# For Action



# **Community Safety and Security Update**

**Date:** June 12, 2023 **To:** TTC Board

From: Chief Safety Officer

# **Summary**

This report provides an update on the implementation of the multidisciplinary approach undertaken by the TTC and the progress of actions to improve community safety and increase support for persons experiencing homelessness as well as individuals with complex needs. This update also includes an overview of insights from the analysis of key performance indicators beyond the initial outcomes presented to the TTC Board in the April 2023 report and makes recommendations about continuing current actions based on the experiences, insights and results to date.

Recent data analysis has shown that overall incidents have declined since January, with the rate of Offences against Customers decreasing by 36% and the rate of Offences against Employees decreasing by 20%. Since January, the number of persons experiencing homelessness and individuals with complex needs has also declined, with observed overnight numbers decreasing by 80%, and individuals present during closing reducing by 41%. Additionally, the volume of calls related to Complex Persons has seen a decrease of 20% since January. This is an early indication of the positive impact of recent initiatives implemented in response to community safety and security concerns.

Customer Satisfaction with Personal Safety is a key driver of overall satisfaction with the TTC and the sense of personal safety remains a challenge for the TTC. Frontline employees have also communicated that they continue to feel unsafe, and that physical assaults and verbal threats are impacting their well-being. However, employees have also noted the increased presence of security supports provided by Toronto Police Officers, Security Guards and Special Constables has helped improve their sense of safety.

The TTC has undertaken an assessment of current resources supporting community safety to assist with decision-making regarding the contracts for the Security Guards and Community Safety Ambassadors. The approach involved monitoring the activities and services provided and considered key metrics, impact of social services interventions, anticipated ridership changes, ongoing initiatives, and findings from other transit agency outreach. Based on the findings from the assessment, the TTC will be extending these service contracts to September 30, 2023, pending further evaluation of

requirements post-September 30. Safety and security metrics will continue to inform the necessary resourcing required to support the TTC's initiatives in the areas of education and training, community engagement, internal and external communications, and program development and implementation. The TTC will also continue to collaborate with other orders of government, external agencies, including the Canadian Urban Transit Association (CUTA), and its Union partners to ensure the safety of its employees, customers and members of the public.

The report includes next steps in the TTC's planning process, including implementation of the Getting Back to Transit (Move Along) initiative. The TTC began implementation of this initiative in May 2023 and is using a phased approach focused on connecting individuals to the right supports in the right place as well as discouraging individuals from sheltering in the TTC network. It is supported by a comprehensive communications campaign that will continue over the coming months. In preparation for the fall, discussions are underway with the City of Toronto on the use of decommissioned buses as a means of providing temporary shelter and/or facilitating transport of persons experiencing homelessness and individuals with complex needs to City-owned properties. These efforts will support the TTC's objectives to increase community safety throughout the TTC network, provide resources to support persons with complex needs and individuals experiencing homelessness, and ensure the TTC and its partners are using a compassionate and people-first approach that aligns with the TTC's values of inclusion as well as dignity and respect.

The TTC will document its approach to community safety and security and establish a fulsome corporate community safety and security plan that will align with the SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan adopted by Toronto City Council in July 2021. This will involve expanding the scope of existing action plans, applying a safety lens to customer satisfaction, and co-ordinating safety and security strategies.

The next update to the TTC Board will occur in fall 2023, in advance of the 2024 Operating Budget submission and will provide updates on ongoing initiatives, outcomes from continued frontline presence in the transit system and the progress of established forums focused on community safety and security.

