



Social Navigator Program

2013

Nomination Submission

# Herman Goldstein

## Award for Excellence in Problem-Oriented Policing



Hamilton Police Service

Hamilton Ontario Canada

Social Navigator Program

May 31, 2013

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## Summary

### Scanning

The City of Hamilton is situated on the western end of Lake Ontario. Currently, the Hamilton Police Service (HPS) provides policing services to 525,697 residents.<sup>1</sup> Hamilton's economy has gone through dramatic change over the past twenty years with the decline in the manufacturing base. This has led to financial instability and reduction in economic growth throughout the City including the downtown core.

Several studies concluded that the City has potential; however, there was a need to restore safety and security in the core. The Hamilton Police Service's 2013-2015 Business Plan set a goal: *Work With the Public to Share Responsibilities for Community Safety Problems and Issues.*

### Analysis

A study of violent crime confirmed that the downtown core was a hot spot for violent crime. By following the *Ontario Association of Chiefs of Police Crime Prevention Model*, the Hamilton Police Service increased patrols in the downtown core. This led to high enforcement and crime suppression. Officers continued to encounter repeat offenders and "at risk" individuals. Once again, following the model, more social inclusion was required to provide services to these individuals outside of the judicial system. In an attempt to develop alternative options to arrest, an evaluation into the internal and external factors and stakeholders was conducted.

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<sup>1</sup> Ontario Municipal Benchmarking Initiative



## Response

Hamilton Police Service worked with the City of Hamilton and Emergency Medical Services to develop the *Social Navigator Program* (SNP). The project is unlike any other in the province or country. Police Officers identified and referred repeat offenders and “at risk” individuals to the Social Navigator--a social worker/health care professional. The Social Navigator interviewed the referral and determined the causes for the interaction with police. The Social Navigator then referred the client to the appropriate social agency. The goal of the *Social Navigator Program* was to improve the quality of life for “at risk” individuals and repeat offenders by ensuring they received the appropriate social services, reducing the reliance on the Criminal Justice System.



## Assessment

The SNP program is achieving its goals to divert individuals away from the judicial system and is improving the quality of life for its clients. There has been a significant decrease in crime and mental health calls. All stakeholders are seeing positive changes. The assessment indicated that the program has been tremendously successful and has the potential to achieve even greater results.



## SCANNING

The City of Hamilton is situated on the western end of Lake Ontario. Currently, the Hamilton Police Service (HPS) provides policing services to 525,697 residents.<sup>2</sup> Hamilton's economy has gone through dramatic change over the past twenty years with the decline in the manufacturing base. This has led to financial instability and reduction in economic growth throughout the City including the downtown core.

In 2007, the City of Hamilton's Clean and Safe Task Force commissioned a study on safety and security of the downtown core. The report entitled "Protecting the Future" concluded that more needed to be done to enhance the perception of safety in the downtown core. Until the perception of safety was increased, there would be a limit on any economic development or investment into the downtown core.

In 2008, the downtown area stakeholders signed the "Downtown Core Business Plan". The stakeholders included: the Area Business Improvement Associations, the Hamilton Police Service and the City of Hamilton. The business plan mission statement was: "The Hamilton Downtown Core stakeholders are committed to working together to solve recurring quality of life issues." The strategic directions of the plan included: Downtown Cleanliness, Crime Reduction and Prevention, Traffic and Parking, Drug Use, Disorderly People, Communications, Property Standards and Licensing, Police Visibility and Long Term Visioning. The plan outlined several goals for each of the stakeholders. One main goal of the police was to examine ways to increase police visibility.

A 2009 McMaster University Study from the Centre for Spatial Analysis identified twenty-four (24) health, social and economic variables for each neighbourhood in Hamilton. If a neighbourhood was among the lowest 20% of a category, it was identified as a red zone. The downtown core was in the red zone in all twenty-four categories.<sup>3</sup>

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<sup>2</sup> Ontario Municipal Benchmarking Initiative

<sup>3</sup> <http://www.thespec.com/news/article/8827--code-red-links-to-the-original-2010-series>

In January 2010, a study of Hamilton by the Canadian Urban Institute entitled “Building Momentum: Made in Hamilton Infrastructure Solutions”, outlined the effects of the loss of the city’s manufacturing base and the decline of the downtown area. The report concluded that the city needed to mobilize its limited resources through integrated strategic investment and planning.<sup>4</sup>

## Scanning Summary

The loss of the manufacturing base led to a decline of the downtown core. Several studies concluded that the City has potential; however, there was a need to restore safety and security in the core. In partnership with our stakeholders, the Hamilton Police Service 2013-2015 Business Plan Goal 2.1 supports the strategic direction and sets the criteria to measure our progress over the next 3 years for the Social Navigator Program: *Work With the Public to Share Responsibilities for Community Safety Problems and Issues*.

## ANALYSIS

### The Study on Violent Crime Areas

Prior to developing a response to the safety and security issue, it was important to determine if violent crime was prevalent in the downtown area. In 2009, a detailed crime analysis was undertaken by the Hamilton Police Service Corporate Planning Branch which examined violent crime within the City of Hamilton. This included both hotspot and cluster analysis.

The data used for this analysis included shooting and robbery crime incidents as well as violent calls-for-service. ArcGIS 9.3 was used to create density maps and cluster analysis was applied to the data to confirm identified patterns. The results determined

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<sup>4</sup> Canadian Urban Institute, Building Momentum: Made in Hamilton Infrastructure Solutions, 2010





that in 2009, 44.1% of the violent crimes that occurred in the City of Hamilton were in the Downtown Division.<sup>5</sup> (See Appendix 1 for map of violent crime concentration.)

## Crime Analysis Recommendations

Based on the findings presented in the crime analysis, the following were recommended:

1. Resources should be focused in the downtown core.
2. Further ongoing analysis should be conducted in the violence-prone areas as well as the target areas. All crimes should be examined using both spatial and temporal factors. As well, identifying repeat offenders and linking Modus Operandi of suspects will greatly support crime reduction in these areas. Examining these elements will reveal the *what, where, when, how* and *who* of the crimes.

Upon determining that the downtown core was a hot spot for violent crime, the Hamilton Police Service examined *The Ontario Association of Chiefs of Police (OACP) Crime Prevention Model*. The OACP model outlines a goal of moving from the red zone requiring high enforcement and crime suppression to the green zone of community engagement and liaison. (See Appendix 2 for a diagram of the model.)

The downtown core was considered a “red zone” in the OACP crime prevention model which required a high need for police attention. In response, the Hamilton Police Service created the *Addressing Crime Trends in Our Neighbourhoods (ACTION)* strategy. Since May 2010, the Hamilton Police Service has deployed an innovative blend of forty old style foot and bicycle patrols backed by modern intelligence and crime analysis. The highly visible ACTION teams are deployed in the downtown core with purpose to prompt

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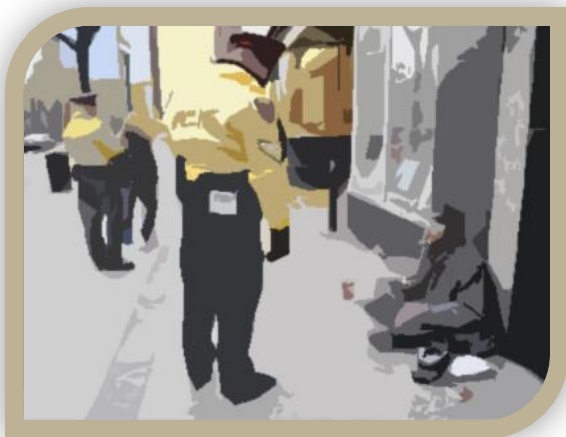
<sup>5</sup> Hamilton Police Service Corporate Planning Branch, An Overview of Violence-Prone Areas in Hamilton, January 2010





communities to re-invest in their own futures. This approach is based on the understanding that a focus on human and social development is paramount to the success of prevention strategies.<sup>6</sup>

The impact of the officers in the downtown core was immediately felt. There was a high level of enforcement and arrests. From May 2010 – December 2011, ACTION officers issued over 8,900 Provincial Offence Notices and made 1,912 arrests.<sup>7</sup> Although



enforcement was an important part of the strategy, ACTION officers continued to encounter the same repeat offenders and individuals who were “at risk” of becoming involved in criminal activities. Following the Crime Analysis Recommendation, “identifying repeat offenders and linking Modus Operandi of suspects will greatly support crime reduction in these areas”, an evaluation of twenty (20) identified repeat offenders was conducted. It was determined that the average person had thirteen (13) police interactions in

the first seven (7) months of the ACTION program.<sup>8</sup> It became apparent that the judicial system was not providing the best solution for reducing interaction with the police or reduction of criminal offences/activities.

To reach the amber zone (Community Mobilization) in the OACP Model additional partnerships would be required. A decrease in police enforcement and an increase in social development would be the focus. A review of repeat offenders revealed that they often suffer from issues such as addictions, mental health or financial problems that cannot be properly addressed by the court system. These individuals needed to be

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<sup>6</sup> Ministry of Community Safety and Correctional Services. (2012). OACP – Crime Prevention in Ontario – A Framework for Action  
<http://www.mcscs.jus.gov.on.ca/stellent/groups/public/@mcscs/@www/@com/documents/webasset/ec157730.pdf>

<sup>7</sup> Hamilton Police Service Niche Statistic, January 2011

<sup>8</sup> *ibid*



referred to the appropriate service that can provide the assistance not presently available in the judicial system.

