



# PUBLIC AGENDA STREET ACTIVITY STEERING COMMITTEE

Wednesday, March 15, 2017, 12:00 p.m.  
Committee Room E, Ground Floor, City Hall  
Members

Mr. B. Penner (Downtown Saskatoon), Chair  
Ms. V. Charles (Saskatoon Anti-Poverty Coalition)  
Inspector R. Huisman (Saskatoon Police Service)  
Ms. D. Mercier (Broadway Business Improvement District)  
Mr. R. Pshebylo (Riversdale Business Improvement District)  
Senior Planner E. Miller (Neighbourhood Planning, Community Services Department)

Pages

1. CALL TO ORDER

2. CONFIRMATION OF AGENDA

Recommendation

That the agenda be confirmed as presented.

3. ADOPTION OF MINUTES

Recommendation

That the minutes of regular meeting of the Street Activity Steering Committee held on January 18, 2017 be adopted.

4. UNFINISHED BUSINESS

5. REPORT OF THE CHAIR

6. REPORT OF PROGRAM MANAGER

7. COMMUNITY SUPPORT PROGRAM

7.1 Community Support Program Supervisor's Report [File No. CK. 5605-3]

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Update attached - L. Prefontaine

Recommendation

That the information be received.

**8. REQUEST TO AMEND PANHANDLING BYLAW, 1999, No. 7850 AND STREETS USE BYLAW, NO. 2954 [File No. CK. 5000-1]**

Attached are resolution packages from the meetings of City Council held on December 12, 2016 and January 23, 2017, regarding the above matter.

**Recommendation**

That the information be received.

**9. ADJOURNMENT**



**March 15, 2017 - Street Activity Steering Committee Meeting  
Program Report for January and February 2017**

**1. Executive Summary**

**January 2017** – In January the CSP team attended events around the BIDs and had time to complete extra patrols and business connections this month. The CSP staff was also shown the statistics from 2016 and discussions followed to ensure that we consider the work that was completed so that new targets could be achieved in 2017. The Lighthouse Stabilization unit received a donation that allowed the beds to return to 24 hour operation.

**February 2017** – Commencing in February the CSP is recording all applicable 10-code calls with SPS as per their guidelines. Throughout the month there was a short period of newness that was experienced but the CSP staff and SPS communications unit quickly operated very naturally. There was also an immediate observation that had an impact on two things. First was an increase of police dispatch calls to the CSP and second there were occasions in which both CSP and SPS were notified of the same occurrence.

The CSP started off 2017 with 285 calls which were up 12% from 222 calls the same period previous. There remains a trend of increased calls for service involving addictions issues and disturbances. Information from the CSP staff indicates that this is consistent with the use of methamphetamines at the street level. This includes a growing concern that individuals who typically use alcohol are using methamphetamines as well now.

In November 2016, the SASC requested that we report separately on drug and alcohol calls. This recommendation followed four months of data supporting an observed increase in intoxication from drug use among the individual(s) on the street.

	<b>Drug Calls</b>	<b>Alcohol Calls</b>
<b>January</b>	19	49
<b>February</b>	24	61

At the beginning of February the CSP team had the quarterly meeting. Positive acknowledgements were made for the successes of 2016 and the data was used to set new targets to strive for this calendar year. This year also marks the 5 year anniversary for the CSP and discussions are underway to determine what type of event will mark this noteworthy date.



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### 2. Statistics

**Table 1 – Calls for Service**

2017	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Current Period	YTD Total
<b>Number of occurrences</b>	139	146											285	285
<b>Individuals served</b>	168	195											363	363
<b>Involvement</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>Current Period</b>	<b>YTD Total</b>
Business	128	141											269	269
Community	23	46											69	69
Vulnerable Person	160	182											342	342
<b>Call Origin</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>YTD Total</b>	<b>% of Total</b>
Office	119	132											249	69%
Patrol	18	32											52	14%
Police Dispatch	21	25											46	13%
Self-initiated	10	6											16	4%
Follow-up	0	0											0	0%
<b>Outcome</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>YTD Total</b>	<b>% of Total</b>
Successful*	124	137											261	72%
Could not locate	27	39											66	18%
Not able to assist**	17	19											36	10%
<b>Bylaw</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>Current Period</b>	<b>YTD Total</b>
Information	30	33											63	63
Ticketed	1	4											5	5
Warned	3	6											9	9

\* Successful includes identifying specific issue that exist at the time, assessing the scenario and assisting the individual(s) the supports they need (i.e. housing or shelter, mental health concerns, nutrition, transportation, etc.);

\*\*Not able to assist includes a call in which an individual refuses service, Police or other services providers are in attendance, there is concurrent calls.



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**Table 2 – Calls Attended & Action Taken**

Call Type	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	YTD Total	% of Total
Addictions	82	100											182	50%
Suspicious Person	21	24											45	12%
Disturbance	37	46											83	23%
Bylaw	5	12											17	5%
Housing	1	3											4	1%
Mediation	4	3											7	2%
Other	18	7											25	7%
Referrals	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Current Total	% of Total
On scene/immediate*	59	66											125	34%
Independent**	30	36											66	18%
Organization	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Current Total	% of Total
City Police	32	31											63	17%
CSP	13	13											26	7%
Ambulance	2	3											5	1%
Larson House	5	8											13	4%
Lighthouse Shelter	1	1											2	1%
Lighthouse Stabilization	37	36											73	20%
Lighthouse transport	29	28											57	16%
Salvation Army	2	0											2	1%
Mobile Crisis	0	1											1	0.5%
MSS Income Security	0	5											5	1%
Transit Services	9	2											11	3%
Other	13	9											22	6%

\* On scene/immediate referrals are contacts made directly on scene to assist an individual(s) with immediate needs;

\*\*An independent referral occurs when staff recommends information about a service provider or contact information about the CSP to follow-up with after a call for service is completed, the referral is made with the understanding that the initiative is to be taken by the client.