#### Recommendations

It is recommended that the TTC Board:

1. Receive this report for information.

# **Financial Summary**

The 2023 Operating Budget approved by the TTC Board on January 9, 2023, included \$4.4 million to fund System Safety and Cleanliness initiatives. On February 15, 2023, City Council approved the 2023 Operating Budget with an amendment to add a further \$0.5 million for a one-year pilot to expand LOFT Community Services and the City's Multi-Disciplinary Outreach Team (M-DOT). Table 1 below summarizes the budgeted new investments in System Safety, Cleanliness and Mental Health Support included in the 2023 TTC Operating Budget as approved by City Council, on February 15, 2023:

Table 1: Budgeted New Investments in System Safety, Cleanliness and Mental Health Support

Budgeted New Investments in System Safety, Cleanliness and Mental Health Support	(\$M)
Streets to Homes: 10 Outreach Workers and 2 Team Leads	1.0
25 Additional Special Constables	2.5
Streetcar Midday Cleaning	1.0
Subtotal: New Investments Included in Board Approved 2023 Operating Budget	4.4
City Council Amendment: Multi-Disciplinary Outreach Team Pilot	0.5
Total: New Investments Included in City Council Approved 2023 Operating Budget	4.9

On February 28, 2023, the TTC Board increased the CEO's delegated expenditure authority to \$15.0 million to respond to an emergency, including the protection of the health, safety, and security of TTC employees, customers, and the public on TTC's transit network. Under this delegated authority, additional System Safety and Cleanliness Initiatives were implemented with a cost to the end of April of \$1.6 million with \$4.2 million estimated by the end of September. These unbudgeted costs will be funded by a draw from the TTC Stabilization Reserve as authorized by the TTC Board and by City Council on March 30, 2023.

Compared to expenditures reported through the Financial Update report to the TTC Board on April 13, 2023, this update includes the extension of Security Guards and Community Safety Ambassador contracts to September 30, 2023. Actual expenditures to April 29, 2023, and committed expenditures to September 30, 2023, are summarized in Table 2 below:

Table 2: Community Safety Response Unbudgeted Expenditures to September 30, 2023

Unbudgeted System Safety and Cleanliness Initiatives	Actual Cost to April 29, 2023 (\$M)	Projected Cost to September 30, 2023 (\$M)
50 Temporary Security Guards	0.7	2.3
20 Community Safety Ambassadors	0.3	0.9
Special Constables Overtime – High Visibility Patrols	0.2	0.3
6 Transit Control Dispatchers	0.2	0.5
De-escalation Training*	0.1	0.1
Extended Station Cleaning	0.1	0.1
Total Unbudgeted System Safety and Cleanliness Initiatives	1.6	4.2

<sup>\*</sup> Primarily for vendor delivered 'Train the Trainer' Program. Training Delivery to frontline employees, will primarily be delivered by TTC In-House Instructors and accommodated with current resourcing.

The Chief Financial Officer has reviewed this report and agrees with the financial impact information.

# **Equity/Accessibility Matters**

A Critical Path of the TTC's current Corporate Plan is "Make taking public transit seamless", and as a proud leader in providing accessible public transit in the City of Toronto, the TTC is committed to ensuring reliable, safe and inclusive transit services for all customers. The TTC also expects that all its employees perform their duties in an equitable, inclusive, respectful and safe manner.

The TTC understands the issues facing transit agencies are complex and require innovative solutions that are both short-term and long-term. The solutions to these issues need to be multifaceted and require a compassionate and people-first approach. The TTC's Human Rights Office and the Diversity Department are working with the TTC's Operations Training Centre and City partners to incorporate diversity, equity and inclusion, anti-racism, and unconscious bias training as part of mandatory training as the organization tackles these societal challenges.

The TTC is committed to supporting and promoting diversity, equity and inclusion in all policies, procedures, processes, programs and services being developed to support these complex societal needs so the solutions better reflect and respond to the needs of employees, contractors and customers.

# **Decision History**

At its meeting on February 28, 2023, the TTC Board received For Action the Community Safety Issues and Response report. The report included information on data trends,

action plan updates, as well as the multidisciplinary approach required to manage the increasing number of societal challenges that have shifted onto public transit. During this meeting, the TTC Board adopted recommendations to delegate authority to the CEO to respond to an emergency, including increasing the delegated expenditure authority to a cumulative \$15.0 million and requesting a detailed update on expenditures at the next TTC Board meeting.

