



BARRIE POLICE SERVICES BOARD

committed to our community



October 30, 2019

Barrie City Council
City of Barrie
P.O. Box 400,
Barrie, ON L4M 4T5

City of Barrie Council,

RE: Response to Councilor Sergio Morales' Letter to the Barrie Police Services Board dated July 4, 2019

To assist the City of Barrie regarding potential application for a Supervised Consumption Site (SCS) to be located within the City of Barrie please find attached two reports prepared by the Barrie Police Service for the Barrie Police Services Board.

Sincerely,

Angela Lockridge, Chair
Barrie Police Services Board

Attachment

Angela Lockridge
Chair

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**BARRIE POLICE SERVICES BOARD REPORT
CLOSED**

TO: Barrie Police Services Board

FROM : Chief Kimberley Greenwood

DATE: September 9, 2019

SUBJECT: Potential Impacts of a Supervised Consumption Site in Barrie

Overview

A cursory review of media is all that is required to understand that Canada is currently immersed in an opiate and addiction epidemic. According to the Government of Canada, there were more than 11,500 apparent opioid related deaths between January 2016 and December 2018. "Annual opioid fatalities have now surpassed the yearly number of deaths from AIDS at the height of the epidemic in the mid – 1990's. (Editors, 2018) and life expectancy at birth did not increase for the first time in 2016-2017, largely due to the opiate and addiction epidemic. (Statistics Canada, 2019) Like many other communities, the City of Barrie has been affected by this epidemic and like those communities is attempting to implement solutions to assist those affected by this issue.

Background

The City of Barrie is currently involved in discussions regarding the possibility of establishing a Supervised Consumption Site (SCS) within the City of Barrie. These discussions have involved consultations with citizens, public health, social service agencies and first responders.

The Barrie Police Services Board received a letter dated July 4, 2019 from Councilor Sergio Morales requesting that a memo be prepared and forwarded to City Council no later than September 30th, 2019. (See Appendix) The memo is to contain information regarding the financial and operational implications should a SCS be approved for the City of Barrie. Further, the memo should include "metrics about Barrie police resources, both operational and financial, that have been allocated to opioid-related events, including but not related to overdoses, calls for service at the Barrie Library, businesses, and residential homes; and extra calls for service in neighborhoods where an (sic) SCS is established, amongst other metrics that the Board feel are relevant."

This report will provide information on financial and operational impacts that the opiate and addiction epidemic and a potential SCS will have on the Barrie Police Service. Further, this report will provide information on the experiences of other police services that have SCS's in their jurisdictions as well as information from academic research that has been completed regarding the impact of SCS's on communities.

Caution should be headed as implications for the Barrie Police Service are merely one piece of the information and the potential opening of a SCS in Barrie will have implications for numerous areas of the community.

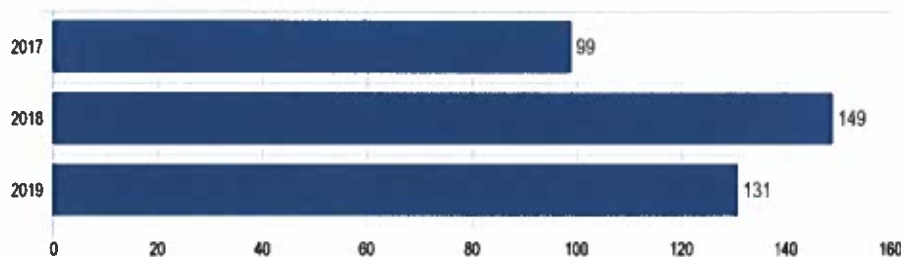
Barrie Police Service Current Status

Since January 2017 the number of Barrie Police Service calls for service that involve overdoses (including deaths) as well as the administering of Naloxone has been tracked and monitored by the Risk Management Unit. In the case of overdose deaths, the Risk Management Unit also liaises with the Forensic Identification Unit to confirm which drug is responsible for the overdose as identified in the Toxicology Report provided by the Coroner’s Office. The below tables illustrate statistical data for the Barrie Police Service including number of overdoses (including deaths) reported to the Barrie Police Service per year, per month, number of calls for service that involved overdose deaths, overdose drug types, costs and the Barrie Police Service administration of naloxone.