In an attempt to develop alternative options to arrest, an evaluation into the internal and external factors and stakeholders was conducted.

## **External Factors**

### **Drug and Alcohol Addictions**

Many of the people that ACTION officers charge with offences have a dependency on drugs or alcohol. Often they are placed on conditions to abstain from the use of drugs, as they commit offences while under the influence. However, these conditions are often difficult for them to follow, leading to breaching these conditions after their release.

### **Shelter Issues**

There are several individuals in the downtown core that do not have proper shelter. This leads to them living on the street and engaging in aggressive panhandling.

### **Mental Health Issues**

There are a number of offenders that suffer from mental health issues. These individuals often re-offend which is in direct relation to the mental health illness. In addition to the mental health issues, they often have housing issues.

### **At Risk Youth / Employment Issues**

ACTION officers continually encounter young adults who are unemployed and spend their time on the streets of the downtown core. These young adults begin to associate with people who are involved in criminal behaviour. Their initial contact with police is often due to drug offences enforcement. Early intervention such as employment training or addictions treatment could help to change the path the young adult is following.



## Internal Factors

### Economy of the City of Hamilton

The City of Hamilton is presently working within very strict budget restrictions.

### Social Services Coordination

The City of Hamilton is fortunate to have several social service agencies. However, there is a lack of coordination or listing of the services. This makes it difficult to determine which agencies provide the service that may be required to address “at risk” individuals and repeat offenders.

### Funding of Social Services

Many services rely on private and/or government funding. As funding changes, new programs develop while others cease to operate. This presents a challenge on tracking available services.

## Stakeholders

### Internal Stakeholders

- 1) The Hamilton Police Service ACTION Team: The Service is accountable to the public and has set goals to improve the quality of life issues for the community.
- 2) City of Hamilton Social Services: The City has several agencies that provide social services. Some of these services are underutilized due to a lack of referrals to them.
- 3) The Judicial System: Both the Criminal and Provincial Offences courts are overworked. They often do not possess the resources to address chronic repeat offenders. Breaking the cycle of charge, adjudication, release and re-charge would help reduce the strain on the system.

“It is important to prevent and break the cycle of arresting, re-arresting and respectively handing out tickets for the same infractions to the same people as clearly this strategy is less effective for anybody involved,” said Hamilton Police Chief Glenn De Caire. “In order for the ACTION strategy to be completely effective, a system needed to be created to help link these individuals with the appropriate services after coming into contact with police.”



## External Stakeholders

- 1) The Public/Neighbourhood Associations: They demand effective and efficient policing. They expect that people who engage in illegal or disruptive behaviour will be dealt with. The public is also aware of the present economic state of the City and will not be supportive of a large increase in the police budget.
- 2) Business Improvement Associations: Businesses depend upon a safe city for economic success. They demand police enforcement of laws. If repeat offenders can be reduced, it enhances their business. If a reduction in repeat offences can be produced, businesses will most likely be enhanced and have the opportunity to flourish.
- 3) Private Social Service Agencies: There are many private services; however, there is a lack of coordination. This leads to situations where clients are not referred to the most appropriate program.
- 4) "At Risk" Individuals/Repeat Offenders: These individuals need more assistance than can be provided by the judicial system. Providing additional support may assist in reducing their contact with the criminal justice system.

## Options

The evaluation provided two options:

- 1) Hire a social worker as part of the ACTION team. This person will work with a variety of social agencies and set up a system to allow ACTION officers to refer repeat offenders and "at risk" individuals. He/she will develop a case management system to track the progress of these clients to determine the success of the program.
- 2) Status Quo - Continue to rely on enforcement and the Criminal Justice System.

These options were evaluated against the following decision criteria:

- 1) How much does this option cost?
- 2) How long will it take to implement?
- 3) Is it easy to implement?
- 4) What value does it have for the stakeholders?
- 5) Is it easy to maintain?



## **Option One – Hire a Social Worker (Social Navigator)**

This option allows the hiring of a full time social worker to be part of the ACTION team.

This person will:

- Create and chair an organizing committee working to develop and monitor the program.
- Maintain an updated list of social agencies and all available services.
- Develop a referral system.
- Develop a tracking system (case management system).
- Conduct an evaluation program to ensure goals are reached.

The cost of this option will be \$125,000:

- \$100,000 – salary of one social worker (includes benefits).
- \$25,000 – equipment and office.

If cost savings can be achieved in the judicial system by reducing repeat offenders, they may be offset by the increased demand for social services.

## **Option Two – Status Quo**

This option does not require any additional funding.

## **Analysis Summary**

The crime study confirmed that the downtown core was a hot spot for violent crime. By following crime prevention models, the police initiated high enforcement and crime suppression. This led to the identification of repeat offenders and “at risk” individuals. Once again, following the model, more social inclusion was required to provide services to these individuals outside of the judicial system.

## **RESPONSE**

Filtering the two options through the decision criteria suggested that even though Option Two does not require additional funds, Option One was the best. The \$125,000 investment would address the needs of all stakeholders and provide long term solutions. (See Appendix 3 for Decision Criteria review.)



The City of Hamilton Economic Development was committed to improving quality of life in the downtown core. The goal was to make Hamilton an attractive place to invest, leading to more commercial and residential developments. The City of Hamilton Neighbourhood Renewal was dedicated in providing social services to neighbourhoods to assist them in community engagement. The Emergency Medical Services (EMS) was committed to addressing health issues and reducing chronic abuse of the health care system. These three agencies worked with the police to create the Social Navigator Program (SNP). The Economic Development provided funding to hire a social navigator. The Neighbourhood Renewal Department worked with several social agencies to gain commitment to a new program. The EMS provided a paramedic with a social work degree to become the Social Navigator and work with the police.

Members of the ACTION team identified and referred repeat offenders and “at risk” individuals to the Social Navigator. (See Appendix 4 for the Social Navigator Job Description.) The Social Navigator interviewed the referral and determined the causes for the interaction with police. The Social Navigator then referred the client to the appropriate social agency. The goal of the Social Navigator program was to improve the quality of life for “at risk” individuals and repeat offenders by ensuring they received the appropriate social services, thereby reducing negative contact with the police and EMS.

The goal of the program was to successfully navigate individuals who have been referred to the program. The term navigation of an individual implies that an agency is taking the lead to provide support or care, in addition to working towards a reduction in negative police contact.

There were eight categories that have been identified as the “Needs” of Social Navigator Clients:

1. Mental Health
2. Income
3. Housing/Shelter
4. Addiction Counseling
5. Employment Counseling
6. Mobility Needs (public transportation, scooters, wheel chairs)
7. Primary Health Care (physician, nurse practitioner, hospital)
8. Financial Trustee



The benefits of the SNP program were realized on many levels including:

- 1) Increased level of social service for clients.
- 2) Increased level of accountability for Social Service agencies and clients.
- 3) Increased perception of safety in key deployment zones.
- 4) Lower call volume and demand on first responders (Police, Fire, EMS).

Confidence in the goals and objectives of the SNP program have recently resulted in local courts requiring accused persons subject to interim judicial release, to comply with directions as provided by the SNP. The SNP program does not necessarily replace enforcement, but provides alternatives. Court mandated compliance demonstrated how the judicial system and the SNP could work together to address offenders needs.

## Response Summary

Even though the option of employing a Social Navigator requires additional funds, several agencies worked with the Hamilton Police Service to help fund the program without any impact on the police budget. This program is a true partnership, involving several different City and social agencies.

## ASSESSMENT

The City of Hamilton Community Services Department and a graduate student from Laurier University were tasked to provide an independent evaluation of the SNP program for impact and effectiveness. The team followed performance measures developed prior to launching the SNP. The graduate student ensured proper evaluation techniques were followed as part of graduate research. (See Appendix 5 for Performance Measures.)

## Police Report Evaluation

As of February 2013, eighty-one (81) individuals have been officially navigated. Forty-three (43) of these individuals have been out of the program for over six months. A comparison was done looking at these individuals behavior six months prior and six months post their involvement with the Social Navigator. In the area of Criminal Code





violations, prior to becoming involved the total number of criminal code offences the forty-three (43) clients committed during the six month timeframe was sixty-three (63). This fell to only twenty-nine (29) in the six months after they left the program.<sup>9</sup> (See Appendix 6.) Some navigated individuals might return to the program, as it may take years for them to eventually no longer require the program's services.

The second area of comparison was involving mental health. In the six months prior to becoming involved in the program there were one hundred-three (103) mental health calls, often leading to individuals being transported to the hospital for assessment. This number was reduced to only eight in the six months after the program. This has greatly reduced the number of visits to, and time spent at the hospital. Many of these clients are now taking medication routinely, or have a case worker who interacts with the individual prior to police or EMS being called.

The last area of study was an evaluation of the most aggressive panhandlers. Eight of the successfully navigated clients were classified as aggressive panhandlers. This means they have at least five aggressive panhandling charges prior to becoming part of the program. Before SNP involvement, these individuals were issued a ticket on an average of one for every nine days. Upon completion of the program this ratio was increased to one ticket every seventy-six (76) days. The goal of the Social Navigator was to reduce the need for the individual to panhandle. This was accomplished through creating connections with financial, addiction and housing support.