TTC Board Decision – Community Safety Issues and Response

At its meeting on March 30, 2023, City Council considered agenda item EX3.13 entitled Community Safety Issues and Response, and in so doing, approved various directives to the TTC and City of Toronto related to community safety and security. The TTC is collaborating with the City of Toronto to develop an integrated response, assign accountabilities and determine timelines for implementation. The directives are before the TTC Board for consideration. Motions that are referenced in this report include:

- Engaging with community groups, organizations and experts in homelessness and mental health to develop a comprehensive System Safety and Well-being Strategy, supported by an Advisory Committee;
- Calling on other orders of government to assist the City by requesting the Federal government amend the Criminal Code to include all transit workers in the provisions;
- Calling on all cellphone providers to ensure cell service for all cellphones is available across the subway system as soon as possible;
- Investigating steps taken in other cities in addressing security and public safety concerns and reporting back with options for consideration; and
- Convening on an urgent basis, a multigovernmental Task Force to create a coordinated strategy and response to address the unprecedented growing safety and security crisis on the TTC.

City Council Decisions – EX3.13 Community Safety Issues and Response

At its meeting on April 13, 2023, the TTC Board received a Community Safety and Security Update from the TTC, City of Toronto and Toronto Police Service. The information presented insights into the effectiveness of initiatives, discussed current system safety supports and referenced up-coming actions.

TTC Board Update - Community Safety and Security Update

# **Issue Background**

Community safety and the well-being of employees and customers is of paramount importance to the TTC. Societal challenges have continued to impact the transit system, specifically, the TTC has had to respond to:

- Mental health issues:
- Substance use issues;
- Use of the TTC as a temporary shelter, particularly at night, and resultant cleanliness;
- Security: and
- Random acts of violence.

In January 2023, the TTC initiated an emergency response to improve communications, collaboration and consultation, adjust service delivery and expand the scope of existing action plans to encompass community safety efforts. As a result, the TTC established objectives to guide its approach to addressing these societal challenges:

- Increase community safety and the sense of safety throughout the TTC network for customers and employees;
- Provide resources to support persons with complex needs and individuals experiencing homelessness using the TTC as shelter – ensure that people are receiving the right care in the right place; and
- Ensure the TTC and its partners are using a compassionate and people-first approach that aligns with the TTC's values of inclusion as well as dignity and respect.

As an initial response to the rise in incidents against employees and customers, the TTC:

- Reviewed its staff deployments, mobilized existing frontline employees in a more visible manner by increasing the presence of Special Constables, Station Supervisors, Mobile Supervisors using designated TTC vehicles, and Fare Inspectors throughout the network; and
- Established a feed-back loop by deploying 115 management/non-union staff into the system to engage daily with frontline staff to better understand and report back on issues and concerns.

The TTC also proposed a multidisciplinary approach with the City of Toronto, to leverage their expertise and augment the work conducted by the TTC. The collaboration between the TTC, City of Toronto's Shelter, Support and Housing Administration (SSHA) and Social Development, Finance and Administration (SDFA) divisions, Toronto Police Service, and Toronto Public Health supported implementation of the following measures:

- Deployed up to 20 Community Safety Ambassadors on the TTC to support safety needs related to persons experiencing homelessness and individuals with complex needs, positioned in known key areas of the network;
- Deployed 50 Security Guards to support TTC customers' safe travel experience, positioned in assessed key areas and the subway network;
- Coordinated with 80 Toronto Police Officers deployed on the TTC immediately (January 27 to March 10, 2023), then resumed regular deployment within the system;
- Enhanced station cleanliness at Union, Spadina and Queen stations;
- Added 10 additional Streets to Homes outreach workers connecting people with shelter and housing services;
- Added nine new Special Constables to the system at the end of March 2023 as part of the overall complement;
- Augmented health and mental health services provided through a one-year pilot through LOFT/M-DOT;
- Seconded a TTC staff to the City of Toronto to support integrated initiatives; and

 Undertook a broad range of training, communications, jurisdictional reviews and analytics integration initiatives.