Table 1:

Number of overdoses (including deaths) reported to the Barrie Police Service per year (January 2017-September 1st, 2019)

Total Overdose Counts Per Year

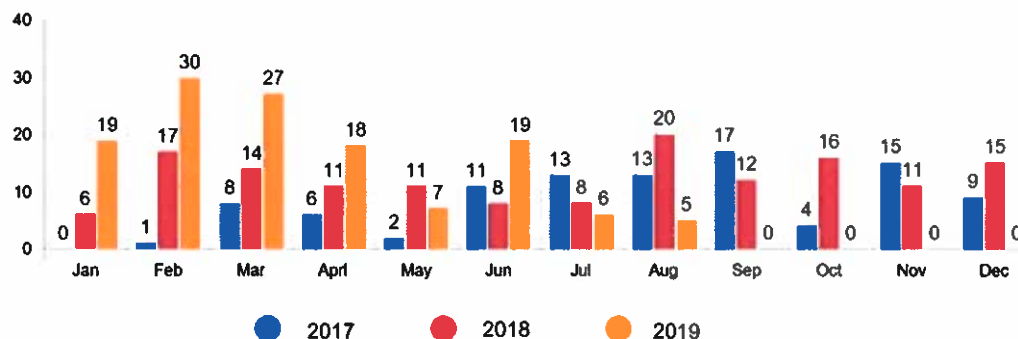


Source: Barrie Police Service Records Management System

Table 2:

Number of overdoses (including deaths) reported to the Barrie Police Service per month (January 2017-September 1st, 2019)

Overdose - By Month

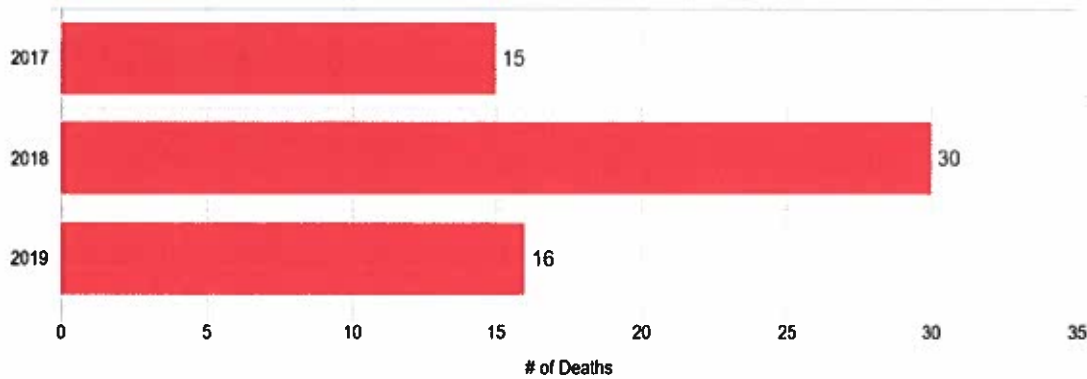


Source: Barrie Police Service Records Management System

Table 3:

Number of calls for service that involved overdose deaths (January 2017-September 1st, 2019)