***What was learned:***

- **Criminal activities were greatly reduced but not eliminated. It was possible some clients were discharged too early and needed to be monitored longer.**

## **Study of Violent Crime Areas**

In 2013, the Hamilton Police Service Corporate Planning Branch repeated the hotspot and cluster analysis evaluation of violent crime within the City of Hamilton. The results showed that there was a reduction in violent crime areas by 36.4 percent and a

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<sup>9</sup> Hamilton Police Service; SNP Excel Database, Data of clients as of February 2013



decrease in violent crime by 19.1 percent.<sup>10</sup> (See Appendix 7 for a comparison map of violent crime concentration.)

The SNP is part of a detailed strategy to reduce violent crime and is not the only reason for the reduction in crime.

***What was learned:***

- **The SNP is part of a successful strategy to reduce violent crime. More still needs to be done as the downtown core still has a higher concentration of violent crime.**

## **Court Mandated Participation**

Since the program began, six individuals have been mandated to participate in the program as a condition of release. The courts are now frequently ordering SNP instead of incarceration. Of the six cases, one has been navigated, three are presently in the system and two failed to comply with the program leading to incarceration.

***What was learned:***

- **Court mandated participation did not guarantee success. The judicial system was the only option for some individuals.**
- **The Courts must be considered a partner in the system as they shared the same goals. It was important to communicate programs goals and successes with the judiciary.**

## **Social Agencies Survey**

A ten question survey was sent to the six main social agencies that worked with the SNP. All agencies responded to the survey. The agencies provide support in Mental Health, Income Support, Housing, Employment and Addictions. The collected data showed that the majority of clients referred to agencies through the Social Navigator Program were clients the agency had previous interactions with.

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<sup>10</sup> Hamilton Police Service Corporate Planning Branch, An Overview of Violence-Prone Areas in Hamilton, Three years Later, May, 2013



Of the five agencies that responded to the question *Is the information provided by the SNP beneficial?*, four of the five agencies strongly agreed. When questioned if the SNP enhanced their ability to help clients, four strongly agreed and one agreed. The feedback was extremely positive. Agencies suggested expanding the program with more social navigators, working with additional agencies.

***What was learned:***

- **The Social Navigator has limited most referrals to six different agencies. This may be due to the Social Navigator's comfortability in working with the same agencies and may have overlooked other options.**
- **The Social Navigator needed support in identifying other agencies that could assist with navigations or in becoming a referred agency to navigate the individual.**
- **The program was gaining popularity causing the workload to increase beyond one person's ability.**

## **Survey of Clients**

Part of the evaluation plan was to interview clients who have completed the program. Due to the transient nature of the individual as well as privacy concerns, this had proven to be more difficult than originally planned. As of May 2013, five people had been interviewed. (See Appendix 8 for survey results.) All clients indicated that their quality of life was better after participating in the program. Indicating the program assisted with:

- Connecting to other services.
- Helping to get to appointments.
- Helping with medication and making sure it was taken.
- Kept out of jail.
- Helping with housing.
- Helping with addiction issues.
- Helping to better understand addiction issues.

***What was learned:***

- **Explaining the program to clients during initial contact needs to be enhanced.**



## Survey of Police Officers

A four question survey was issued to the police officers working in ACTION. (See Appendix 9 for survey results.) The majority of officers believed the program decreased criminal activities; however, some made note that it only reduced crimes committed by people in the program and did not have an overall effect on crime. The officers also indicated it did decrease their work load, even if it was not crime related. Several of the clients were involved with calls that were not criminal in nature, such as disturbances, panhandling, intoxication, etc.

### ***What was learned:***

- **Even though there was tremendous support for the program, there was some resistance to working with outside agencies. Some officers still held the belief that police officers were best equipped to look after social issues. Some officers still believed that making arrests was their number one priority.**
- **More education on the program needed to be done, outlining the benefits of working with professional social workers, as well as the long term benefits of diverting the appropriate people away from the judicial system.**

## Assessment Summary

The SNP program is achieving its goals to divert individuals away from the judicial system and is improving the quality of life for its clients. The evaluation revealed that the program needs to expand the number of social agencies working with the Social Navigator. The program also needs to improve its communication with stakeholders, sharing the results of the assessment. Finally, the assessment indicates that the program has been extremely successful; it has the potential to improve and do more in the future and achieve better results.

*John has had 48 reported dealings with police and 14 calls with EMS in 7 months. These are just the reported calls for service and do not include the community complaints where police and EMS/Police have been called only to find that the suspect was gone prior to police arrival. These dealings include arrests for breaching conditions of his bail, many liquor licence and trespass to property offences, mental health issues as well as several trips to St. Joseph's ETP.*

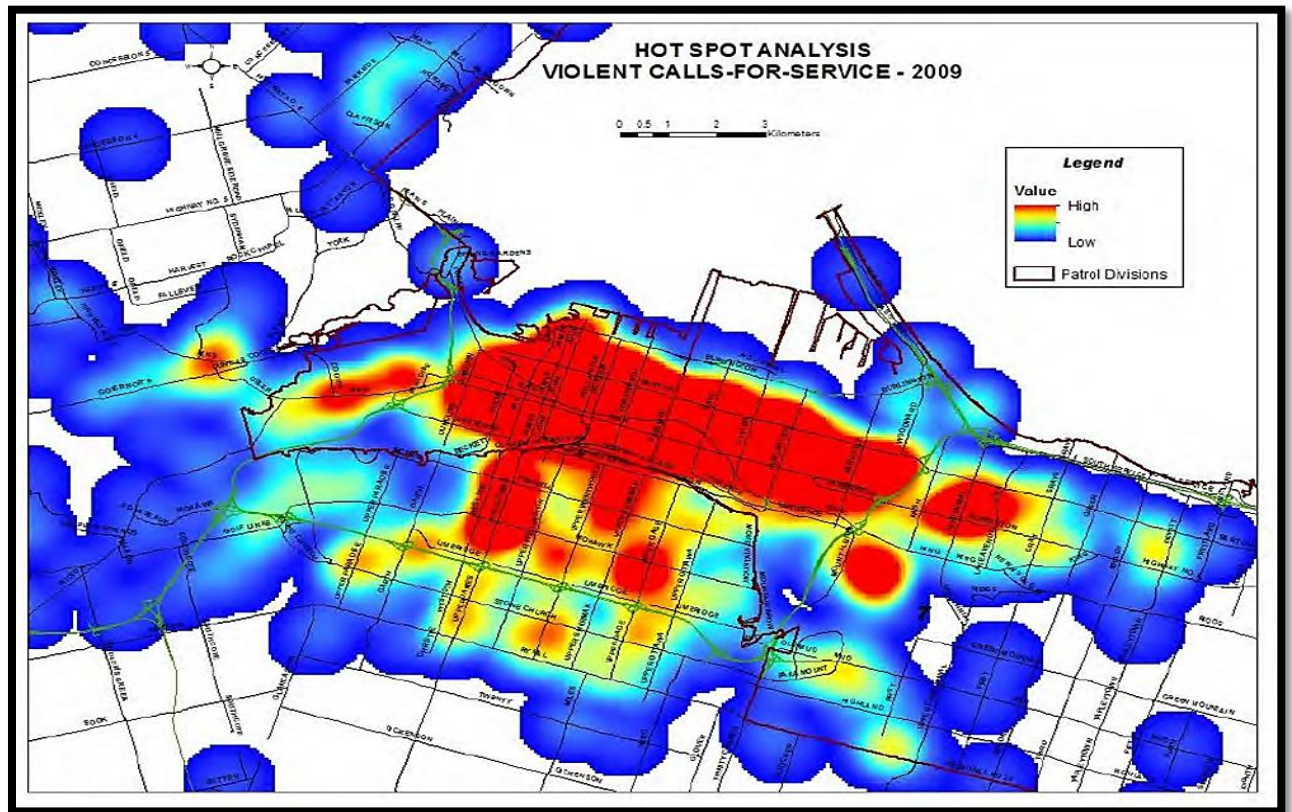
*The total documented number of police hours spent on John since the beginning of the year of the SNP start is estimated to be 115.25 hours.*

*Since being referred to the SNP, the Social Navigator has been invited to take part in his "circle of care" - comprised of other workers directly involved in his care. This small change has reduced the number of police/EMS involvement significantly.*

*Since the inception of the project, the total amount of police/EMS dealings has been limited to 1.*