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**Table 3 – Patrol Statistics**

2017	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	YTD Total
Directions	10	15										25	25
Business information	4	1										5	5
Program information	18	106										124	124
Business connection	132	79										211	211
Connections	621	519										1140	1140
New person	9	14										23	23
Needles	1	12										13	13
Other	13	6										19	19

**Table 4 – Key Indicators**

2017	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Current Period	YTD Total
<b>BUSINESSES</b>	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Current Period	YTD Total
Liaise with Businesses														
Business Connections	132	79											211	211
Increase Awareness of Street Activity														
Office Calls	119	132											251	251
Collaborate with Businesses														
Collaborations	132	79											211	211
Mediations	4	3											7	7
<b>GENERAL PUBLIC</b>	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Current Period	YTD Average
Discourage Negative Street Activity														
Response Times	8.2	9.0											17.2	8.6
Patrol Times	210	189											399	199.5
Time in Attendance	14.4	17.8											32.2	16.1



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	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	YTD Total	YTD Total
<b>Build Trust with people on the Street</b>														
Events Attended	3	4											6	6
Calls for Service	139	146											285	285
Patrol Calls	18	32											50	50
<b>VULNERABLE PERSONS</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>YTD Total</b>	<b>YTD Total</b>
<b>Building trust with vulnerable people on the street</b>														
Frequency of Contacts	621	519											1140	1140
Individuals Served	168	195											363	363
Near Misses	37	29											66	66
<b>Relationships with Service Providers</b>														
Service Provider Connections	59	66											125	125
<b>BYLAW ENFORCEMENT</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>Jun</b>	<b>Jul</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>Current Period</b>	<b>YTD Total</b>
<b>Enforcement</b>														
Information	30	33											63	63
Warning	3	6											9	9
Tickets	1	4											5	5
<b>SPS Connections</b>														
Police Dispatch	21	25											46	46
Referrals to SPS	32	31											63	63



### **3. Highlights & Challenges**

The following highlights and challenges were drawn from January & February activities:

- In January the Supervisor met with SPS to finalize the process of recording 10 code calls (including disturbances, suspicious person, drunkenness, etc.) through their communications in order to enhance the tracking of all relevant calls for service accurately;
- Commencing in February the CSP began reporting all 10 code calls to SPS;
- The CSP is full-staffed and this has really assisted with distributing the calls for service as well as balancing all the additional duties including patrol time, business connections, and bylaw enforcement to be worked on;
- The 2016/17 Cold Weather Strategy has been in effect since November and CSP staff have been documenting observations on the strategies effectiveness;
- At the quarterly meeting staff was tasked with focusing on the bylaw enforcement component of their jobs and as a result there have been six incidents reports submitted to the Supervisor about difficulty in gaining compliance with stopping individuals.

### **4. Looking Forward**

Based on the information gathered from the last reporting period the CSP will be focused on the following activities in addition to their regular duties. These activities will include:

- During the quarterly meeting targets were set to renew the focus on specific statistics based on the 2016 key indicators that were stagnant or declining;
- The Supervisor will continue to monitor the reported incidents of bylaw enforcement and analyze the data to be conveyed to the SASC if required;
- Planning has commenced to enhance the CSP relationship with the SPS Bike and Beat Unit team members with SPS in 2107;
- CSP staff will be planning and preparing for the 5 year anniversary event;
- The CSP Supervisor will continue to work with appropriate service providers and the SPS to ensure that the individuals who are deemed vulnerable and generate a high incidence of calls for service are being supported with the adequate resources;
- The Cold Weather Strategy has been in effect the CSP team will monitor the process and submit observations to the supervisor to advise how it is working for the clients.

### **5. Action Items**

None to report at this time.

**Office of the City Clerk**

To: General Manager  
Community Services Department  
City Solicitor

Date: January 30, 2017

Phone: (306) 975-3240

Our File: CK. 5000-1

From: Joanne Sproule  
City Clerk

Your File:

**Re: Street Activity Steering Committee – Request to Amend Panhandling Bylaw, 1999, No. 7850 and Streets Use Bylaw No. 2954**

Attached are resolution packages from the meetings of City Council held on December 12, 2016 and January 23, 2017, regarding the above matter.

City Council resolved:

1. that the City Solicitor's Office be requested to amend Panhandling Bylaw, 1999, No. 7850;
  - a) to prohibit panhandling on a street, sidewalk, or other public place within 8 metres of a doorway to a cinema, theatre, or performing arts venue;
  - b) to prohibit panhandling around active users and those queued for use around any public area parking pay stations;
2. that the Administration review panhandling bylaws from other cities across Canada with respect to buffers around business serving and selling alcohol;
3. that the Street Activity Steering Committee or appropriate Committee report back within one year of the bylaw changes taking effect, and provide location-specific data about reported incidents of aggressive or coercive panhandling compared with data from previous years;
4. that the Administration do a review of panhandling bylaws from other cities across Canada and report to Council with various options; and
5. that the Administration report back with a summary of exactly what parameters the Supreme Court has set out concerning panhandling in a public area.