Overdose Deaths Per Year

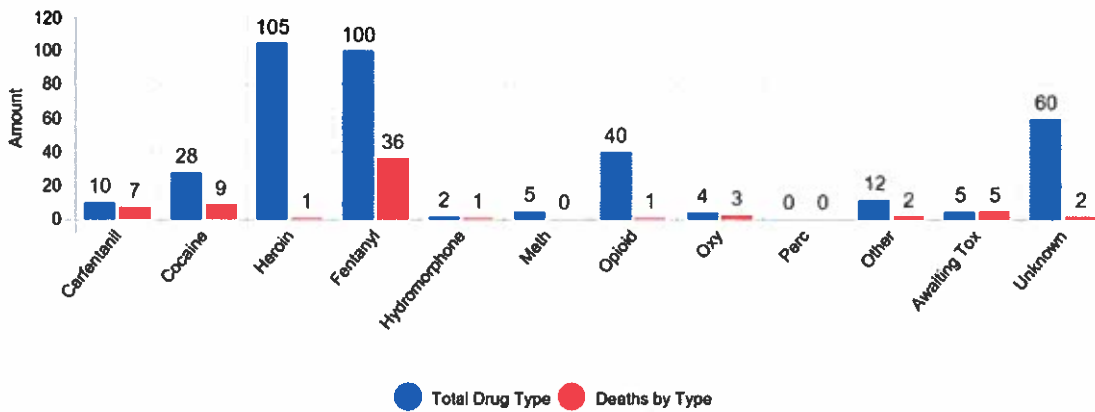


Source: Barrie Police Service Records Management System

Table 4:

Overdose Drug Types

Overdose Drug Type - Totals (2017-Current)



Source: Barrie Police Service Records Management System

The drugs most often associated with overdoses that are reported to the Barrie Police Service are Heroin and Fentanyl. Of concern is that Carfentanil is also observed in overdoses and overdose deaths and in greater numbers than Oxycodone, Percocet, and Hydromorphone. It is important to note that the drug type is determined in overdoses that do not involve deaths through the user reporting what drug they consumed. In overdose deaths the drug type is obtained from the Toxicology Report provided by the Coroner's Office. The report will indicate what drug or combination of drugs caused the death of the individual.

Naloxone (Narcan)

In the Spring of 2017, the Barrie Police Service, in effort to increase the safety of officers that may encounter opiates as part of their duties, issued officer Personal Protective Equipment (PPE), purchased two drug processing stations and issued Naloxone to frontline officers. As well officers were provided training regarding PPE and the administering of Naloxone.

All frontline officer received a PPE kit and Naloxone along with three hours of training. Officers also completed a Canadian Police Knowledge Network online course on Naloxone prior to receiving the practical training. Finally, procedures were updated regarding the handling and processing of drugs to account for the potential dangers of synthetic opiates such as Fentanyl.

Table 5:

Barrie Police Service Expenses

Item	Cost
Drug Processing Stations	\$35,572.60
Naloxone (80 Units)	\$11,336.16
Naloxone (20 Units)	\$2,237.40
Scales	\$858
PPE (Constables, SPC's and Auxiliary)	\$3275
Training (3 hours per officer)	\$54,440.05
Total	\$107,719.21