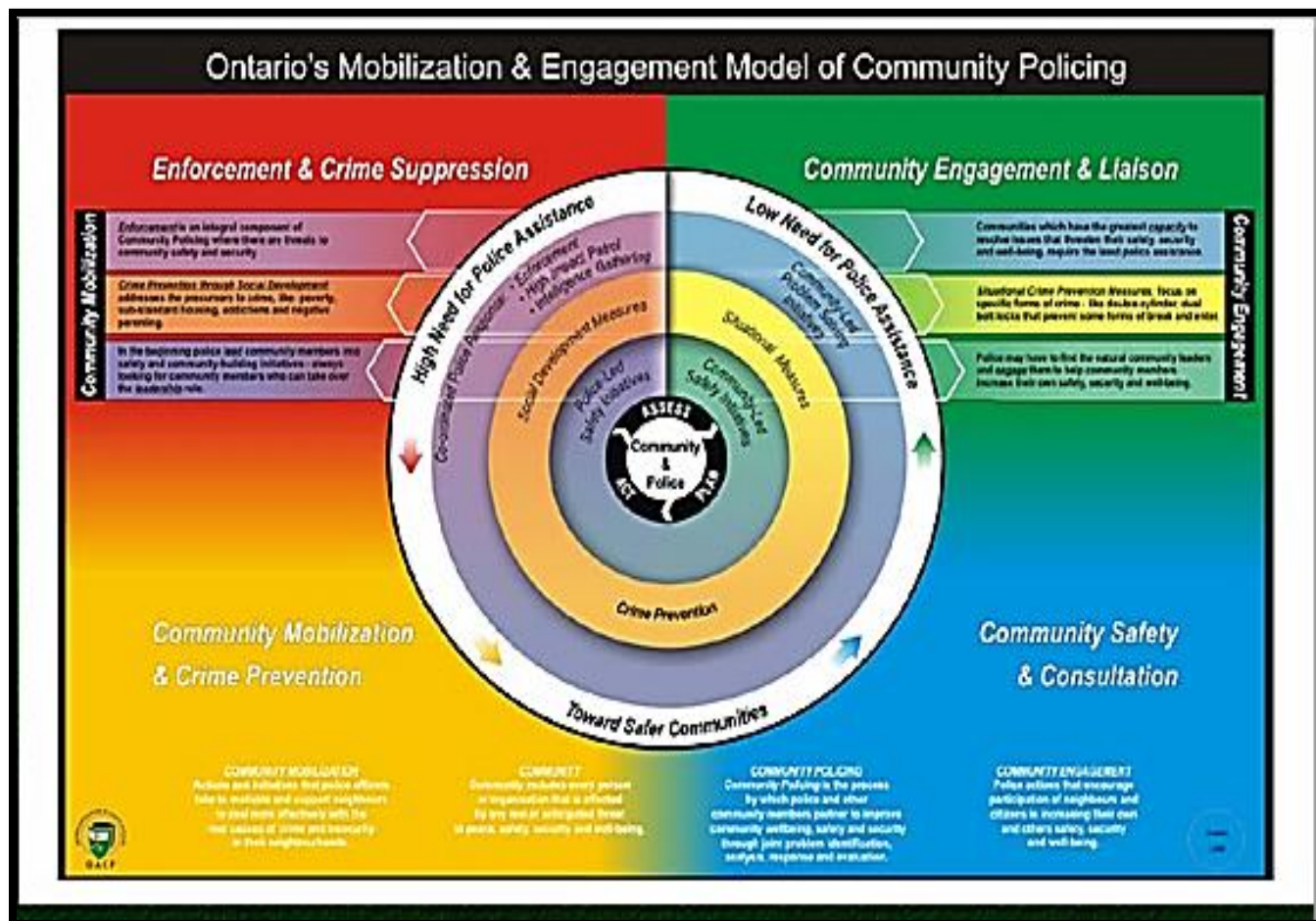


## Appendix 1





## Appendix 2



## Appendix 3

Decision Criteria	Referral Officers	Status Quo
Cost	\$125,000. Officer to coordinate the program	Unknown - Continued cost of repeat offenders involvement in Judicial system.
Time of Implementation	Immediate – providing long term solutions to problems	Immediate – providing short term solutions to problems
Ease to Implement	Several social services presently available. One lead person to work with all agencies to coordinate services	Rely on client and services finding each other. No follow up or monitoring
Stakeholder Value	<p>Patrol Officers –provide long term solutions</p> <p>Public / BIAs – see a reduction of repeat offenders</p> <p>“At risk individuals” – provided necessary support</p> <p>Social Agencies – increased contact with people who require services. May lead to increase funding needs</p> <p>Judicial System – may help to reduce workload caused by repeat offenders</p>	<p>Patrol Officers – remain frustrated</p> <p>Public / BIAs – may become concerned with continue enforcement on individuals with dependencies, mental health or financial problems.</p> <p>“At risk individuals” – remain at risk</p> <p>Social Agencies – No increase in scope of service provided</p> <p>Judicial System -</p>
Ease to Maintain	Set up and coordinating all social agencies may be difficult. Once running the program is easy to maintain. Evaluation and tracking of referrals will be time consuming	Very easy to keep doing the same thing





## Appendix 4

### SOCIAL WORKER JOB DESCRIPTION

#### **SUMMARY OF DUTIES**

The Social Worker will be under the general supervision of Hamilton Police Community Mobilization Division. Duties will include conducting in-depth assessments, consultations and referrals with at-risk, disengaged persons experiencing homelessness and addictions. The Social Worker will also assess the presence of emotional, physical and/or social barriers to employment and social inclusion.

The Social Worker will also conduct other services as required.

#### **RESPONSIBILITIES**

To provide assessments of participants and families, as may be required for referral, counseling and/or consultation purposes.

Conduct medical assessments to determine the potential need for treatment of issues such as physical, psychological and sexual abuse, family separation, abandonment, serious physical and mental health problems, disability and substance use issues.

Work in collaboration with community partners to support citizens who have had repeat involvement with the Hamilton Police Service Criminal Justice System.

Be familiar with the case management system requirements and maintains accurate records consistent with the case system.

Maintain accurate records and data to assist with Performance Measurement

Utilize the team for consultation to other agencies in the community.

Be available for lectures, talks and presentations to agencies, clubs, schools, groups etc. to benefit the Service and the Community.

#### **ORGANIZATIONAL RESPONSIBILITIES**

Participate in and provide consultation in multi-disciplinary case management.

Attend internal team meetings and reports back regarding cases referred.

Attend in service meetings and ACTION parades.

Participate in modules and other departmental sub-committees, as required

Be familiar with the policies and procedures manual; functions in accordance with these policies and procedures in carrying out duties and responsibilities of the Service.

Work in accordance with the provisions of the applicable Health and Safety Legislation and all City of Hamilton corporate and departmental policies and procedures related to Occupational Health and Safety.



### **SPECIFIC DUTIES (ASSESSMENT AND REFERRAL)**

Interview and assess, the problem areas of at risk, disengaged persons with consideration for assessing the presence of life trauma, addictions and mental health issues, physical and/or social barriers to employment.

Assess the resources available to the client, which may serve as the base for dealing with his/her various identified areas of concern.

Work with the case manager to ensure that an appropriate treatment plan is developed to the participants.

Where appropriate, refer the client to specific resources.

### **PRIMARY CARE**

Work with the case managers to monitor and/or follow up cases after discharge.

Makes referrals to appropriate services based on client assessment and knowledge of community resources. Facilitate contact with services and advocate for the participants.

Maintain contact with the case manager of each participant for the purpose of monitoring and reinforcing the participant's progress.

Be available in times of crisis, subject to the demands of own service's calls for service.

Facilitate support, information and advocacy to the chemically dependent participants and their families.

Facilitate a point of contact and communication for re-entry into the service system.

Perform other duties as assigned with which are directly related to the major responsibilities of the job.

### **LOGISTICS**

HPS obligation – shall provide access to Police Facilities, office space, including a land line, inner body armour and computer.



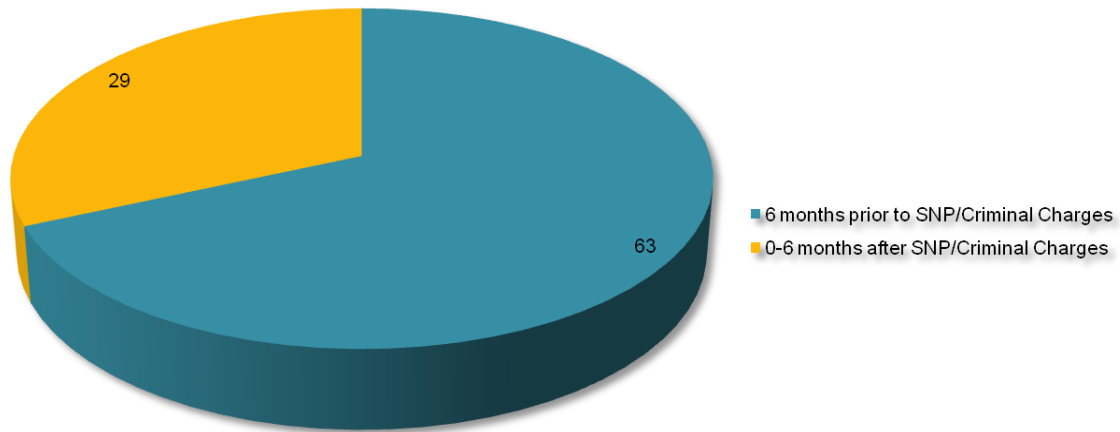
## Appendix 5

Performance Measure	Performance target	What could go wrong?	Probability	How serious?
Survey Officers	Decrease in repeat offenders and contact with “at risk individuals”	Increase in contacts	Low	High – solution may not address real issues
Survey the Community	Determine their views of the program	No effect	Medium	Medium – Community may have a perception that may not change
Survey clients	Increase in personal support	No effect	Low	High – Programs are not addressing their issues
Check referral data	Decrease in referrals	No effect	Medium	Low – referral may increase as more stakeholders support the program
Track Referrals Offences	Decrease in repeat offenders	No effect	Medium	High – Programs may not be working
Feedback from social service organization	Program is valuable	Not valuable	Medium	High - Not
Cost Benefit Analysis	Program is valuable	Increase in cost not supported by value to community and clients	Medium	High – funding must be valuable

