security Officers took the lead role removing several encampments from the following locations: Center for Life, Memorial Park, Tom Davies Square Courtyard, Bridge of Nations, Nolin St. and Rotary Park. Furthermore, efforts are made on a daily basis to engage with the homeless population and connect them with social services. This additional service level responds to Community Safety and Wellbeing.

Table 1. Service Level Data – Security Enforcement Officer Pilot – December 2020- September 22, 2021

Activity	December*	Quarter 1	Quarter 2	Quarter 3 **	Total
Focused Patrol-Downtown	109	688	753	599	2149
Focused Patrol – CGS Facility	47	298	678	403	1426
Focused Patrol-Park	7	439	717	497	1014
Focused Patrol-Transit	82	497	474	381	654
Focused Patrol-Housing	60	720	709	363	1852
Request Assistance-resident	22	149	137	100	408
Request Assistance-City Staff	13	124	71	214	352
Social Services Info Provided	262	1301	674	943	3180
Medical Event/Assist	12	31	27	66	136
Trespass Property/Building	13	30	31	8	82
COVID Education/Enforcement	N/A	718	1140	62	1920
Naloxone Administration	N/A	4	17	5	26
Provincial	0	5	37	0	42

Offence Notice Issued					
Parking Infraction Issued	15	230	109	59	413

*Collection of stats began December 15, 2020

**up to September 22, 2021

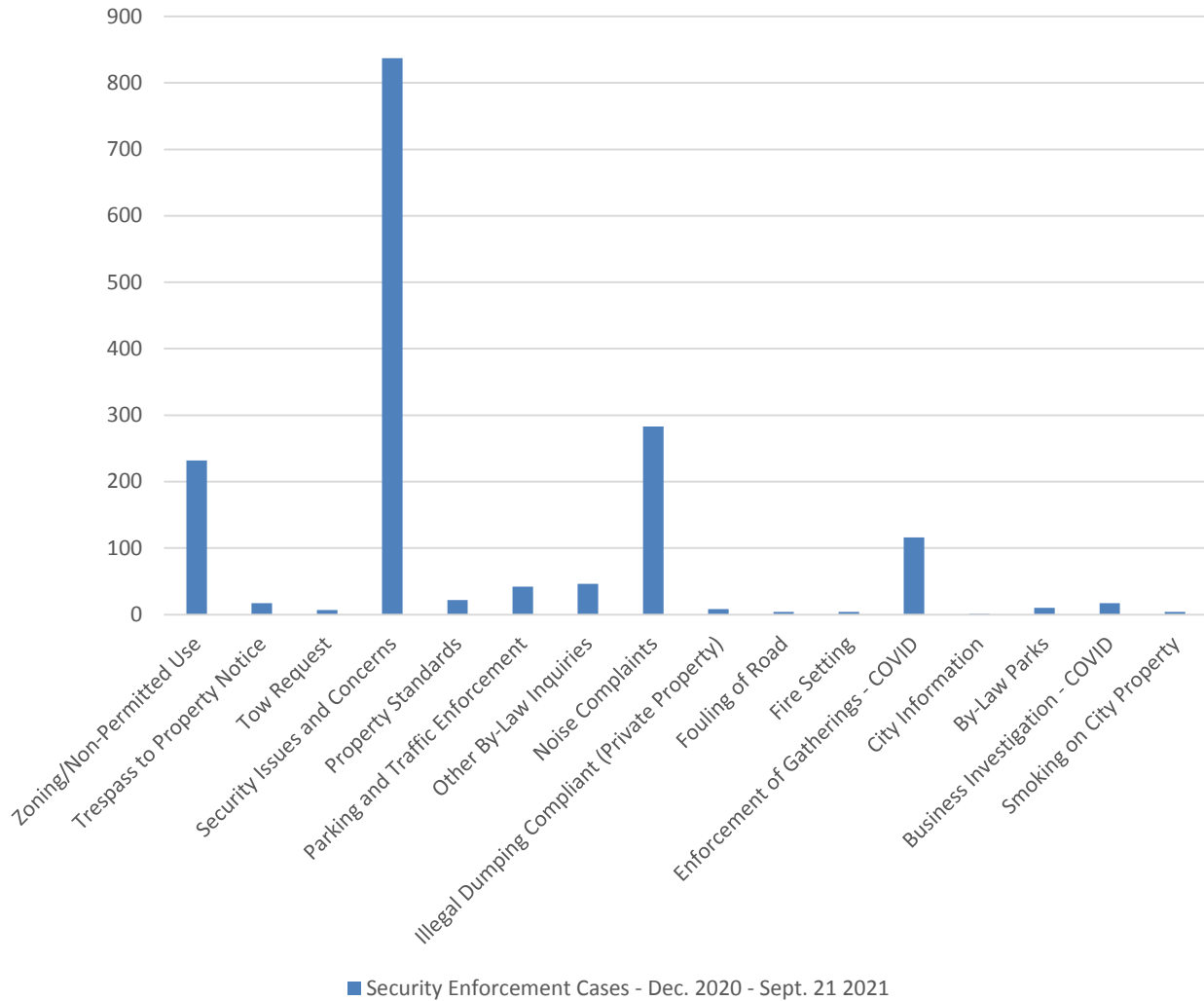
Whether documented proactively as part of their patrols, or in response to calls for service to the Security Control Centre (ext 4911), Security Enforcement Officers respond to emergent issues that negatively impact the community or the efficient delivery of a City Service. In their response, using authorities to enforce Bylaws or Provincial Acts such as the Trespass to Property Act, Officers manage volatile situations toward resolution in such a way that ensures the respect of all parties and the utmost safety of Staff and residents. While this report provides Council with an update on specific Key Performance Indicators related to service level output, the data does not fully account for the positive impact that this service level provides to the community.