  
JS:rmr

Attachment

cc: Director of Planning and Development  
Senior Planner, Neighbourhood Safety  
Secretary, Street Activity Steering Committee

**PUBLIC RESOLUTION  
REGULAR BUSINESS MEETING OF CITY COUNCIL**

**Main Category:** 6. UNFINISHED BUSINESS  
**Sub-Category:** 6.1 Street Activity Steering Committee – Request to Amend Panhandling Bylaw, 1999, No. 7850 and Streets Use Bylaw No. 2954 [File No. CK. 5000-1]

**Date:** January 23, 2017

*Any material considered at the meeting regarding this item is appended to this resolution package.*

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Mayor Clark advised Council of a procedural oversight that occurred when the item was considered at the December 12, 2016 meeting causing it to be considered unfinished business.

The City Clerk reported that City Council was being requested to vote on the following motion as amended:

*“That the City Solicitor’s Office be requested to amend Panhandling Bylaw, 1999, No. 7850 to prohibit panhandling around active users and those queued for use around any public parking pay stations.”*

**Moved By:** Councillor Hill

**Seconded By:** Councillor Donauer

IN AMENDMENT

That the amended motion, be amended removing reference to "around active users and those queued for use" and replacing it with "within 1.75 metres".

**In Favour:** Councillor Dubois, Councillor Donauer, Councillor Davies, Councillor Jeffries and Councillor Hill

**Against:** Councillor Loewen, Councillor Gersher, Councillor Block, Councillor Iwanchuk, Councillor Gough and Mayor C. Clark

**THE AMENDMENT WAS DEFEATED**

City Council – Unfinished Business  
Monday, January 23, 2017  
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The following motion, as amended, was put to vote:

That the City Solicitor's Office be requested to amend Panhandling Bylaw, 1999, No. 7850 to prohibit panhandling around active users and those queued for use around any public parking pay stations.

In Favour: Councillor Block, Councillor Davies, Councillor Donauer, Councillor Dubois, Councillor Hill and Councillor Jeffries  
Against: Mayor C. Clark, Councillor Gersher, Councillor Gough, Councillor Iwanchuk and Councillor Loewen

**CARRIED**

**PUBLIC RESOLUTION  
REGULAR BUSINESS MEETING OF CITY COUNCIL**

**Main Category:** 9. **REPORTS FROM COMMITTEES AND ADMINISTRATION**

**Sub-Category:** 9.1. **Standing Policy Committee on Planning,  
Development and Community Services**

**Item:** 9.1.1. **Street Activity Steering Committee – Request to Amend  
*Panhandling Bylaw, 1999, No. 7850 and Streets Use  
Bylaw No. 2954 [Files CK. 5000-1 and PL. 5400-186  
(BF 022-16)]***

**Date:** **December 12, 2016**

*Any material considered at the meeting regarding this item is appended to this resolution package.*

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The following communications were added:

- Randy Pshebylo, Riversdale BID, December 12, 2016, requesting to speak

Submitting Comments:

- Ted Rapko, dated December 12, 2016

- Marjaleeno Repo, dated December 8, 2016

Director of Planning and Development Anderson provided a PowerPoint.

Speaker - Randy Pshebylo, Riversdale BID - A copy of his presentation was provided.

A motion to move the Administrative recommendations 1a) b) and 2 was made.

A request was made to vote on the motions separately.

**Moved By:** Councillor Hill

**Seconded By:** Councillor Dubois

1. That the City Solicitor's Office be requested to amend *Panhandling Bylaw, 1999, No. 7850*:

- a) to prohibit panhandling on a street, sidewalk, or other public place within 8 metres of a doorway to a cinema, theatre, or performing arts venue; and

In Favour: Councillor Block, Councillor Davies, Councillor Donauer,  
Councillor Dubois, Councillor Hill and Councillor Jeffries  
Against: Mayor C. Clark, Councillor Gersher, Councillor Gough,  
Councillor Iwanchuk and Councillor Loewen

**CARRIED**

**Moved By:** Councillor Hill

**Seconded By:** Councillor Dubois

1. That the City Solicitor's Office be requested to amend *Panhandling Bylaw, 1999, No. 7850*:
  - b) to prohibit panhandling within 2 metres around any public parking pay stations;  
and

**Moved By:** Councillor Gough

**Seconded By:** Councillor Iwanchuk

IN AMENDMENT

That the motion, be amended removing reference to "within 2 metres" and replacing it with "around active users and those queued for use".

In Favour: Mayor C. Clark, Councillor Block, Councillor Gersher,  
Councillor Gough, Councillor Iwanchuk and Councillor Loewen  
Against: Councillor Davies, Councillor Donauer, Councillor Dubois,  
Councillor Hill and Councillor Jeffries

**THE AMENDMENT WAS CARRIED**

Note: No vote was taken on the motion as amended.

**Moved By:** Councillor Hill

**Seconded By:** Councillor Dubois

2. That the Administration review panhandling bylaws from other cities across Canada with respect to buffers around businesses serving and selling alcohol.