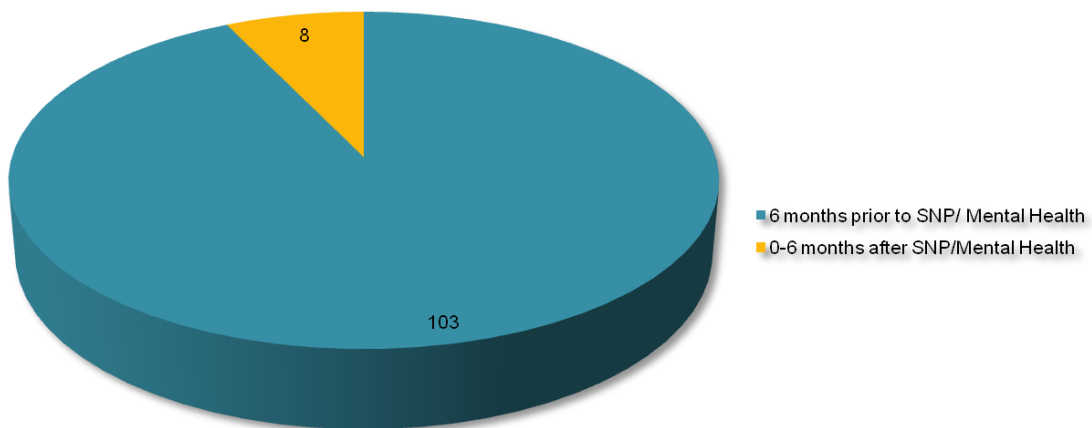


## Appendix 6

**Criminal Charges Comparison - 6 months prior to vs 0-6 months after SNP**

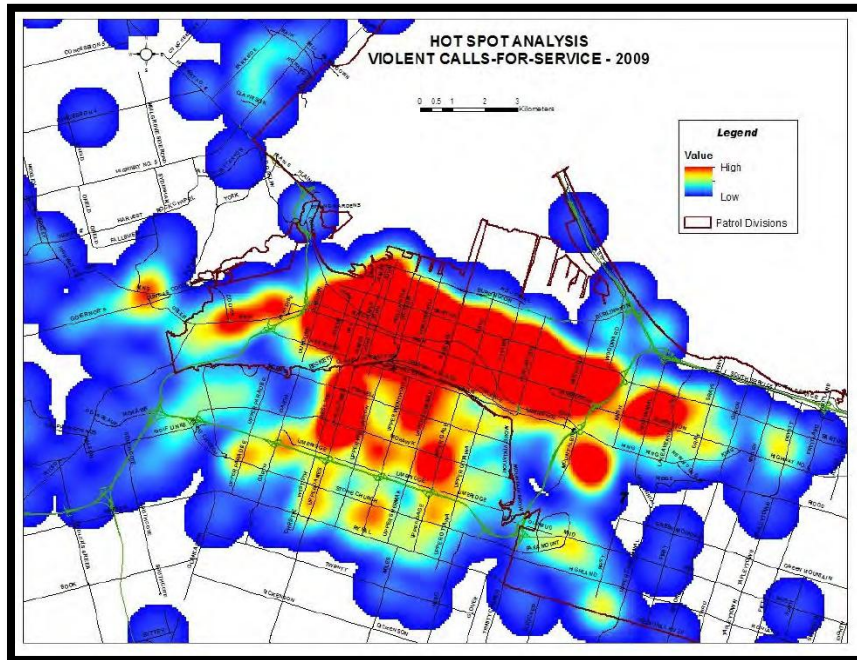


**Mental Health Comparison - 6 months prior vs 0-6 months after SNP**

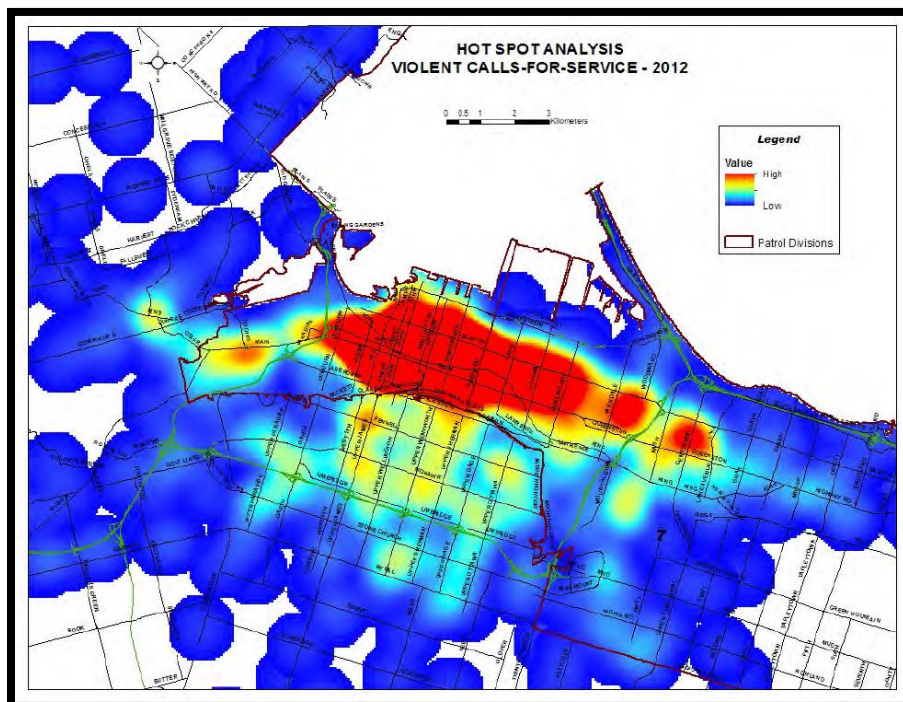


## Appendix 7

### 2009



2012

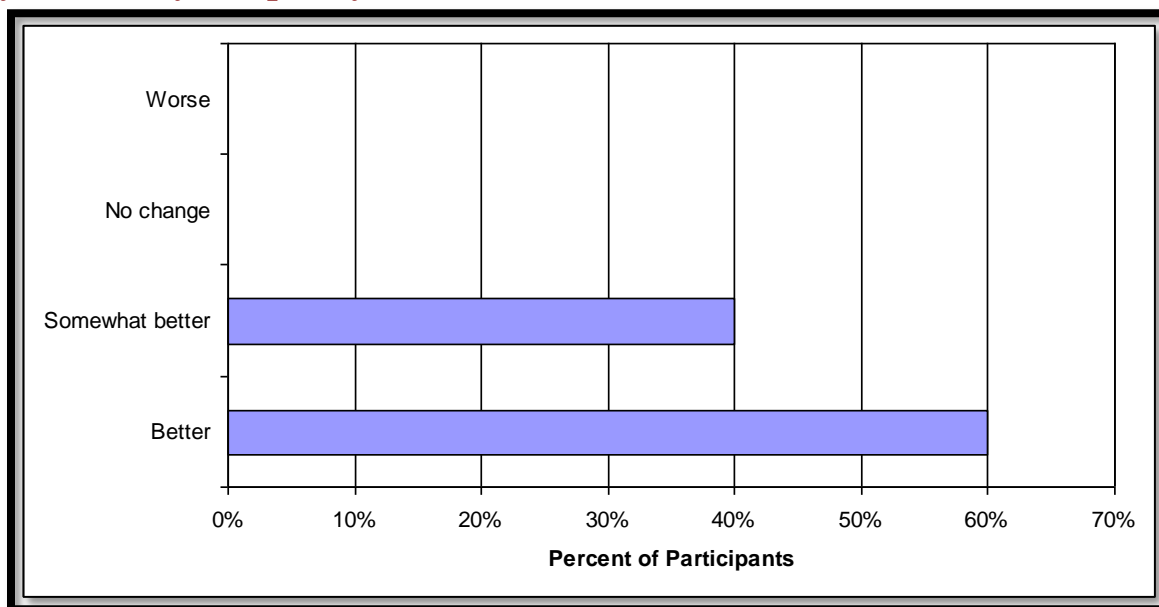


## Appendix 8

### Social Navigator Participant Survey Summary

This document is a summary of the Participant Survey from the Social Navigator Program evaluation. Participants were asked to sit down with an evaluator to fill out the survey. A total of 5 surveys were completed.

#### Q1. Having participated in the Social Navigation Program, how would you define your quality of life now?



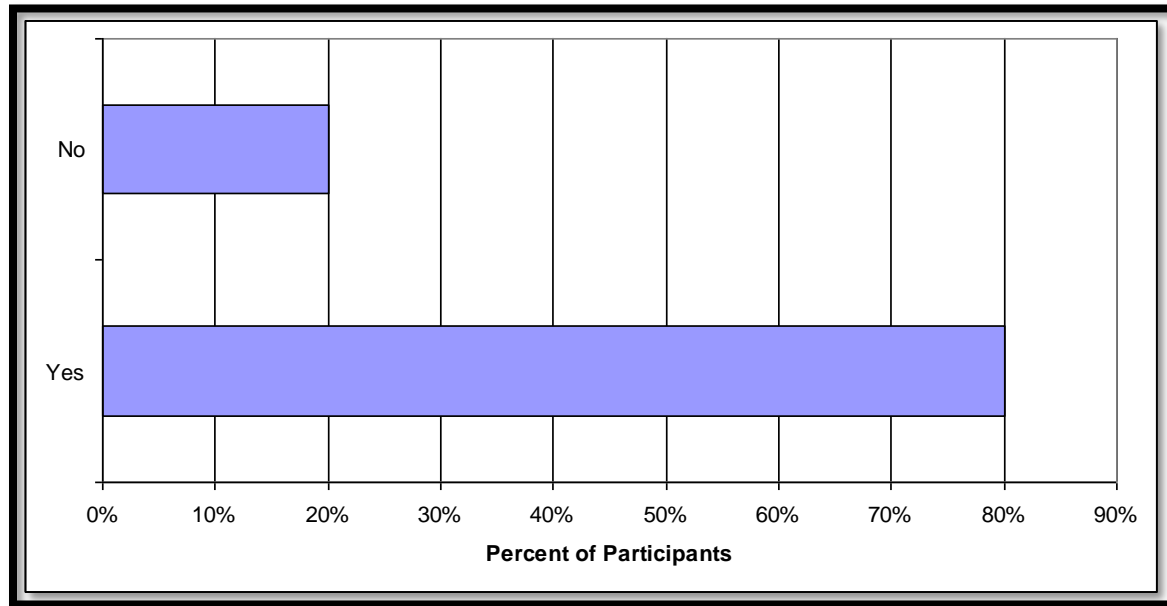
#### Q2. How has the Social Navigation Program helped you?