As reflected by the statistics for Security Enforcement intervention for Medical Event/Assistance and Naloxone Administration, Officers are a link to health care that links those in need with Emergency Services. Often first on the scene for medical events that include suspected overdoses, whether in a park, a washroom, a parking lot or within a housing building, on numerous occasions Officers have provided medical intervention to revive a resident from an otherwise potentially life threatening event. Equally important to this emergency response is their role in responding to emergency situations at City properties. Again, often a first response to serious situations, Officers have attended to persons in distress and in possession of weapons. Using their training and collaborating with responding Police, Officers have resolved these types of events while ensuring the safety of City of Greater Sudbury residents and staff and further ensuring the matter is resolved peacefully.

ACR/CRM Case Volume- Security Enforcement Officers

Figure 1 graphically demonstrates the three (3) most common case types that prompt Officer response. They are Security Issues and Concerns 837, Noise Complaint 283 and Zoning/Non-Permitted Use 232 - which is reflective of tenting/encampment. While cases are created based on complaints from Staff/Stakeholder/Residents and would be reflective of a higher level response, there are numerous events and interactions that take place proactively that are not recorded in ACR/CRM.

Figure 1. Security Enforcement Cases - Dec. 2020 - Sept. 21 2021

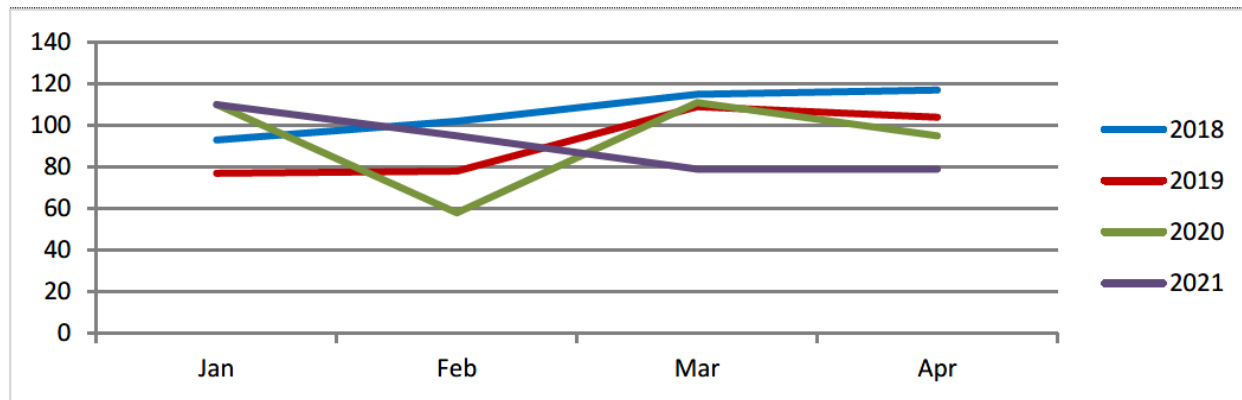


One of the objectives of the program is to reduce non-emergency Police calls for service (Priority 4-6) at City of Greater Sudbury properties and more broadly in the downtown. The pilot program has achieved this objective. Through a reduction in Police calls for service at City of Greater Sudbury properties, the pilot program supports Greater Sudbury Police to allocate resources to more serious events in our community, thus supporting community safety.

Figure 2 graphs the trendline of GSPS calls from six (6) specific City of Greater Sudbury properties within Housing and Transit, using January 01 – April 30, 2020 and 2021 as the comparator time period, the program has supported an 11% decrease in Police calls for service. The properties referenced were:

- 720 Bruce Avenue (Housing)
- 1960 Paris Street (Housing)
- 159 Louis Street (Housing)
- 166 Louis Street (Housing)
- 1920 Paris Street (Housing)
- 9 Elm Street (Housing)

Figure 2. GSPS Calls for Service January 01 – April 30



While there were slight increases for calls for service at identified Housing properties between 2020 and 2021, the top three (3) address with the largest significant decrease in Police calls for service were at 9 Elm Street (-37%), 159 Louis Street (-25%) and 1920 Paris Street (-7%). A noticeable decrease in calls for service at identified properties was seen in calls for service within Trespass to Property Act complaints (-93%) and Noise complaints (-100%).

Finally, where Greater Sudbury Police Services prioritizes calls for service in six (6) categories (Priority 1 is most urgent and Priority 6 least urgent), a review of the same period and properties listed above has concluded significant decreases for calls for service in Priority 4 (-19%), Priority 5 (-38%) and Priority 6 (-58%).

Municipal Comparators

Across Ontario, the provision of security services for municipalities varies between internal and contracted services. With increased demands placed on municipalities to provide for safe and efficient municipal services, many municipalities have opted to host internal services, whether stand alone, or coupled with contracted service providers.

Table 2 provides service level detail for Municipalities of Mississauga, Kitchener and Brampton. These are provided outside of services also provided in larger municipalities of Toronto, Ottawa and York Region. Where staffing levels differ, service models are very similar in the examples provided, where internal staff are dispatched proactively and reactively to disturbances at City properties. In consideration for the hybrid model of enforcement where Municipal Law Enforcement Officer Designation has been added to Security in Greater Sudbury and Mississauga, others have expressed limitations in response where the designation has not been made.

Consultation with each municipality has illustrated significant dependence on the service through 2020/2021 in response to concerns related to COVID (social gatherings, mask requirements, protests, and as part of a community response to opioids). Using the example where Brantford has implemented a pilot program for Physical Security Guard Services, while using a contracted service, the feedback was that there was a desire to move to an internal service and a better connection to Bylaw Services for enforcement abilities.