The TTC will be providing updates to the TTC Board in fall 2023 on the outcomes from ongoing initiatives, impact of continued frontline presence in the transit network and the progress of established forums and partnerships.

### Comments

The TTC continues to employ a multidisciplinary approach to managing community safety and security concerns in the transit system, recognizing the need to leverage partnerships with external agencies and industry best practices to evolve the response and plan for the future.

### **Current Situation**

The TTC has used available data from the TTC, Toronto Police Service and the City of Toronto to inform decision-making regarding the continued need for community safety and security supports, their deployment and the deployment of TTC employees to best optimize their collective presence within the system. The following sections provide an overview of key insights up to April 30, 2023. Updates are provided monthly through the CEO Report and will be available through the Transit Community Safety Dashboard on the City of Toronto data portal. The dashboard will communicate the ongoing status of Transit Community Safety metrics.

# Offences against Employees and Customers

Recent data analysis has shown that overall incidents have declined since January, with the rate of Offences against Customers decreasing by 36% and the rate of Offences against Employees decreasing by 20%. More recently, Offences against Customers increased by 5% to 1.71 in April from 1.63 in March, and Offences against Employees decreased by 23% to 6.97 in April from 8.49 in March (see Charts 1 and 2). The overall total number of offences, both for customers and employees, decreased in April. Furthermore, the types of offences have become less aggressive in nature. This is an early indication of the positive impact of recent initiatives implemented in response to community safety and security concerns.

Chart 1: Offences against Customers (January 2017 to April 2023)

Offences against Customers

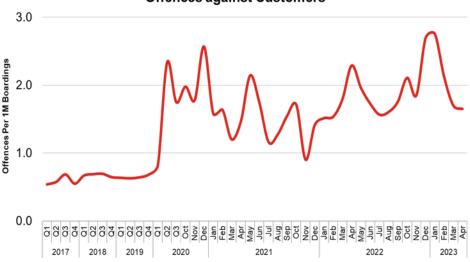


Chart 2: Offences against Employees (January 2017 to April 2023)



# **Customer Satisfaction and Complaints/Concerns with Personal Safety**

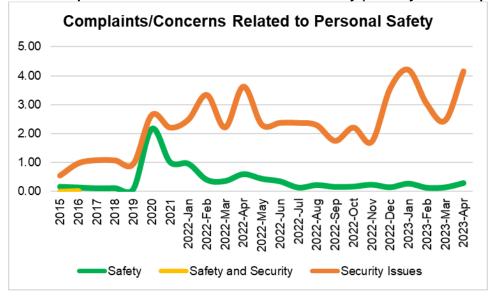
Overall, Customer Satisfaction – Level of Personal Safety decreased slightly to 60% in April from 61% in March (see Chart 3). However, it is worth noting that the current figure remains slightly higher than the previous low of 59% observed in February 2023. While this is an unfavourable change, it is also a lagging indicator, and Customer Satisfaction – Level of Personal Safety has continued to fluctuate in recent months.

Although there has been a steady decline in Customer Service Communications (CSCs) related to Security Issues since January 2023, there was a 72% increase in April compared to March (see Chart 4). However, the rate of CSCs related to Security Issues in April was slightly lower at 4.14 per one million boardings compared to the peak of 4.19 observed in January, a decrease of 2%.



Chart 3: Customer Satisfaction – Level of Personal Safety (April 2021 to April 2023)





The TTC will continue to collect information and review results from its monthly Customer Satisfaction Surveys. Surveys will also be promoted through the Transit App and will prompt customers to complete a survey to collect feedback about on-time performance and vehicle cleanliness while they are actively travelling on the TTC network, focusing on bus and streetcar customers.

# Persons Experiencing Homelessness and Individuals with Complex Needs

The number of persons experiencing homelessness and individuals with complex needs has also declined, with observed overnight numbers decreasing by 80%, and individuals present during closing reducing by 41% since January. There was a significant reduction observed overnight following an April pilot at Union station. While this trend is

encouraging, continued monitoring and support for these vulnerable populations is crucial.