- *Connected me to other services*
- *Helped me to get to my appointments*
- *Helps me with my medication and making sure I take them*
- *Kept me out of jail*
- *Helped me with housing*
- *Helped me with my addiction issues*
- *Helped me better understand my addiction*



## Appendix 8

### Q3. Is there anything about the program you feels need to be improved? (Example: intake process, referral process, communication, updates)



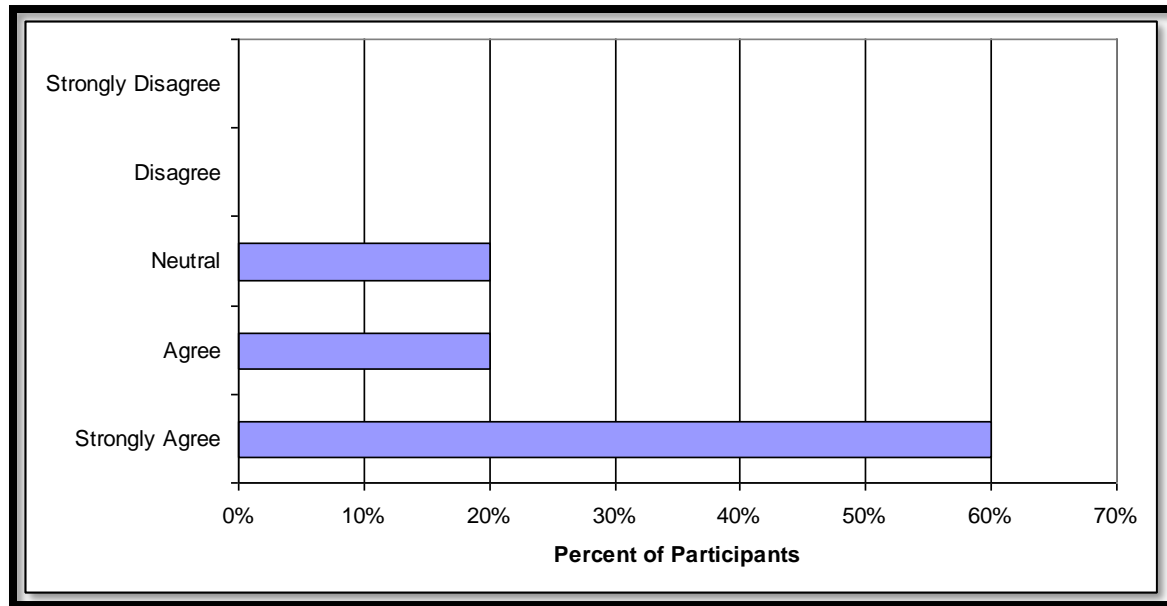
- *Communication upon intake would have been better as not much detail was given at the beginning*





## Appendix 8

### Q4. Would you recommend this program to other people in the community? If yes, why?

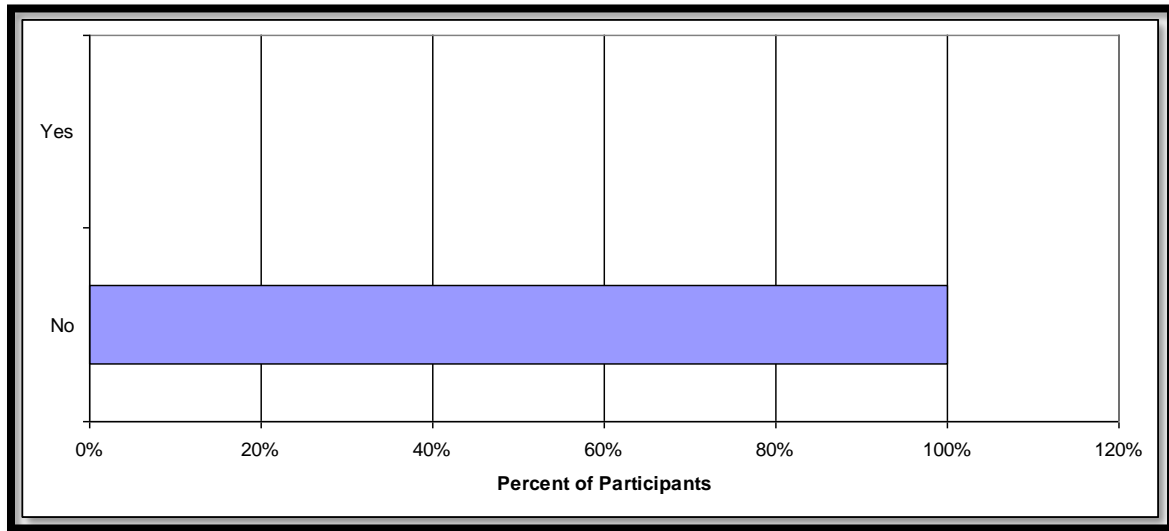


- *Helps me stay out of the emergency room and jail.*
- *This program helps people get motivated.*
- *Fills a gap for a need that I need to help me.*
- *Helps get reconnected.*



## Appendix 8

**Q5. Was there any help not provided that would have been useful/do you need any additional supports?**



Additional Supports:

- *Help with addiction and employment.*

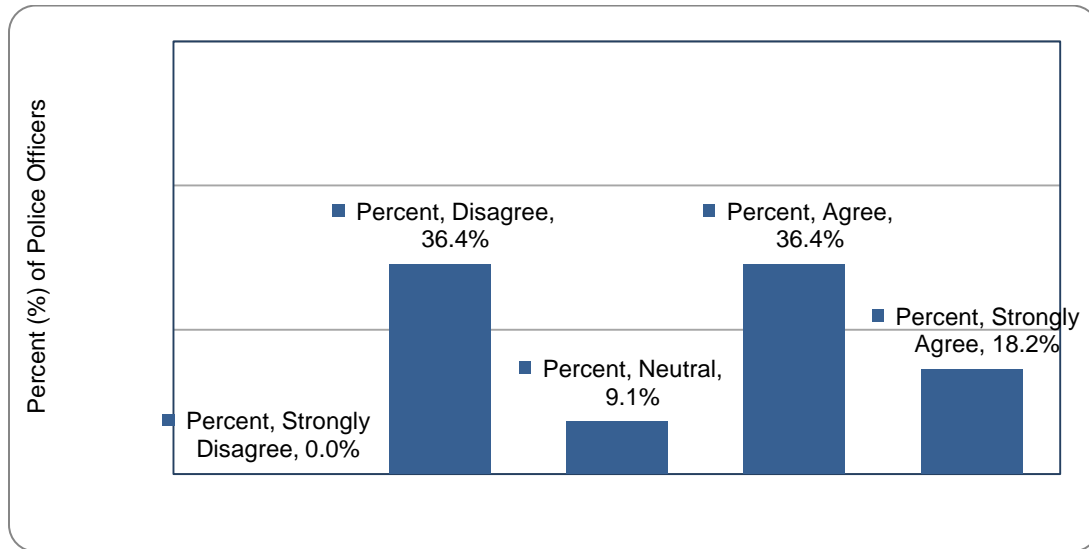


## Appendix 9

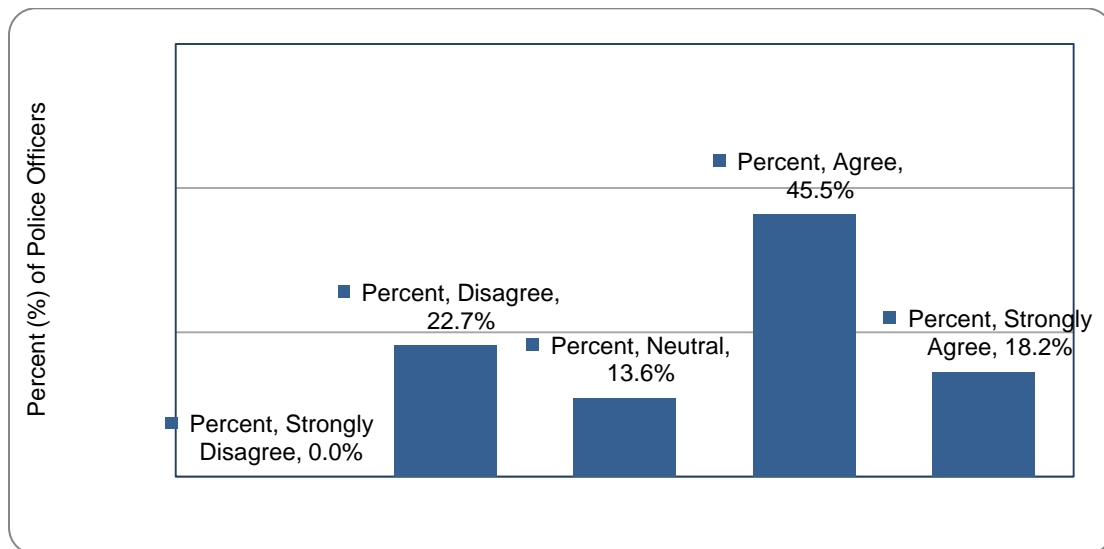
### Social Navigator Police Officer Survey Summary

This document is a summary of the Police Officer Survey from the Social Navigator Program evaluation. The Police Officer Survey was sent out to 35 police officers who participated in the Social Navigator Program. A total of 22 completed surveys were collected yielding a 62.9% response rate.