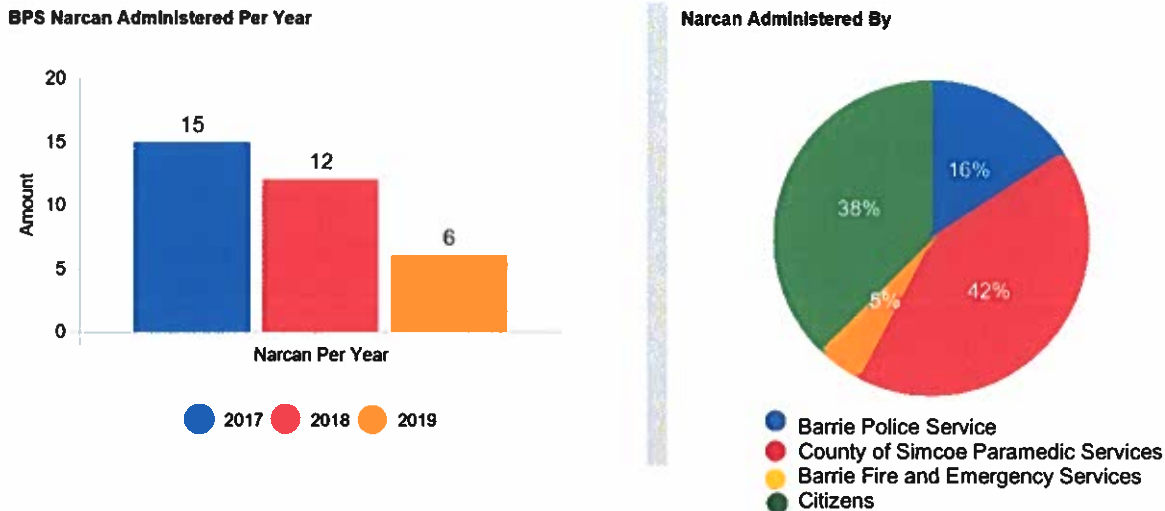
Source: Barrie Police Service Finance

Table 5 outlines expenses associated with Barrie Police Service response to the increased presence of opiates in the City of Barrie. It is necessary to note that the Barrie Police Service did initially pay for Naloxone, however this is no longer required as Naloxone for police services is funded by the Provincial Government.

Although, the initial purpose of providing Naloxone was for officer safety, officers began utilizing Naloxone at calls for service where community members were experiencing an overdose.

Table 6:

Barrie Police Service administration of Naloxone



Source: Barrie Police Service Records Management System

Table 6 illustrates the number of times that Barrie Police Officers have administered Naloxone from January 2017 – September 1st, 2019. The second chart shows which first responder or citizen is responsible for the Naloxone administration at the overdose call for service. Again, caution should be headed as these figures are only for overdose calls that the Barrie Police Service receive and attend. There are overdose calls that the Barrie Police Service attend in which Fire and Emergency Services, County of Simcoe Paramedics, or a citizen has administered Naloxone prior to police arrival or in the presence of police. In these situations, the attending officer will obtain the information regarding which first responder or citizen administered the Naloxone and include it in the report. The number of times that Barrie Police officers have been required to administer Naloxone has been decreasing since 2017. This service may be attributed to the amount and availability of Naloxone from other sources. Police, Paramedics, and Fire Services all carry Naloxone. Further, citizens can obtain Naloxone from pharmacies in the City of Barrie as well as through the Simcoe Muskoka District Health Unit.

The Simcoe Muskoka District Health Unit publishes a website with statistics on opiate deaths (preventod.ca). These statistics are for all of Simcoe Muskoka. This data is gathered from the Office of the Chief Coroner of Ontario.

Table 7:

Opioid Poisoning Deaths, by Month, Simcoe Muskoka Residents January 2017-December 2018

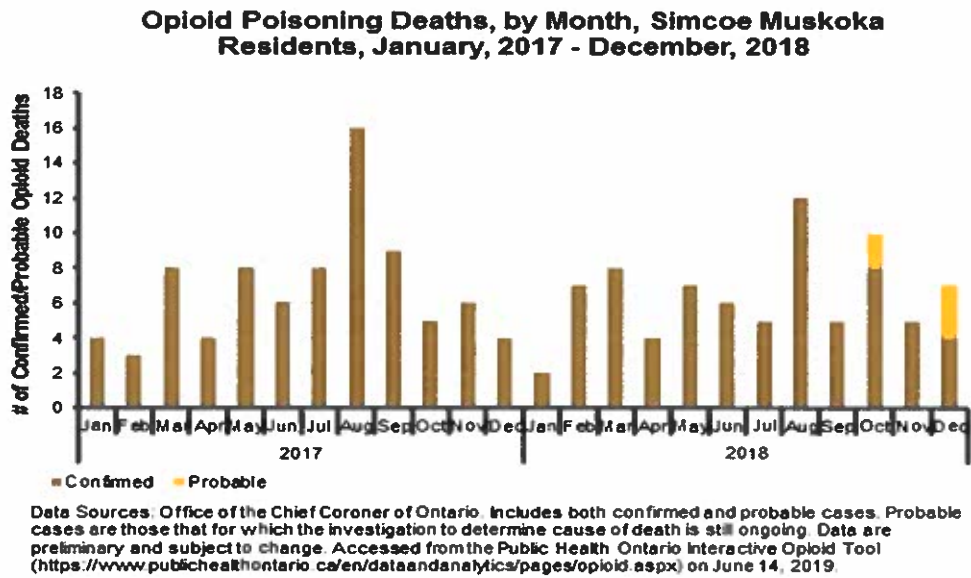


Table 8:

Opioid Poisoning Crude Death Rate (per 100,000), Simcoe Muskoka and Ontario, by Year, 2005-2017

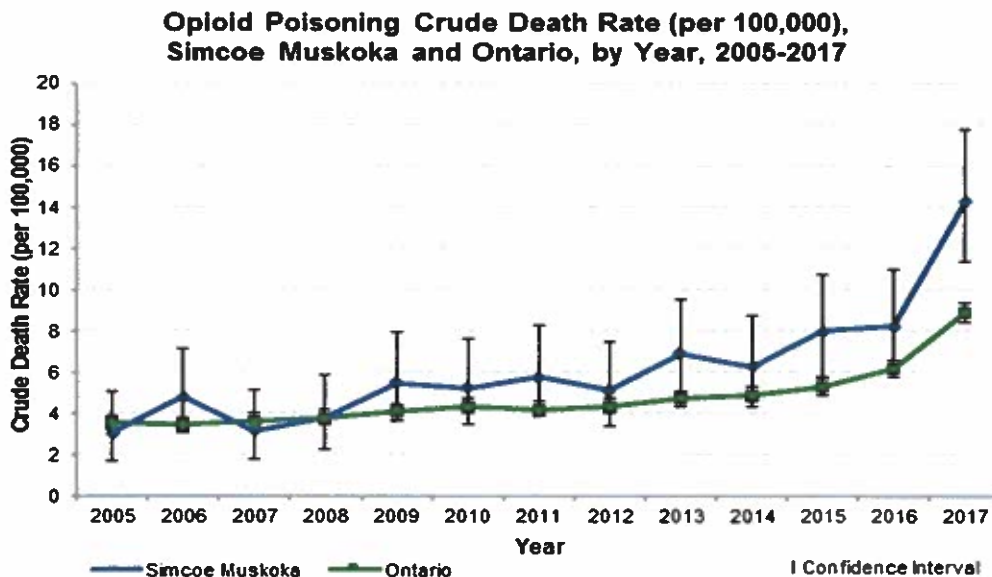


Table 7 and 8 provide an indication of what is happening in the Simcoe Muskoka Region regarding opiate related deaths. As chart #8 indicates the death rate regarding opiates continues to rise in all of Simcoe Muskoka and is above the province average.

Potential Implications

The figures provided in the charts and graphs in the proceeding section do indicate that opiates overall have an impact on the Barrie Police Service both financially and operationally. However, the questioned posed in Councilor Morales' letter seeks information regarding a SCS and the implications that a SCS would have on the Barrie Police Service if one were approved in Barrie.

To be of assistance in determining the effect that SCS's have on the surrounding community, research for this report looked to other police services that have SCS's in their jurisdictions as well as looking to academic research that has been carried out regarding SCS's.

"No death has been reported in an injection site." (Gordon, 2018) Further, "consistent evidence demonstrates that SCF's mitigate overdose-related harms and unsafe drug use behavior, as well as facilitate uptake of addiction treatment and other health services among people who use drugs (PWUD)." (Kennedy et al, 2017) The evidence from available research demonstrates that SCS's prevent deaths and can assist addicts with referrals to services that can help them with their dependency. If the solution was that straightforward then why are there not SCS's opening in cities all over North America? It appears that despite the benefits of SCS's that have been observed internationally, this harm reduction intervention continues to face opposition from various stakeholders (Bardwell et al, 2019) and "remains a controversial harm reduction method" in Canada. (DeVillano et al, 2019)

To interpret the questions posed in Councilor Morales' letter, the overlying ask seems to be: will the City of Barrie experience an increase in crime and disorder in the area of a SCS if one is approved?