# **Resources Supporting Community Safety**

As of April 2023, resources supporting community safety included Community Safety Ambassadors, Streets to Homes, LOFT/M-DOT, and Toronto Police Service, TTC Special Constables and Security Guards. Special Constables, Security Guards and Community Safety Ambassadors conducted more than 2,500 wellness checks and over 3,200 additional responses to community safety incidents. For Security Guards and Community Safety Ambassadors, 16% of incidents were escalated to the Transit Control Centre and 84% of incidents were de-escalated or resolved on site.

## Community Safety Ambassadors

Community Safety Ambassadors are non-law enforcement and assigned to subway stations with higher customer needs. They provide a high visibility presence and are focused on engaging with persons experiencing homelessness and individuals with complex needs. Community Safety Ambassadors performed 2,480 wellness checks and responded to 227 additional incidents ranging from drug use, overdose, debris cleanup and monitoring station exits. These additional incidents declined 22% from March, reflecting the decrease in the number of persons experiencing homelessness and individuals with complex needs in the system. The percentage of incidents escalated to Transit Control also decreased by 46% in April compared to March.

### Streets to Homes

Streets to Homes workers provide outreach and housing-related follow-up supports to assist persons experiencing homelessness. Outreach site visits conducted by Streets to Homes have changed over time, from August 2020 to April 2023. Key findings include:

- From August 2020 to June 2022, Streets to Homes averaged 28.3 site visits on the TTC per month, or 1.3% of all site visits.
- Site visits increased significantly under the TTC/Streets to Homes service agreement in place from October 2022 to February 2023, increasing by 30%.
- From October 2022 to March 2023, Streets to Homes averaged 193.5 site visits on the TTC per month, or 9.2% of all site visits.
- Site visits increased significantly in April 2023 with 573 total site visits, representing 24.4% of all site visits conducted by Streets to Homes in the month.

With changes in service delivery in February 2023, the average number of individuals observed per site visit increased in February (5.0) and March (6.0) (see Chart 5). Nearly half (49%) of site visits in April resulted in zero individuals observed, resulting in a lower average number of individuals observed per site visit (1.8) compared to the previous months. This represents a 70% decrease in the average number of individuals observed per site visit in April compared to March.

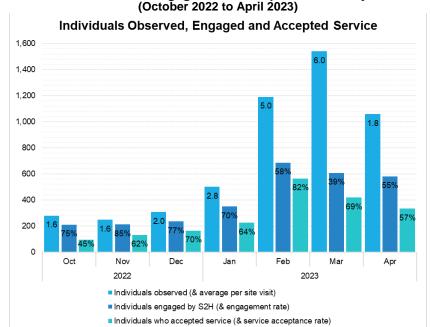


Chart 5: Individuals Observed, Engaged and Accepted Service by Streets to Homes (October 2022 to April 2023)

#### LOFT/M-DOT

LOFT/M-DOT workers provide transitional services to individuals seeking shelter and present with complex psychiatric and/or concurrent disorders. From February to mid-April, LOFT/M-DOT partnered with Streets to Homes for two hours per week using existing resources to engage with approximately 15-20 unique clients per month, providing assessments and referrals. Throughout the remainder of April, this increased to eight hours per week and an additional 15 clients.

In early May, LOFT/M-DOT further expanded their coverage to Monday to Friday from 9 a.m. to 5 p.m., and improvements to the case management system are in progress. Additional information on the outcomes from the pilot program will be available via the Transit Community Safety Dashboard on the City of Toronto data portal.

#### **Toronto Police Service**

Toronto Police Service is a regular presence as part of safety and security on the TTC, with data-informed deployments and calls for service. Toronto Police Service support within the TTC resulted in 316 referrals for community resources (45% accepted, 43% declined), with 57% related to homelessness or housing. There were 41 Mental Health Apprehensions, 251 Arrests and 228 Charges made from proactive enforcement efforts (see Chart 6).

