Minute No. 423
Report - Standing Policy Committee on Protection and Community Services - April 28, 2008

Item No. 1 Project Breakaway
File GF-2

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and adopted the following:

1 That the City of Winnipeg enter into negotiations with the Winnipeg Regional Health Authority/Province of Manitoba to provide further funding to expand Project Breakaway to achieve cost savings for both the City and Province.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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DECISION MAKING HISTORY:

Moved by Councillor Steeves,

That the recommendation of the Standing Policy Committee on Protection and Community Services be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 7, 2008, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On April 28, 2008, the Standing Policy Committee on Protection and Community Services recommended that the City of Winnipeg enter into negotiations with the Winnipeg Regional Health Authority/Province of Manitoba to provide further funding to expand Project Breakaway to achieve cost savings for both the City and Province, and submitted the matter to the Executive Policy Committee and Council.

On February 1, 2008, the Standing Policy Committee on Protection and Community Services requested the Winnipeg Police Service to report back within 90 days on the estimated cost of providing services to individuals associated with Project Breakaway and savings for the City of Winnipeg that can be attributed to the project since its inception.

Further, on February 1, 2008, the Standing Policy Committee on Protection and Community Services directed its Chairperson to enter into discussions with the Province of Manitoba regarding funding for Project Breakaway, costs associated with the long-term care of individuals in Project Breakaway and potential changes to legislation that would protect at-risk individuals in our community.

RE: **Project Breakaway Follow up**

FOR SUBMISSION TO: **Standing Policy Committee on Protection and Community Services**

ORIGINAL REPORT SIGNED BY:

REPORT DATE: **April 23, 2008**

RECOMMENDATION:

1. That this report be received as information.

Report Summary

Key Issues:

- Project Breakaway illustrates attempts to address the misuse of police and other city resources on individuals with co-occurring disorders such as mental health and addiction issues.

Implications of the Recommendation(s):

General Implications

(X) None

( ) For the organization overall and/or for other departments

( ) For the community and/or organizations external to the City

( ) Involves a multi-year contract

Comment(s): There are no implications at this time.

Policy Implications

(X) No

( ) Yes

Comment(s):

Regulatory Implications

(X) None

( ) Eliminates or reduces regulatory impact

( ) Proposes regulatory impact

Comment(s):

Environmental Implications

(X) No

( ) Yes

Comment(s):

Human Resources Implications

(X) No

( ) Yes

Comment(s):

Financial Implications

(X) Within approved current and/or capital budget

( ) Current and/or capital budget adjustment required

Comment(s):

Report

REASON FOR THE REPORT and

HISTORY:

At their February 1, 2008 meeting, the Standing Policy Committee on Protection and Community Services requested the Police Service report back within 90 days on the estimated cost of providing services to individuals associated with Project Breakaway and savings for the City of Winnipeg that can be attributed to the project since its inception.

DISCUSSION:

Project "Break Away" Concept

Strategy:

- To reduce the need for police intervention in pubic situations, some of which involve aggressive behaviours.

Goal:

- To assist individuals in breaking away from the streets and moving on to healthier, more productive life styles.

Client Issues include:

- Aggressive Behaviour
- Aggressive Panhandling
- Public intoxication/drug abuse
- Homelessness / transient lifestyle
- Mental health issues

Breakaway Priorities

Efforts are directed at:

- Individuals who commit Criminal Code and By-Law breaches
- Individuals with social disorders
- Individuals who are vulnerable because they are living on the street
- Individuals who are seeking assistance

The Cost to Systems

January 2006 to May 2007 (within this 17 month period)

- One client's cost for **186** visits to hospital amounted to **$119,000** in a one year period, plus **$45,000** for **156** ambulance transfers.

Twenty six people were involved in Project Breakaway who in **5 months** generated:

- 570 IPDA (Intoxicated Persons Detention Act) calls
- 447 calls for service (disturbances, medics)
- 49 arrests
- 1066 combined calls for service
- Each IPDA call costs 2 person hours of police time ($150) plus other services such as ambulance, hospital, detoxification center etc.

- The WPS also pays out of their own budget a $35 per person charge to Main Street Project regardless if the person is brought in by WPS, WFPS or the BIZ.