In Favour: Mayor C. Clark, Councillor Block, Councillor Davies,  
Councillor Donauer, Councillor Dubois, Councillor Hill,  
Councillor Iwanchuk, Councillor Jeffries and Councillor Loewen  
Against: Councillor Gersher and Councillor Gough

**CARRIED**

**Moved By:** Councillor Loewen  
**Seconded By:** Councillor Hill

That the Street Activity Steering Committee or appropriate committee report back within one year of the bylaw changes taking effect, and provide location-specific data about reported incidents of aggressive or coercive panhandling compared with data from previous years.

In Favour: Mayor C. Clark, Councillor Block, Councillor Davies,  
Councillor Donauer, Councillor Dubois, Councillor Gersher,  
Councillor Gough, Councillor Hill, Councillor Iwanchuk,  
Councillor Jeffries and Councillor Loewen

**CARRIED UNANIMOUSLY**

**Moved By:** Councillor Donauer  
**Seconded By:** Councillor Hill

That the Administration do a review of panhandling bylaws from other cities across Canada and report to Council with various options.

In Favour: Mayor C. Clark, Councillor Block, Councillor Davies,  
Councillor Donauer, Councillor Dubois, Councillor Gersher,  
Councillor Gough, Councillor Hill, Councillor Iwanchuk,  
Councillor Jeffries and Councillor Loewen

**CARRIED UNANIMOUSLY**

**Moved By:** Councillor Donauer  
**Seconded By:** Councillor Hill

That the Administration report back with a summary of exactly what parameters the Supreme Court has set out concerning panhandling in a public area.

In Favour: Mayor C. Clark, Councillor Block, Councillor Davies,  
Councillor Donauer, Councillor Dubois, Councillor Gersher,  
Councillor Hill, Councillor Iwanchuk, Councillor Jeffries and  
Councillor Loewen  
Against: Councillor Gough

**CARRIED**

**Moved By:** Councillor Dubois  
**Seconded By:** Councillor Gersher

That the meeting be extended beyond 5:00 p.m. up to 5:30 p.m.

In Favour: Mayor C. Clark, Councillor Block, Councillor Davies,  
Councillor Donauer, Councillor Dubois, Councillor Gersher,  
Councillor Gough, Councillor Hill, Councillor Iwanchuk,  
Councillor Jeffries and Councillor Loewen

**CARRIED UNANIMOUSLY**



## **STANDING POLICY COMMITTEE ON PLANNING, DEVELOPMENT AND COMMUNITY SERVICES**

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### **Street Activity Steering Committee – Request to Amend Panhandling Bylaw, 1999, No. 7850 and Streets Use Bylaw No. 2954**

#### **Recommendation of the Committee**

1. That the City Solicitor's Office be requested to amend *Panhandling Bylaw, 1999, No. 7850*:
  - a) to prohibit panhandling on a street, sidewalk, or other public place within 8 metres of a doorway to a cinema, theatre, or performing arts venue; and
  - b) to prohibit panhandling within 2 metres around any public parking pay stations; and
2. That the Administration review panhandling bylaws from other cities across Canada with respect to buffers around businesses serving and selling alcohol.

#### **History**

At the December 5, 2016 Standing Policy Committee on Planning, Development and Community Services meeting, a report of the General Manager, Community Services Department dated December 5, 2016 was considered.

The Administration also provided maps of locations and buffers around these locations where panhandling is prohibited in the existing panhandling bylaw, along with what was proposed by the Street Activity Steering Committee, and the recommendations from the Administration.

Your Committee has reviewed the matter and is supporting the preparation of amendments to the *Panhandling Bylaw, 1999, No. 7850*, as proposed in the submitted report, with respect to prohibiting panhandling on a street, sidewalk, or other public place within 8 metres of a doorway to a cinema, theatre, or performing arts venue.

Your Committee has also considered the recommendations from the Administration and Street Activity Steering Committee to prohibit panhandling at any public parking pay station while an individual is actively engaged in using the station. Your Committee is, however, recommending that bylaw amendments be prepared to prohibit panhandling within 2 metres around any public parking pay station to provide an appropriate buffer both for those using the parking pay stations and for those who may be in the lineup waiting to use the parking stations and locating their method of payment.



## **STANDING POLICY COMMITTEE ON PLANNING, DEVELOPMENT AND COMMUNITY SERVICES**

Further to this and not intended to impact consideration of the above proposed amendments at this time, the Committee is requesting a review of panhandling bylaws from other cities across Canada with respect to buffers around businesses serving and selling alcohol.

### **Attachment**

1. December 5, 2016 Report of the General Manager, Community Services Department
2. Panhandling Bylaw Maps

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## **Street Activity Steering Committee – Request to Amend Panhandling Bylaw, 1999, No. 7850 and Streets Use Bylaw No. 2954**

### **Recommendation**

That the Standing Policy Committee on Planning, Development and Community Services recommend to City Council:

1. That the City Solicitor's Office be requested to amend Panhandling Bylaw, 1999, No. 7850, as outlined in this report; and
2. That the Administration consult with the Street Activity Steering Committee upon review of Streets Use Bylaw No. 2954 in 2017.

### **Topic and Purpose**

The purpose of this report is to respond to a letter from the Street Activity Steering Committee to review Panhandling Bylaw, 1999, No. 7850 and Streets Use Bylaw No. 2954.

### **Report Highlights**

1. As a result of an increasing trend in aggressive and/or coercive panhandling and panhandling in groups, the Street Activity Steering Committee (SASC) believes existing Panhandling Bylaw, 1999, No. 7850 (Panhandling Bylaw) requires amendments to address current needs within Saskatoon.
2. In its present form, Streets Use Bylaw No. 2954 (Streets Use Bylaw) does not reflect the current needs of Saskatoon and requires a comprehensive review to bring it up to date.