Officers logged 28,152 hours resulting in 10,955 Action Reports, and while calls related to wellness checks remain similar to those experienced in January 2023, calls related to Violent Calls, Mental Health Apprehensions, and Person in Crisis Calls all reduced compared to January 2023.

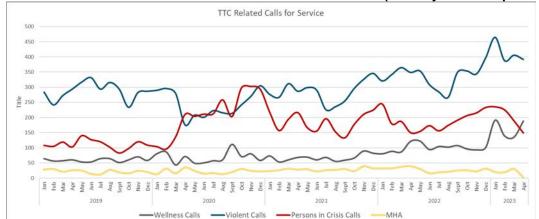


Chart 6: Toronto Police Service – TTC Related Calls for Service (January 2019 to April 2023)

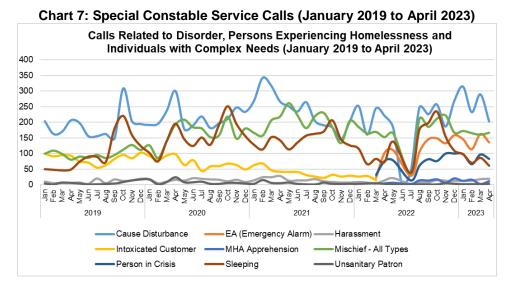
## Special Constables

Special Constables are first responders responsible for the safety and security of the TTC system and provide law enforcement. They are deployed throughout the network, in vehicles and on foot, with a focus on hot-spot locations. In March 2023, nine new Special Constables were sworn in, increasing the Special Constables complement in the field to 74. Special Constables received 2,519 calls for service, which resulted in 244 offences to persons (customers and employees). In April, there were 2,316 calls for service, which resulted in 182 offences to persons (customers and employees). There were 14 mental health apprehensions in March and 15 mental health apprehensions in April.

In April, 87% of the calls for service to Special Constables were for Lines 1 and 2 with an average response time to these calls of 13 minutes. This is an improvement from March, which had an average response time of 18 minutes.

Similar to Toronto Police Service calls for service, Special Constable Service calls also showed a decrease related to persons experiencing homelessness and individuals with complex needs from January to April 2023 (see Chart 7). Calls related to Person in Crisis, Cause Disturbances and Mischief – All Types have significantly dropped by an average of 40% since March 2023, which is comparable to the levels observed in February 2023.

Historically, Calls for Cause Disturbances, Sleeper, and Mischief – All Types showed a consistent pattern of increasing in August and decreasing in December from 2019 to 2020. In 2021, Cause Disturbances peaked in March and gradually declined until June, while Mischief – All Types rose in April and May, then declined in June and July. Sleeping-related calls surged from June to October 2021, and in 2022, the calls increased from June to October and tapered off in winter.



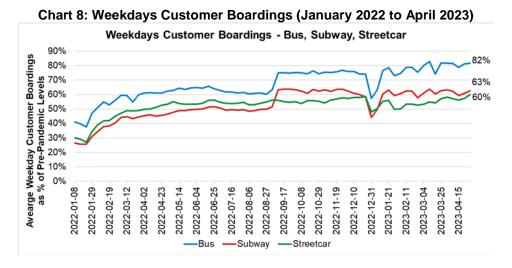
## **Security Guards**

Security Guards are assigned to subway stations with higher customer needs and conduct high visibility patrols. Throughout April, Security Guards responded to a variety of incidents ranging from wellness checks to overdose, trespass, property damage, smoking, intoxication and assault. Overall, incidents declined to 546 in April compared to 611 in March.

About 72% of the time, Security Guards were able to de-escalate or resolve incidents in place, with incidents escalated to Transit Control only 28% of the time. Similar to Community Safety Ambassadors, the rate of resolving in place also improved 26% in April compared to March.

### **TTC Customer Boardings**

Despite the increase in safety incidents, TTC ridership as measured by customer boardings has continued to increase in 2022 and 2023. As of April 28, 2023, TTC weekday customer boardings stands at 71% of pre-pandemic levels, at 2.28 million. Boardings by mode continued to be highest on the bus network at 84% of pre-pandemic levels, while streetcar and subway boardings were at 60% and 63%, respectively.