Client	Calls for Service 2005/2006	Calls for Service 2007	Total Lifetime Calls for Service	Intervention Date	Contacts 3 months Prior to Intervention	Contacts 3 months Post Intervention	Resources Used in CFS 2007 HOSPITAL	Cost for WPS $150/hr	Cost for WFPS $275/hr	Cost for Transit $50/hr	Cost for BIZ	Grand Total
A * **	17		783	May-07	15	0	5	2,550.00	550.00	50.00	48.00	3,174.00
B		101	150	Nov-07	34	0	85	18,128.00	7,150.00	0.00	0.00	25,278.00
C		39	1025	Sep-07	23	2	3	12,775.00	1,650.00	100.00	0.00	14,525.00
D		23	133	Jul-07	4	0	9	2,800.00	1,100.00	0.00	0.00	3,900.00
E		71	151	None	0	0	8	13,475.00	4,125.00	0.00	24.00	17,612.00
F*	4		488	Mar-05	13	0	0	700.00	0.00	0.00	0.00	700.00
G		17	185	May	10	0	5	4,550.00	1,375.00	50.00	48.00	5,999.00
H		13	203	Apr-07	9	0	4	2,800.00	1,375.00	50.00	0.00	4,225.00
I		10	153	Apr-07	8	1	0	4,025.00	550.00	0.00	24.00	4,575.00
J		29	443	Jan-08	26	0	0	5,600.00	275.00	0.00	0.00	5,875.00
K		28	297	Feb-06	15	0	9	5,775.00	2,475.00	0.00	0.00	8,250.00
L	16		46	Nov 04/05	3	19	0	4,025.00	275.00	0.00	0.00	4,300.00
M		36	442	Jul-07	17	7	0	9,800.00	275.00	0.00	0.00	10,075.00
N		15	266	None	0	0	3	2,625.00	2,750.00	0.00	24.00	5,387.00
O		75	568	Sep-07	29	6	36	15,225.00	3,575.00	0.00	24.00	18,812.00
P		27	205	None	0	0	6	4,900.00	550.00	0.00	24.00	5,462.00
Q**	14		70	Aug-06	5	0	2	4,200.00	275.00	0.00	0.00	4,475.00
R		10	299	Jul-06	7	0	0	1,750.00	1,375.00	0.00	24.00	3,137.00
S		20	683	None	0	0	3	4,025.00	1,375.00	50.00	24.00	5,462.00
T		68	300	Jun-07	15	9	11	12,950.00	6,325.00	0.00	120.00	19,335.00
U		20	367	None	0	0	10	4,025.00	2,475.00	0.00	0.00	6,500.00
V		15	189	Aug-05	20	0	0	7,975.00	275.00	0.00	0.00	8,250.00
W		18	736	05/06 IPDA	91	0	1	3,325.00	2,200.00	50.00	24.00	5,587.00
X		30	43	On going	-	-	13	5,250.00	1,100.00	0.00	0.00	6,350.00
Y		14	132	Oct-07	3	0	0	2,625.00	1,375.00	0.00	0.00	4,000.00
Z		23	270	May-07	17	0	1	4,025.00	3,575.00	50.00	24.00	7,662.00
TOT	**51**	**702**	**8627**	**N/A**	**364**	**44**	**214**	**159,903.00**	**48,400.00**	**400.00**	**432.00**	**209,135.00**

*Clients A and F had contact in 2005.

**No longer a concern as Client A has been in a home care facility since intervention and has not come back to the streets. Client Q was given a deal through the Crown to go into a facility in his home town of Toronto and has not returned to Winnipeg.

Summaries from above Table are from 2007 except where indicated:

- Resources used in **hospital** visits/stays indicate **214** contacts. There is no firm cost on this as that will depend on the length of stay and type of procedures performed on the patient. The hospital estimates that it can cost between $2000 and $5000 /day visit.
  At minimum $2000 x 214= **$428,000**

- Resources used in the **WPS** indicate **753** contacts – based on a 2 officer cruiser car at $150/hr
  Costs for WPS are **$159,903**
    - This does not include the $35 fee that Main Street project charges to lodge intoxicated persons.
    - The total life time calls for service for all of these Clients (A to Z) is **8627**. (This represents all the contacts this group has had with the WPS in their lifetime).