Looking to academic research and the experiences of other police services indicates that the evidence is much debated regarding SCS's effect on the surrounding community when it comes to crime and disorder. Several academic research studies have attempted to address crime and disorder questions surrounding SCS's.

"In the present systematic review, we identified consistent, methodologically sound evidence demonstrating the effectiveness of SCF's in achieving their primary health and public order objectives. Further, the available evidence does not support concerns regarding the potential negative consequences of establishing SCF's, including that these promote drug use or attract crime." (Kennedy et al, 2017)

Dr. Laura Huey of the University of Western Ontario conducted on behalf of the Ontario Association of Chiefs of Police a review of the available research regarding crime and disorder surrounding SCS's and determined "...that the preponderance of evidence thus far is tilted towards supporting the view of these sites as producing favorable outcomes for not only intravenous drug users (IDUs), but also for potentially enhancing the well-being of the local community." (Huey, 2019)

A study of mobile SCS's in British Columbia revealed mixed results in terms of public perception of crime and disorder. This study looked at mobile SCS's in Kelowna and Kamloops. Most community partners supported the mobile SCS in Kelowna, however the majority did not support the mobile SCS in Kamloops "stating that visible drug consumption, drug litter, drug related crime, and public nuisance events had worsened since the introduction of the service." (Mema et al, 2019)

There is also some evidence that local police officer support for a SCS can have a positive impact on crime and disorder surrounding the SCS. In one research study, police officers in Vancouver referred people found injecting drugs in public to the SCS as opposed to charging them criminally. The results of this study "suggest that police may be helping to address public order concerns by referring IDU (Intravenous Drug Users) who are likely to discard used syringes in public spaces." (DeBeck et al, 2008)

There is some anecdotal evidence that suggests the experience of police and community members in the cities of Toronto, Calgary, and Montreal conflicts with academic studies, particularly when it comes to the impact of SCS's on crime and disorder.

The City of Calgary seems to be struggling with increased crime and disorder around the Safeworks SCS. "A January report showed that a 250-meter zone near the Safeworks inside the Chumir center has become ground zero for drug, violent and property crimes in the downtown." (Calgary Herald, 2019) As well the Calgary Police Service are experiencing a greater number of calls for service in the area around the SCS and drug dealers are flocking to the community to target the people that use the site. (Calgary Sun, 2019)

Montreal was the second city in Canada to be granted SCS's after Vancouver. Montreal has three sites and a mobile site. The experience in Montreal is more positive than in Calgary. The Service de Police de la Ville de Montreal have monitored crime rates around the three fixed site and "have found no marked increase or decrease in in crimes like break and enters, thefts of vehicles, or thefts from vehicles, robberies or drug trafficking." (Montreal Gazette, 2018)

The City of Toronto also has SCS's and their potential connection to crime and disorder is greatly debated between advocates, residents and first responders. In 2018 the Toronto Police Service began Project **Square Peg 2** to gage the public's perceptions and feelings in relation to personal safety in the downtown. With the assistance of Humber College, a survey was disseminated to the community.

"The presence of 'Supervised Injection Sites' have also had a direct impact on Crime and Disorder. Public Health clinics/Harm Reduction locations (four in the downtown core) have drawn drug dealers (see the Drug Squad summary report) to the area where the sites are located. Drug addicts and users are converging into the area, committing thefts of products that they can sell for cash and finally, using the cash to buy drugs to support their need or habit." (Square Peg 2, 2018)

Some other notable information from this study included a report by the owner of two different fast food restaurant chain locations spending \$10,000 to repair drainage systems in the restaurant washrooms due to discarded needles blocking up the sewage systems. Further, an owner of a prominent coffee shop was assaulted for asking a male not to openly inject drugs at a table. Employees often quit after being threatened by drug users that insisted on using the washrooms and customer tables to inject drugs, despite the location of a SCS across the street.

Conclusion

The Barrie Police Service is impacted both financially and operationally by the opiate and addiction epidemic. The opening of a SCS could have additional impacts on the Barrie Police Service regardless of location within the City of Barrie.