**Q1: Since the inception of the Social Navigator Program, there has been a decrease of criminal activity in the downtown core.**



**Q2: The Social Navigator Program has decreased my workload in patrolling the downtown core.**



## Appendix 9

### Q3: What do you like or dislike about the Social Navigator Program? (text responses have not been edited)

- Is part of our team. Helps solve problems. People with negative contact are referred and receive help not provided by the judicial system.
- It is an excellent program that has significantly decreased officer's dealings with chronic EDP parties.
- It makes it much easier for people suffering from severe mental health disorders to access resources to help them.
- Great resource for the many individuals that need access to these programs.
- I believe the program is effective and I feel that our number of calls with the same repeat offenders has decreased.
- The program has had a significant effect on nuisance pandhandlers.
- It is a very good program that significantly alleviates officers workload and prevents recidivism.
- The program needs to be marketed better to the front line. A lot of officers are unaware of the SNP.
- UK at this time. I believe that it appears to facilitate the mental health issues with policing aspects of enforcement.
- I dislike that it is not run by a police officer and believe it was run better with a police officer in charge of the program. I think it makes no sense having someone that is not sworn having access to niche reports with no liability if he was to use it for his own means.
- I like that it diverts some of the workload of my job
- Lessens the work load when rereaters are taken off of our plate and dealt with through the program.
- The above questions are poorly worded. The questions should be more related to the program; it should be worded criminal activity with persons involved in the program. if that is what was being asked I would agree with it, but criminal behaviour as a general comment, it cannot be measured.
- Overall the program has been very successful.



## Appendix 9

### Q4. Do you have any suggestions for improving the Social Navigator Program? (text responses have not been edited)

- The social navigator may need additional support. It is a valuable program that one person can not do alone.
- No suggestions, Pat O'Neill is doing a great job!!
- Make it a Permanent fixture with HPS. Have a few team mebers to follow the patrol schedule for around the clock coverage. Will be able to work hand in hand with COAST. Very important to have the EMS staff.
- The social navigator program only deals with a few selected people. it is impossible to state that this program decreases criminal activity since most criminals are not involved in the program. The statement that people involved with the program have committed fewer criminal activities is more correct.
- None.
- No suggestions, Pat O'Neill is doing a great job.
- Go to Sunday parade and inform the officers about the program.
- UK at this time, have only been involved for approximately 1 month.
- Bring back the sworn officer to assist
- Remove ems from the program and have it run but a police officer again. And don't allow non police personal to sit in on police intelligence meetings or have access to niche reports and other such sensitive documents.
- no
- No
- It should be more followed by EMS/Police as a group.
- no

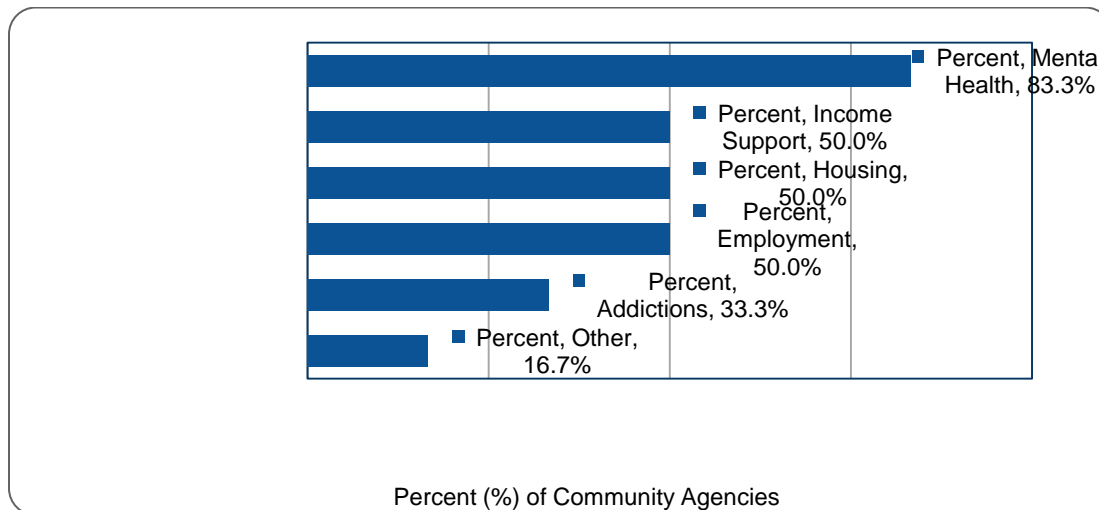


## Appendix 10

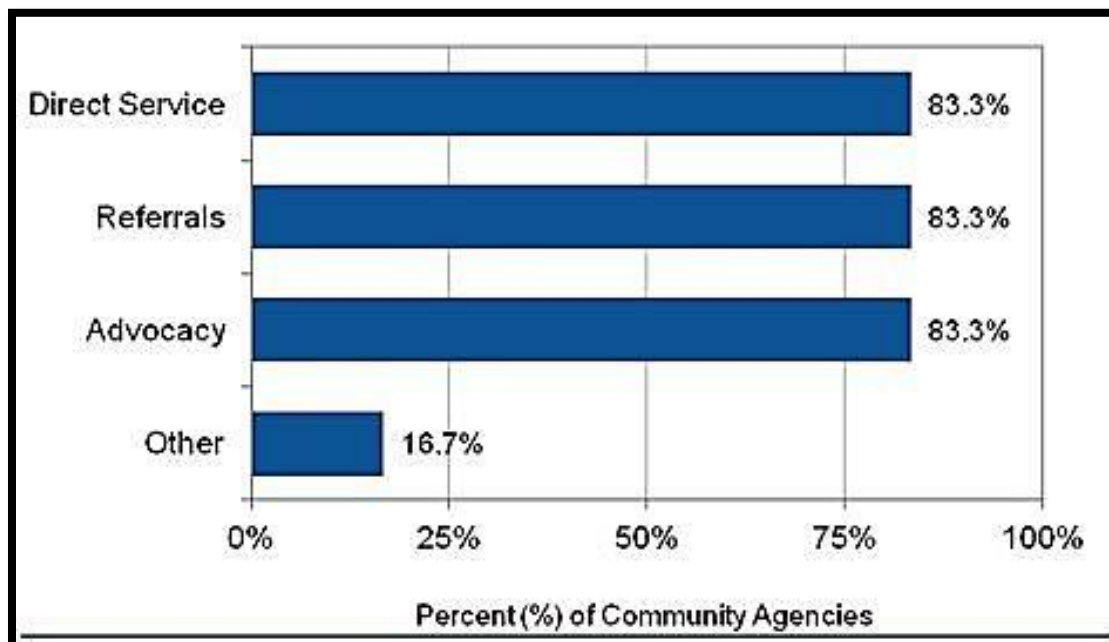
### Social Navigator Program – Community Agency Survey Summary

This document is a summary of the Community Agency Survey from the Social Navigator Program evaluation. A total of 6 completed surveys were collected.