### **Strategic Goal**

This report supports the City of Saskatoon's (City) Strategic Goal of Quality of Life by ensuring Saskatoon is a safe, welcoming, and well-managed people place. The Community Support Program (CSP) supports this goal by reducing and preventing crime in the city, providing protective services in the Downtown and central business areas, and increasing public perceptions of safety.

### **Background**

At its April 13, 2015 meeting, the Standing Policy Committee on Planning, Development and Community Services (Committee) received a letter presented by the SASC, recommending changes to both the Panhandling and Streets Use Bylaws (see Attachment 1). These recommendations include measures to restrict improper use of streets, lanes, parks, and City property. The Committee resolved that the Administration provide a report considering the recommendations put forward by the SASC regarding these two bylaws.

An information report was subsequently submitted to Committee in May 2016. At that time, the Downtown, Broadway, and Riversdale Business Improvement Districts (BIDs), who are members of the SASC, voiced disappointment that no action had been recommended in the report. This report addresses these concerns.

## **Report**

### The Panhandling Bylaw

The CSP performs highly visible foot patrols that provide public safety assurance to citizens, collaborate with area businesses, and assist community support organizations and the Saskatoon Police Service in the delivery of services. Through the SASC, the CSP also provides information to the Safe Streets Commission to assist in identifying emerging trends and potential long-term solutions to issues arising on the street.

As a result of an increasing trend in undesirable street activity; limitations in these bylaws; and an increasing frustration by businesses, the BIDs, and the CSP in being able to effectively deal with the issues, the SASC decided the Committee needed to identify these issues to City Council. The increase in aggressive or coercive panhandling and people panhandling in groups was a rising trend that was having an undesirable impact on the BID streets. For these reasons, the SASC requested the bylaw amendments.

While an increased ticketing approach may be effective in some circumstances, it is not likely to deter panhandling, and may even be counterproductive in the long term. Panhandlers often do not have the resources to pay a fine; therefore, they panhandle again to obtain the funds or are jailed for failure to pay.

The bylaw does, however, provide a mechanism to allow the CSP and Saskatoon Police Service to interact with those that are panhandling in restricted areas. The CSP's priorities are connecting and gaining compliance without having to write a ticket. However, tickets will be written when required.

The SASC believes the proposed bylaw amendments will help manage undesirable street activity and ensure that all users are being respected. It is essential that the subject matter of a panhandling-related bylaw focus on the competing rights of persons using the street and on regulating the movement of pedestrians, rather than the act of panhandling itself, which is legal. For each of the requested bylaw amendments, see Attachment 2 for the amendment description, the Administration's comments, and corresponding recommendations. The City Solicitor's Office and other civic departments have been consulted regarding the proposed recommendations from the SASC.

### The Streets Use Bylaw

Through BID members' concerns and CSP reports, the SASC is requesting additional options to keep people moving along and prevent groups of people from congregating outside a business and intimidating other users of the sidewalk.

Section 9 (a) of the Streets Use Bylaw states:

“No person or persons shall stand in groups or sit or lounge on a public street in front of a licensed premises, restaurant, poolroom, boarding house, hotel or place of public accommodation or place of public entertainment so as to cause any obstruction to the free use of the street, or by any manner cause any obstruction to the free egress and ingress and use of any doorways abutting on the street, or on the step of or approach to any premises or dwelling open to a street whereby the public are subjected to disturbance or annoyance.”

Currently, this section is only enforceable by the Saskatoon Police Service through the Long Form Summons process, which requires a court appearance. The SASC is seeking to have a Notice of Violation option for enforcement of this provision added to the Streets Use Bylaw. A Notice of Violation ticket allows for early payment to avoid prosecution, and the fine is clearly stated on the ticket. The Streets Use Bylaw would have to be amended to allow this change. The SASC sees this enforcement as a valid option for some incidents in the BIDs and not a blanket solution for every incident.

The Streets Use Bylaw, dating back to 1946, requires a complete update and rewrite. The Administration supports this revision; however, resources will not be allocated until 2017. The SASC’s proposed amendment can be added at that time. In the interim, the Administration will work with the SASC to address concerns.

#### **Options to the Recommendation**

City Council may choose to not approve the proposed amendments to the Panhandling Bylaw. In this case, the bylaw would remain unchanged and further direction may be required.

#### **Public and/or Stakeholder Involvement**

The City Solicitor’s Office, the Transportation Division, and the SASC were consulted and have reviewed this report. The administrators for the Downtown, Riversdale, and Broadway BIDs have received copies of this report.

#### **Communication Plan**

Subject to City Council approval, a communication plan will be established.

#### **Other Considerations/Implications**

There are no policy, financial, environmental, privacy or CPTED implications or considerations.

#### **Due Date for Follow-up and/or Project Completion**

A follow-up will be included in the CSP Annual Report in the year the approved bylaw amendments are implemented.

**Public Notice**

Public notice, pursuant to Section 3 of Public Notice Policy No. C01-021, is not required.