Although the majority of academic research, reviewed for this report, does appear to indicate that SCS's save lives and have a positive impact on the surrounding community when it comes to crime and disorder, further study is required (Kerr et al, 2017) in this area given that the majority of research done in Canada is related to the Insite SCS in Vancouver's Lower East Side. Further, information from anecdotal reports by police and other community members indicate that in some situations SCS's have resulted in an increase in crime and disorder in the area surrounding the SCS. The conflict regarding the impact of SCS's on the community is likely due to the differing priorities and objectives of the Public Health system and the Justice system.

Recommendation

The Board receive this report for information and forward to City of Barrie Councilor Sergio Morales Ward 9.

Prepared by:

Inspector Peter Dewsnap
Investigative Services

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**BARRIE POLICE SERVICES BOARD REPORT
CLOSED**

TO: Barrie Police Services Board

FROM : Chief Kimberley Greenwood

DATE: October 8, 2019

SUBJECT: Potential Impacts of a Supervised Consumption Site in Barrie - Update

Background

At the Barrie Police Services Board meeting held on September 19, 2019 Board members requested that some police services in cities of similar size to Barrie be polled regarding their experiences with Supervised Consumption Sites (SCS's) in their jurisdictions. Specifically, what impacts were being observed by those police services due to existence of a Supervised Consumption Site in their city.

The police services that are close to the Barrie Police Service in size are:

Greater Sudbury Police Service
Windsor Police Service
Guelph Police Service
Kingston Police Service

This report is submitted detailing the information provided by these police services.

Greater Sudbury Regional Police Service

The City of Greater Sudbury does not have an authorized SCS. The Health Unit in Greater Sudbury is currently surveying the community and is looking to make application to open a site. The City of Greater Sudbury does have an unsanctioned "pop up" site that started operating one day a week in June 2019. This site initially set up in the downtown area but moved due to public opposition about the location. The site is now located in a parking garage at an apartment building with consent of the landlord/building owner. The Greater Sudbury Police Service advise that prior to the opening of the site at the apartment building, they already received numerous calls for service related to crime and disorder. The opening of the site one day a week at this location has not increased the calls for service to this location.

Windsor Police Service

The situation in the City Windsor is very similar to Sudbury. There is not a SCS operating in Windsor. The Health Unit is soliciting community feedback and moving towards possibly opening a SCS. The Windsor Police Service has witnessed the opening of a few "pop up" sites that are not sanctioned. In those situations, Windsor Police Service has monitored the "pop up" site and observed that very few people actually attend and use the site. However, Windsor Police Service is also aware that the lack of attendance at the "pop up" sites may be due to police presence in the area.

Guelph Police Service

The City of Guelph has a SCS that opened in May 2018 and is part of the Community Health Centre. The Community Health Centre is located in the downtown area and provides numerous resources to people such as housing, support and addiction counselling. The Guelph Police Service advised that they have not witnessed an increase in calls for service in the area surrounding the Community Health Centre after the SCS was opened, although when the site opened there was a great deal of opposition to the site location. Public opposition to the location of the site appears to be less of an issue now that the site has been operational for over a year. The Guelph Police Service does receive complaints in regards to drug use in public and discarded needles, however these complaints are City wide and are not specific to the location of the SCS.

Kingston Police Service

The City of Kingston has a SCS that has received approval from the Provincial Government and is operating in the downtown area. The site started as a pilot Overdose Prevention Site and was attached to the Community Treatment Centre. The Health Unit in Kingston then sought and received approval from the Province to open a SCS. The SCS is part of the Community Treatment Centre where clients can inject drugs but also receive support regarding housing, addictions, and mental health.

The Kingston Police Service reports that they have seen no difference in crime surrounding the Community Treatment Centre since the SCS opened. The Kingston Police Service does receive complaints from community members in relation to loitering in the area of the SCS as well as drug use in public and discarded needles in the area surrounding the SCS.

Recommendation

This Barrie Police Services Board receive this report for information.

Prepared by

Inspector Peter Dewsnap
Investigative Services