- Resources used in the **WFPS** indicate **176** contacts – based on an ambulance and crew at $275/hr
  Costs for WFPS are **$48,400**

- **Transit** – based on a Transit driver at $50/hr (not including the transit supervisor at $61/hr who is not always on scene)
  Costs for Transit are **$400**

- **The BIZ** – based on a 2 member team at $12/hr each. (This does not account for the senior members whose rate is $16.50/hr or the supervisor at $18.50/hr.)
  Costs for The BIZ are **$432**

- The grand total of resources used by the WPS, WFPS, Transit and The Biz is **$209,135**

Police contacts prior to intervention: **364**
Police contacts post intervention: **44**
A reduction of **320** contacts in the 'post' 3 month period after initial contact.
This is a reallocation of **$48, 000** in WPS resources alone.

Based on the reduction of 320 contacts the following resource reallocation can also be assumed if the following groups were to attend to each of those averted calls:

WPS – $48,000
WFPS - $93,500

Transit - $17,000
The BIZ - $8160
Project Breakaway has allowed a reallocation resources valued at $166,660
The Challenges 2004

- Lack of documentation and tracking of vulnerable persons
- Few alternatives to apprehension under *The Intoxicated Persons Detention Act* (**IPDA**)
- Social disorders typically addressed through provincial and municipal legislation
- Numerous government, non-government, religious and cultural groups are organized to help vulnerable persons
    - All agencies working under their own policies and goals
- No formal system in place to coordinate all of these agencies' responses

Project Development 2004

- Researched practices of police and social agencies across North America regarding similar social issues
- The goal was to blend concepts and tailor a solution to suit Winnipeg's unique circumstances
- Developed and implemented a computer based tracking program
- Used Downtown Biz and Exchange BIZ as sources of information for tracking program
- Liaised with larger private security firms to gain their perspectives
- One police officer assigned full time, working in conjunction with social worker from Community Services Department

Project Breakaway 2008

- Extending out from Downtown
- Two officers (Portage Service Centre) and a Community Social Worker
- Home visits and follow up with vulnerable persons
- Community Prosecutor deals with Downtown nuisance crimes and co-occurring disorders
- Networking with City-wide services
- Client consent form implemented
- Host quarterly (and ad hoc) meetings of Breakaway partners:
    1. Receive complaints / reports of chronic use of social systems
    2. Roundtable discussion by partners
    3. Develop plan to suit the individual, drawing on service areas (i.e., treatment, housing, and follow-up.)

Partner Agencies in 2008

- City of Winnipeg – Community Services
- City of Winnipeg – Winnipeg Police Service
- Main Street Project
- Siloam Mission
- Manitoba Family Services and Housing – Employment Income Assistance Division
- Manitoba Justice – Crown Attorney (Community Prosecutor)
- Manitoba Justice – Office of the Public Trustee
- Winnipeg Regional Health Authority – Mental Health Services
- All Hospitals – Emergency Social Workers
- Downtown BIZ
- Exchange BIZ

Financial Impact Statement

Date: April 4, 2008

Project Name: Project Breakaway

First Year of Program 2008

	2008	2009	2010	2011	2012
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$0	$0	$0	$0	$0
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$0	$0	$0	$0	$0
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$0	$0	$0	$0	$0

Additional Comments: If changes are implemented it is expected that efficiencies will occur in the Police Service as the time that would have been spent on these type of calls will now be diverted to other calls. There is no financial impact (cost reduction) to the Winnipeg Police Service as these salary dollars will be spent on other types of calls. The benefit will be to the general public at large as we can respond quicker to other calls.

Ron Smolik April 4, 2008
Manager of Finance & Administration

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:
Winnipeg Fire and Paramedic Service
Winnipeg Transit

External Consultation With:
No external consultation required at this time.

THIS REPORT SUBMITTED BY:

Department: Winnipeg Police Service
Division: Organizational Development and Support #32
Prepared by: Yvonne Pregely S751, Research Analyst
File No. 08-519