**Attachments**

1. Public Resolution - Standing Policy Committee on Planning, Development and Community Services
2. Amendments, Comments, and Recommendations to the Panhandling Bylaw

**Report Approval**

Written by: Elisabeth Miller, Senior Planner, Neighbourhood Safety  
Reviewed by: Lesley Anderson, Director of Planning and Development  
Approved by: Randy Grauer, General Manager, Community Services Department

S/Reports/2016/PD/PDCS – Street Activity Steering Committee – Request to Amend Panhandling Bylaw, 1999, No. 7850 and Streets Use Bylaw No. 2954/ks

**PUBLIC RESOLUTION  
STANDING POLICY COMMITTEE ON PLANNING,  
DEVELOPMENT AND COMMUNITY SERVICES**

**Main Category:** 6. COMMUNICATIONS

**Sub-Category:** 6.3 Requests to Speak (new matters)

**Item:** 6.3.1 Request for Review of Panhandling Bylaw and Bylaw No. 2954 (Bylaw to restrict improper use of streets, lanes, parks and City property) [File No. CK. 5000-1]

**Date:** Monday, April 13, 2015

*Any material considered at the meeting regarding this item is appended to this resolution package.*

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Councillor Lorje entered the meeting at 9:06 a.m.

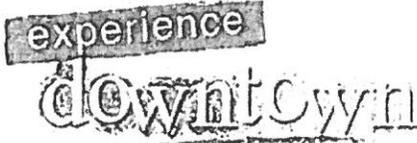
Mr. Brent Penner, Chair, Street Activity Steering Committee, addressed the Committee regarding suggestions for a review of the Panhandling Bylaw, as well as Bylaw No. 2954. A copy of his presentation was provided for the file.

**Moved By:** Councillor Davies

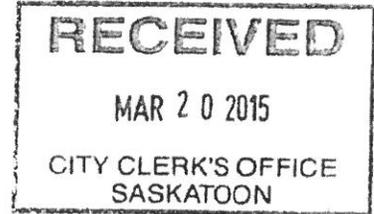
That the matter be referred to the Administration to report back to the Standing Policy Committee on Planning, Development and Community Services regarding the recommendations put forward by the Street Activity Steering Committee regarding reviewing of PanHandling Bylaw No. 7850 and Bylaw No. 2954.

**For:** Councillor Hill, Councillor Davies, Councillor Jeffries, Councillor Lorje, Councillor Paulsen and His Worship the Mayor

**CARRIED UNANIMOUSLY**



THE PARTNERSHIP  
Saskatoon Downtown Business Improvement District  
March 20, 2015



Standing Committee on Planning & Development and Community Services  
c/o City Clerk's Office  
222 3<sup>rd</sup> Avenue North  
Saskatoon, SK S7K 0J5

His Worship the Mayor and Members of City Council:

Re: Review of Bylaws 7850 and 2954

I write this letter as Chair of the Street Activity Steering Committee. At a meeting of the Committee held on Wednesday, March 18, there was discussion regarding Bylaw 7850 (The Panhandling Bylaw) and Bylaw 2954 (A Bylaw of the City of Saskatoon to restrict improper use of streets, lanes, parks and City property). There was information presented at the meeting which indicated that the last few months have seen a change in the type of panhandling behaviour in our community. It has been described as being more aggressive or intimidating, and in some cases concentrated at certain locations.

In light of information discussed at the meeting, a motion requesting the City of Saskatoon review these bylaws in light of changes in the type of panhandling that has been identified was made. The motion for this review was unanimous among those members present which included Sarah Marchildon (Broadway BID), Randy Pshebylo (Riversdale BID), Staff Sergeant Ajay Chevli (Saskatoon Police Service), and myself. Vanessa Charles (Anti-Poverty Coalition) was not in attendance at the meeting.

The members of the Street Activity Steering Committee wish to be involved in this review. Members of the Committee request that you confirm a time to meet with us at your earliest opportunity, hopefully either later this month or in April, 2015.

Sincerely,

Brent Penner  
Chair - Street Activity Steering Committee

City of Saskatoon  
Saskatoon, Saskatchewan  
Tel: (306) 975-2000 Fax: (306) 975-2024  
http://www.cityofsaskatoon.ca

RECEIVED

5000-1

APR 13 2015

CITY CLERK'S OFFICE  
SASKATOON

**From:** Brent Penner <ed@downtownsaskatoon.com>  
**Sent:** April 13, 2015 10:59 AM  
**To:** Web E-mail - City Clerks  
**Cc:** Brown, Richard (Mayor's Office); Miller, Elisabeth (CY- Planning and Development)  
**Subject:** Speaking Notes - Panhandling and Street Use Bylaws  
**Attachments:** Talking points for PD&CS Committee - April 13, 2015.pdf

Good morning,

I appeared at PD & CS this morning and was asked to send along a copy of my speaking notes. They are attached.

If the Committee has any questions or would like something clarified, the key message is that the Street Activity Steering Committee is willing to work with the appropriate civic department in any review that may be undertaken. It is not our intent to pass this to the City to do everything – we are happy to participate in the process.