#### Q1: What social issue or social need does your agency address for the community?



#### Q2: Depending on the social issue or social need your agency addresses, how do you assist your client?



## Appendix 10

### Social Navigator Program – Community Agency Survey Summary

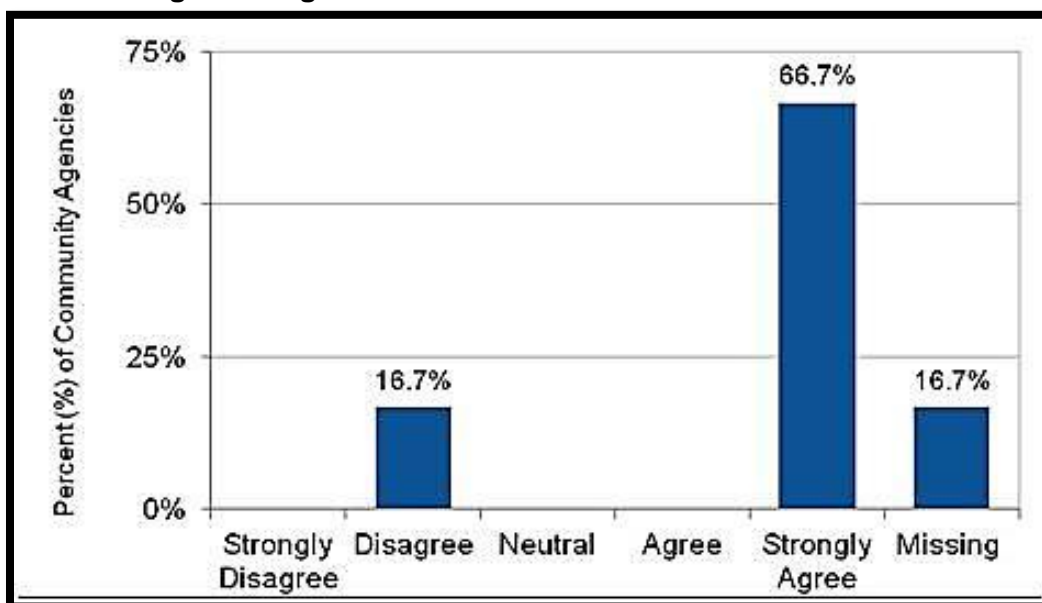
**Q3: What do you see as some of the challenges your agency faces in assisting the clients you serve?**

- Being tied to an office and not being able to provide outreach support to clients within shelters, homeless etc.
- Our agency has no doctor or psychiatrist on staff to assist our clients with medication and health care.
- One of the challenges that are faced within our agency is the need for outreach work on behalf of the clients that we serve.
- Ongoing engagement in treatment
- Lack of housing, complex addiction and mental health issues, lack of resources.
- referrals to case management services, once legal matters are resolved
- referrals for out-patient psychiatric follow up
- Hamilton needs a mental health bail supervision program, which is a role that SNP is filling
- referral agency not wanting to take clients with legal matters
- obtaining a GP
- addiction programs accepting people straight out of custody

**Q4 & Q5: How many clients have been referred to you through the Social Navigator Program? How many of the clients referred to you through the Social Navigator Program were clients you or your agency have had previous interactions with?**

- The collected data shows that the majority of clients referred to agencies through the Social Navigator Program were clients the agency had previous interactions with.

**Q6: I am satisfied with the level of detailed client information provided to me by the Social Navigator Program.**

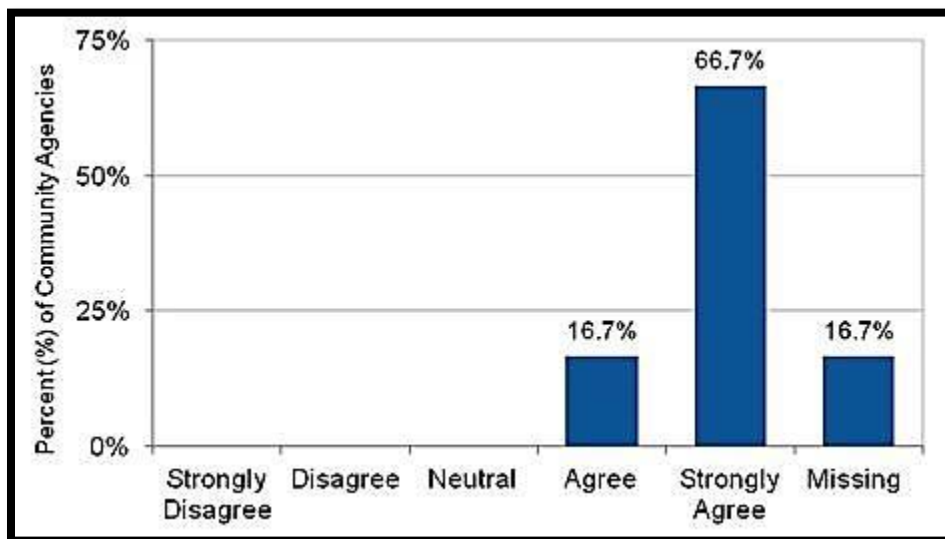




## Appendix 10

### Social Navigator Program – Community Agency Survey Summary

**Q7: The Social Navigator Program provided me with client details that enhanced my ability to help the client.**



**Q8: What did you like or dislike about the Social Navigator Program?**

- responsive - resourceful
- open communication -works well with vulnerable clients
- teamwork-aware of current issues within Hamilton emergency shelters
- took part in biweekly shelter case conferences to advocate/discuss the clients in SN program or possible referrals from shelters.
- Made himself available for questions - formed good rapport with clients.
- Dislike- none at this time.
- have no concerns to report at this time.
- The program it self offers clients, hope, the potential to live a better quality of life, encourages clients to make healthier choices and much needed support. I would like to advocate for this program to continue as I have personally witnessed the positive results.
- We are constricted in terms of information giving if we do not have consent from patient; which at times has made us unable to confirm or deny information.
- Like: Creative problem solving, exchange of information, flexibility
- Dislike: nothing but sometimes the approach of the SNP can be in opposition to the approach of some mental health agencies (e.g. client directed approach)

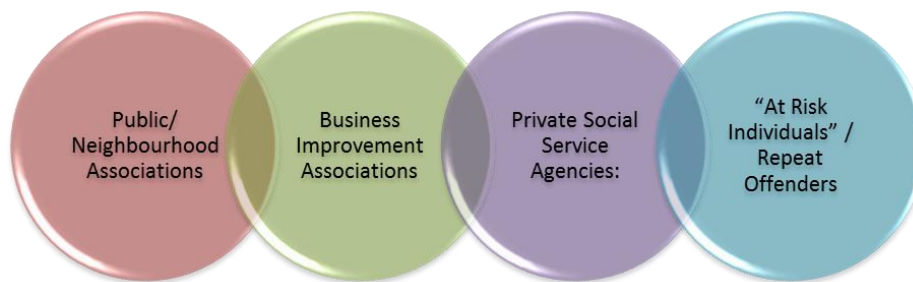


## Appendix 10

### Social Navigator Program – Community Agency Survey Summary

#### Q9: Do you have any suggestions on how to improve this program?

- None at this time
- No, not at this time.
- Keep up the great work in serving our community !
- I think there needs to be enhanced training for personnel in mental health; also training in legislation surrounding privacy, Mental Health Act, Health Care Consent Act and Substitute Decisions Act.
- More social navigators! One man can only do so much....Case management function to SNP
- The expectation or hope for daily meetings with high needs individuals will eventually become too onerous for any one agency. Need to get other agencies involved with SNP or hire case managers with SNP to provide daily appts., if necessary.



## Appendix 11

### Letters of Support



OFFICE OF THE MAYOR  
BOB BRATINA  
MAYOR OF HAMILTON

Committee members:

It is with great enthusiasm, I write today to support the Hamilton Police Service ACTION strategy. Over the last decade the City of Hamilton's economy has gone through a dramatic change with a reduction in the manufacturing sector. This has led to challenges for the city. The economic impact was felt especially in the downtown core area. The City of Hamilton is committed to working with our community partners to reach our goal of creating a safe and clean downtown, where people will live, work and play.

This restoration cannot take place without commitment. The Hamilton Police Services ACTION strategy is an important partner in helping us to reach this goal. In May of 2011, the impact of the 40 highly visible officers and 4 police horses was immediately felt. The strategy instantly led to a reduction in crime and an increased perception of safety for everyone who works or lives in the downtown area. This increased safety has made it possible for our economic renewal division to work with several investors to bring back valuable investment properties. In the last year, we have seen new hotels, condos, and businesses develop. Excitement has returned to the city as more and more people realize downtown Hamilton is the place to be.

The ACTION strategy continues to develop as the program continues. The partnership with the City of Hamilton and Emergency Medical Services to create the Social Navigator program to address the needs of "at risk" youth and repeat criminal offenders is a tremendous example of innovative problem solving and one all the participants should be very proud of.

Sincerely,

A handwritten signature in blue ink that reads "Bob Bratina".

Robert Bratina  
Mayor



## Appendix 11 Letters of Support



Hamilton

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www.hamilton.ca

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Paul Johnson, Director, Neighbourhood Development Strategies  
Address: 71 Main St. W., 2<sup>nd</sup> Floor, Hamilton, ON L8P 4Y5  
Phone: 905.546.2424 x 5598 Fax: 905.540.5141  
E-mail: Paul.Johnson@hamilton.ca

May 27, 2013

Center for Problem-Oriented Policing  
Goldstein Awards Selection Committee

A priority goal of the City of Hamilton, Neighbourhood Development Strategies is to improve the quality of life for all the people in Hamilton. This led to us to partner with Hamilton Police Services in the development of the Social Navigator Program. This innovative program consists of police officers referring "at risk individuals" and repeat offenders to a Social Navigator who connects them to the appropriate social/community service agency.

The program has been operating for over a year and has had a tremendous impact on the clients it has served. We have seen a steady growth in the number of clients and agencies involved in and helped by the program.

The City of Hamilton, City Manager's Office is committed to enhancing the Social Navigator Program, as it is making a difference. We will continue to work with Hamilton Police Services and Emergency Medical Services to expand this program. We are committed to developing new and stronger partnerships with the variety of social service agencies in our City.

We are very proud to be part of such an innovative program that has been successful in preventing "at risk individuals" and repeat offenders from engaging in crime, breaking the cycle of arrest, jail, release, and re-arrest.

Sincerely,

Paul Johnson, Director  
Neighbourhood Development Strategies





## **COMMUNITY MOBILIZATION DIVISION**

**W. Scott Rastin #562**  
**Inspector**

**Hamilton Police Service**  
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