Proportionately, a greater number of subway and streetcar customers are office workers, compared to bus customers, and demand on these two modes is more directly affected by hybrid work. Although office workers tended to commute 2.4 days per week on average, the uptake in the number of in-office days has been slow. Hybrid work contributed to approximately one-third of the decline in overall customer boardings; the remaining two-thirds of the decline in boardings can be largely attributed to riders no longer making the trips (such as online shopping replacing in-store shopping) or shifting to a different mode of travel for various reasons, including availability of household vehicles, less congested roads, transit service adjustments, sense of safety, etc.

Although it is not certain how many customers refrained from using the TTC in response to safety incidents, the recent uptake in discretionary travel has been noticeable. Customer boardings resulting from a series of weeknight sporting events held downtown during the week of April 28, 2023 more than made up for the 7% decline in post-secondary demand, which softened through April as post-secondary schools transitioned into examination weeks. This is a positive sign that the recent measures to address community safety may have to some extent restored riders' confidence in the safety of the transit system.

### **Assessment and Recommendations**

The TTC has undertaken an assessment of current services provided by Security Guards and Community Safety Ambassadors. As part of the assessment, other resources supporting community safety, including Streets to Homes, LOFT/M-DOT, TTC Special Constables and Toronto Police Service were also considered. The approach involved monitoring the activities and services provided to assess their role and effectiveness in supporting community safety efforts.

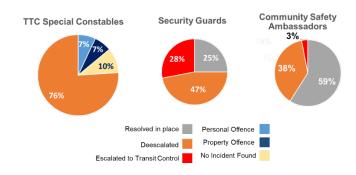
The evaluation has determined there is a need for continued community safety resources over the summer and as a result, the TTC will be extending funding to support the existing contracts.

### **Assessment Considerations**

Several factors were considered when evaluating the ongoing need for community safety supports, as identified in Figure 1 and summarized below.

Figure 1: Resources Supporting Community Safety (April 2023)

Resources Supporting Community Safety (April 2023)



### Personal Safety

The additional community safety supports have contributed to positive improvements as demonstrated by the reduction in Offences against Customers and Offences against Employees, since the multidisciplinary approach began. Regarding personal safety, both customer and employee sense of safety remain areas of concern for the TTC. Employees have expressed that they continue to feel unsafe, and the impact of physical assaults and verbal threats is impacting their well-being. However, the increased presence from community safety supports, including Toronto Police Officers, Security Guards and Special Constables, has helped alleviate these concerns.

In May 2023, the TTC Chair hosted three focus group sessions with people who identify as women to gather input and create a plan to improve safety and security. The sessions identified that violence against women and girls is a concern and emphasized the importance of uniformed TTC employees and other identifiable staff throughout the system.

#### Social Services Interventions

The number of persons experiencing homelessness and individuals with complex needs within the TTC has declined and the volume of calls related to Complex Persons has reduced. The ongoing social services interventions continue to help establish relationships with vulnerable persons to provide them with access to mental health, housing and wellness supports. This includes maintaining the number of Streets to Homes resources (20 employees in total) and continuing the LOFT/M-DOT pilot program.

### Ridership Changes

The City of Toronto and the TTC anticipate an increase in visitor and non-frequent customer use through the summer as this is the first summer without COVID-related restrictions in three years. The expectation is that the TTC will continue to be the primary mode of transportation for visitors. As such, the high visibility presence of TTC

staff will be required for special event management, customer service and security management.

# Getting Back to Transit (Move Along)

There is an expected reduction in the number of individuals in stations and on vehicles seeking shelter resulting from implementation of the Getting Back to Transit (Move Along) initiative. There will be support required for the implementation of the multiple phases of the initiative that will require a concentrated effort as the TTC shifts its approach to discourage individuals from sheltering in the TTC network. An increase in active staffing will also be required on vehicles to ensure continued support of the initiative. This includes more Special Constables needed to respond to escalating situations (Special Constables to increase by 12 new officers in July).