Thanks,

Brent

**Brent Penner | Executive Director**

The Partnership | Saskatoon Downtown Business Improvement District

t: 306-664-0709 | f: 306-664-2245

[downtownsaskatoon.com](http://downtownsaskatoon.com) | @DowntownStoon | 242 Third Avenue South Saskatoon, SK S7K1L9

- At the last meeting of the Street Activity Steering Committee in March, 2015, members passed two motions after hearing a report from the supervisor of the Community Support Program with information that there had been an increase in aggressive or coercive panhandling and people panhandling in groups. As Chair of that Committee, I bring forward the following for your consideration.
- We were told that the Community Support Officers are working closely with members of the Saskatoon Police Service and in some cases, enforcement action has been taken, yet there are still concerns being reported. I should also mention that concerns regarding panhandling come up in conversation with business owners and respective BID organizations.
- The motions made at the Street Activity Steering Committee meeting called for the City of Saskatoon to review Bylaw 7850, The Panhandling Bylaw and to also review Bylaw 2954, The Street Use Bylaw.
- Committee members have provided me with information which forms the basis for the submissions I am providing to you this morning.
- With respect to Bylaw 7850, the following amendments are requested:
  - Under section 3,
    - add wording to ensure that panhandlers must be stationary when panhandling. The current bylaw describes “coercive behaviour” as following the person being solicited. If the bylaw could clearly state that in order to panhandle, the panhandler must be stationary, it makes the bylaw easier to enforce, and less threatening to someone walking down the sidewalk. It would eliminate someone approaching or walking into someone’s space which may create a sense of vulnerability. This change could help to improve perceptions of safety in the city.
  - Under section 6 (2),
    - add a section to prohibit panhandling within 10 meters of any theatre, gallery, or performing arts venue (entrance or exit)
    - add a section to prohibit panhandling within 5 meters of any parking pay station either on public or private property
  - Under section 6(4)
    - add a section to prohibit panhandling within 8 meters of any business that is licensed to sell beverage alcohol (currently the bylaw only restricts the activity to liquor stores, or a beer or wine store.)
      - Suggestion here is to reduce the activity around bars, restaurants and not just liquor stores
  - Under section 5,
    - add wording to indicate that panhandling is illegal inside a business or on private property
      - This would make it easier to enforce in a situation when someone comes into a coffee shop and asks customers for money or if someone is panhandling customers in a drive-through lane or on a private parking lot

- With respect to Bylaw 2954, parts of this Bylaw date back to the 1940's. The Committee is of the view that this Bylaw needs to be reviewed and updated to ensure it meets the needs of Saskatoon in 2015 and beyond.
  - Section 9(a) of this Bylaw states that "No person or persons shall stand in groups or sit or lounge on a public street in front of a licensed premise, restaurant, poolroom, boarding house, hotel, or place of public accommodation or place of public entertainment so as to cause any obstruction to the free use of the street, or by any manner cause any obstruction to the free egress and ingress and use of any doorways abutting on the street, or on the step of or approach to any premises or dwelling open to a street whereby the public are subjected to disturbance or annoyance."
    - What the Bylaw doesn't clearly indicate is how this particular section is enforced?
    - At least one BID ED has talked with Police Beat Officers about this section and was told this section of the Bylaw is no longer valid.
    - Perhaps if used, this section could be useful in dealing with certain situations that happen from time to time in our business districts.
    - Bylaw 2954 is not currently a Bylaw that is enforceable by the Community Support Officers – if this specific section is enforceable by ticketing (and not long form summons), perhaps the CSO's could be included and have the ability to enforce it?
  
- In conclusion, members of the Street Activity Steering Committee believe it is good practice to review the existing Bylaws, are willing to be part of the process to improve them, and ultimately are bringing these submissions forward as a result of the Committee of the City to which we are all appointed.

Amendments, Comments, and Recommendations to the Panhandling Bylaw

Proposed SASC Amendments to Panhandling Bylaw	Administration Comments	Administration Recommendations
<p>The SASC recommended expanding the definition of "coercive manner" to include: Section 3 (c) (vi) - any form of panhandling which is not stationary.</p>	<p>Section 5 of the Panhandling Bylaw prohibits any person from panhandling at any time on a street, sidewalk, or other public place in a "coercive manner." The definition of "coercive manner" includes "to follow the person solicited."</p> <p>The Panhandling Bylaw dictates that it is "coercive," and therefore already illegal, to panhandle while following an individual. Further, obligating an individual to remain stationary arguably goes beyond the regulation of streets (which is within the City's jurisdiction), to regulating people (which may be subject to challenge).</p> <p>Generally, City bylaws regulate public spaces, not private property. Individual owners and managers can establish the rules and regulations that best fit their operation. Currently, businesses can call the CSP or Saskatoon Police Service if they are experiencing difficulty in dealing with aggressive or coercive panhandlers.</p>	<p>The Administration recommends that this section of the bylaw not be expanded.</p>
<p>Section 5 - The SASC recommended adding: (7) No person shall panhandle inside a business or on private property.</p>	<p>Generally, City bylaws regulate public spaces, not private property. Individual owners and managers can establish the rules and regulations that best fit their operation. Currently, businesses can call the CSP or Saskatoon Police Service if they are experiencing difficulty in dealing with aggressive or coercive panhandlers.</p>	<p>The Administration recommends no change to this section.</p>
<p>Section 6 (2) – Currently requires a 10 metre distance from a number of amenities. The SASC recommended adding: (f) a doorway to a theatre, gallery, or performing arts venue.</p> <p>Section 6 (4) – Currently requires an 8 metre distance from a doorway to a liquor store, or a beer and wine store. The SASC recommended adding "or any business whose main purpose, under the Saskatchewan Liquor and Gaming Authority, is to sell or serve beverage alcohol."</p> <p>The SASC recommended adding: Section 6 (5) – No person shall panhandle at any parking pay station while an individual is actively engaged in using the station.</p>	<p>The City may expand the areas where panhandling is specifically prohibited. However, overexpansion that results in the general prohibition of an entire area is not permissible. In other words, when all prohibited areas taken together result in nowhere to panhandle on a block face or area of the city, then the prohibition would likely be challenged and held to be unlawful. Therefore, careful consideration of separation distances between prohibited features is important.</p> <p>The parking pay stations are permanent stationary structures where people are particularly vulnerable to panhandling as they work through the instructions and multiple payment options. Where individuals are actively engaged in the use of a pay station, a prohibition may be appropriate. However, the existence or location of licensed restaurants and other establishments may not remain consistent over time. This changing landscape could result in a general prohibition of panhandling in certain areas, and thereby place the bylaw in jeopardy of a challenge.</p>	<p>The Administration recommends two amendments to the Panhandling Bylaw:</p> <ul style="list-style-type: none"> <li>No person shall panhandle on a street, sidewalk, or other public place within 8 m of a doorway to a cinema, theatre, or performing arts venue.</li> <li>No person shall panhandle at any public parking pay station while an individual is actively engaged in using the station.</li> </ul> <p>The Administration agrees to further review the issue of panhandling on private parking lots in the vicinity of a parking pay station.</p>