Table 2. Municipal Comparators

	Department	Staffing	Service Level	Area(s) of Response.
City of Mississauga	Security Operations	4 Sup, 32 F/T, 5 P/T	24hrs/7 days	City buildings and properties Control Centre
	Transit Enforcement	2 Sup, 18 F/T, 5 P/T Training Supervisor	19hrs/7 days	Bus Terminal(s) and Buses
City of Kitchener	Corporate Security	14 F/T, 14 P/T	24/7	City buildings and properties Control Centre
City of Brampton	Corporate Security	9 F/T	8hrs/7 days ** to be expanded	City properties and Downtown Control Centre
City of Brantford	Public Works- Corporate Security	Contracted	24/7	City properties and Downtown

Cost of Service

A business case for a permanent service level was provided to Council as part of the 2020 Budget process. At the time, the recommendation was for a 365-day service level between 8:30 a.m. and 12:30 a.m. The forecasted operating cost of the service level was estimated to be \$446,513, with opportunities for off-setting fine revenue for a final cost of approximately \$432,513.

Through Budget deliberations, Council agreed to fund an eight month pilot program as funded partially from funds available through Provincial Cannabis funding and as committed by the Sudbury Downtown BIA.

Where the pilot program has proven successful and supports the community and corporation on a variety of levels, this report recommends interim funding for the remainder of 2021 to allow for a service level analysis to take place through business case at Budget 2022. If approved, the cost of the extension of the pilot to December 31, 2021 is \$204,3000 and will form part of the year position as an unbudgeted expenditure.

Contribution from 2019 Cannabis Funding	(225,576)		
Contribution from BIA	(50,000)		
Total Project Budget	(275,576)		
	Budget	Actual	Required for remainder of 2021
Expenses- Salary, Office Expense, Uniforms	\$275,576	\$211,192	\$204,304.04

Revenues- Potential Part I and Part II Fine Amount	0	(\$23,420)	
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Conclusions

The security pilot program has been successful in terms of objectives it set out to achieve. Downtown businesses and residents are reporting enhanced confidence when security officers are present. The pilot program has reduced non-urgent response by GSPS. Officers have been deployed quickly to emerging security needs and working with Community Development Department colleagues and partner agencies, officers have supported enhancements to services for homeless and addicted individuals, in particular in the downtown.

This report recommends the program's continued operation until the end of 2021 and the publication of a business case for service level change to make the service permanent in 2022.

Resources Cited

Report: Security at Transit Terminal, Community Services Committee, July 09, 2018

<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?documentid=5170>

City of Greater Sudbury, Community Services Committee, July 09, 2018, Resolution CS2018-19

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<https://www.greatersudbury.ca/city-hall/budget-and-finance/previous-budgets/2019-budget/budget-full/>

Members' Motion: Greater Sudbury Housing Security Service Business Case Request, Finance and Administration Committee, November 19, 2019.

<https://pub-greatersudbury.escribemeetings.com/FileStream.ashx?DocumentId=29898>

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<https://www.greatersudbury.ca/city-hall/budget-and-finance/previous-budgets/2020-budget/2020-budget-full-document-pdf/>

City of Greater Sudbury, Finance and Administration Committee, December 03, 2019, Increase Security for Downtown City Facilities, Supplementary Information for Budget 2020

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Downtown Sudbury BIA, Board Minutes, Thursday, December 05, 2019

<https://www.downtownsudbury.com/sites/default/files/minutes/Dec%205%20min-converted.pdf>

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Member's Motion: Business Case for Onsite Security for Greater Sudbury Housing Corporation, Finance and Administration Committee, February 24, 2021
<https://pub-greatersudbury.escribemeetings.com/FileStream.ashx?DocumentId=40156>

Business Case for Service Level Change: Funding for Housing Onsite Security Enhancements, Finance and Administration Committee, March 03, 2021
<https://pub-greatersudbury.escribemeetings.com/FileStream.ashx?DocumentId=38603>

City of Greater Sudbury Strategic Plan 2019-2027
<https://citylinks.greatersudbury.ca/departments/corporate/strategy-and-direction/2019-2027-strategic-plan/>