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## Street Activity Steering Committee – Request to Amend Panhandling Bylaw, 1999, No. 7850 and Streets Use Bylaw No. 2954

### Recommendation

That City Council conduct its vote on the following motion as amended:

*That the City Solicitor's Office be requested to amend Panhandling Bylaw, 1999, No. 7850 to prohibit panhandling around active users and those queued for use around any public parking pay stations.*

### Topic and Purpose

The purpose of this report is to bring to City Council's attention the requirement for a vote to be taken on a motion as amended, and to request City Council to conduct its vote on a motion as amended from the December 12, 2016 meeting of City Council.

### Report

*The Procedures and Committees Bylaw, 2014, Bylaw 9170, states "when all amendments have been voted on, the main motion incorporating all amendments adopted shall be put to a vote".*

On December 12, 2016, City Council considered a report of the Standing Policy Committee on Planning, Development and Community Services regarding panhandling. The report recommended:

- "1. That the City Solicitor's Office be requested to amend *Panhandling Bylaw, 1999, No. 7850*:
  - a) to prohibit panhandling on a street, sidewalk, or other public place within 8 metres of a doorway to a cinema theatre, or performing arts venue; and
  - b) to prohibit panhandling within 2 metres around any public parking pay stations; and
- 2. That the Administration review panhandling bylaws from other cities across Canada with respect to buffers around businesses serving and selling alcohol."

The above recommendations were moved and seconded, and voted on separately as follows:

***"Moved By: Councillor Hill***

***Seconded By: Councillor Dubois***

- 1. *That the City Solicitor's Office be requested to amend Panhandling Bylaw, 1999, No. 7850:*

*a) to prohibit panhandling on a street, sidewalk, or other public place within 8 metres of a doorway to a cinema, theatre, or performing arts venue; and*

**Unfinished Business – Street Activity Steering Committee – Request to Amend The Panhandling Bylaw, 1999, No. 7850 and Streets Use Bylaw No. 2954**

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*In Favour:* Councillor Block, Councillor Davies, Councillor Donauer, Councillor Dubois, Councillor Hill and Councillor Jeffries  
*Against:* Mayor C. Clark, Councillor Gersher, Councillor Gough, Councillor Iwanchuk and Councillor Loewen

**CARRIED**

**Moved By:** Councillor Hill

**Seconded By:** Councillor Dubois

1. That the City Solicitor's Office be requested to amend Panhandling Bylaw, 1999, No. 7850:  
b) to prohibit panhandling within 2 metres around any public parking pay stations; and

**Moved By:** Councillor Gough

**Seconded By:** Councillor Iwanchuk

**IN AMENDMENT**

That the motion, be amended removing reference to "within 2 metres" and replacing it with "around active users and those queued for use".

*In Favour:* Mayor C. Clark, Councillor Block, Councillor Gersher, Councillor Gough, Councillor Iwanchuk and Councillor Loewen  
*Against:* Councillor Davies, Councillor Donauer, Councillor Dubois, Councillor Hill and Councillor Jeffries

**THE AMENDMENT WAS CARRIED**

(Note: No vote was taken on the motion as amended.)

**Moved By:** Councillor Hill

**Seconded By:** Councillor Dubois

2. That the Administration review panhandling bylaws from other cities across Canada with respect to buffers around businesses serving and selling alcohol.

*In Favour:* Mayor C. Clark, Councillor Block, Councillor Davies, Councillor Donauer, Councillor Dubois, Councillor Hill, Councillor Iwanchuk, Councillor Jeffries and Councillor Loewen  
*Against:* Councillor Gersher and Councillor Gough

**CARRIED..."**

Following the December 12, 2016, City Council meeting and in the City Clerk's preparation of the minutes, it was determined that City Council did not conduct a vote on the motion as amended, as required. It only voted on the amendment to the motion.

City Council is therefore requested to conduct its vote on the motion as amended, as follows:

*That the City Solicitor's Office be requested to amend Panhandling Bylaw, 1999, No. 7850 to prohibit panhandling around active users and those queued for use around any public parking pay stations.*

**Public Notice**

Public Notice pursuant to Section 3 of Policy No. C01-021, Public Notice Policy, is not required.

**Report Approval**

Written and Approved by: Joanne Sproule, City Clerk

Reviewed by: Patricia Warwick, City Solicitor

Report – UB – SASC Request to Amend Bylaws.docx