## Agency Outreach

The findings from the transit agency outreach support a balanced approach to community safety by using partnerships with both law enforcement and social services organizations to connect individuals to appropriate supports outside of the transit network. The emphasis placed on frontline visibility at the other transit agencies also supports the need to maintain services provided by Security Guards and Community Safety Ambassadors.

### **Required Services**

In addition to TTC Station and Operations staff, there are several safety supports that will be required in the coming months to assist with ongoing initiatives and responses to calls (see Table 3).

Table 3: Summary of Service Interventions and Required Safety Supports

Service Intervention	Safety Support Model
High-visibility presence	Special Constables
	Security Guards
	Community Safety Ambassadors
	Toronto Police Service
Getting Back to Transit (Move Along)	Special Constables
initiative (closing stations, presence on	Security Guards
subway trains and streetcars)	Community Safety Ambassadors
	Toronto Police Service
	Streets to Homes
Security at key locations for opening and	Special Constables
closing stations	Security Guards
Call response within assigned stations	Special Constables
	Security Guards
Substance abuse, overdose/mental	Community Safety Ambassadors
distress calls	LOFT/M-DOT
	Special Constables

Conducting safety assessments and	Community Safety Ambassadors
providing housing supports	Streets to Homes
	LOFT/M-DOT

### Recommendations

The following recommendations are being made regarding the staffing and deployment for the different safety supports:

- Maintain the current number of Community Safety Ambassadors to September 30, to provide support for persons experiencing homelessness and individuals with complex needs;
- Maintain the current number of Security Guards (50 employees) until September 30, with flexibility to adjust numbers if required, to provide high visibility support and improve personal safety;
- Continue Toronto Police Service patrols during peak/post times and in hot-spot locations;
- Continue with the one-year LOFT/M-DOT pilot program, increasing mental health coverage to five days per week;
- Continue Special Constable Service recruitment and onboarding efforts for 50 additional Special Constables; and
- Maintain the current number of Streets to Homes resources dedicated to the TTC (20 employees in total).

Overall, it is recommended that the TTC maintain the current level of community safety support, including the services provided by the Security Guards and Community Safety Ambassadors. The Community Safety Ambassador and Security Guard service contracts will be extended through the summer to September 30, 2023. As the TTC continues to onboard new Special Constables, this will enable redeployment of Security Guards to other hot-spot locations to provide enhanced support. Ongoing monitoring of the different resources supporting community safety will occur to inform any future changes, including the Security Guard and Community Safety Ambassador contracts, with an update provided in fall 2023.

# **Progress on Initiatives**

The TTC continues to make progress and expand on its range of initiatives to address community safety and security concerns in the areas of education and training, community engagement, internal and external communications, and program development and implementation. The ongoing work is supported by collaboration and outreach with other orders of government, external agencies and the TTC's Union partners.

## **Education and Training**

### De-escalation Training

The expanded de-escalation training program includes full-day de-escalation training for frontline employees who are most at risk, including bus Operators, Customer Service Agents, Collectors, Janitors and Escalator Mechanics. Supervisors will also receive the full eight-hour de-escalation training, while streetcar and subway Operators will receive the four-hour de-escalation program. Unconscious bias training will be included in all programs.

The TTC is currently using a third-party vendor to provide training to a smaller group of approximately 500 TTC employees and TTC Certified Trainers. As of the end of May 2023, the vendor has trained over 400 TTC employees, including frontline employees and supervisory staff. In mid-June, the approach will shift to a train-the-trainer model, with future delivery by in-house TTC Instructors to up to 9,000 employees.

The training for frontline employees is slated to be completed by end of 2023. The next phase will commence in 2024 for all remaining employees. Currently, training is being covered by existing resources. However, the TTC will evaluate and determine additional resources for the next phase of training, with an update provided in fall 2023.

# **Engagement and Communications**

# Community Outreach and Engagement

The TTC continues to look at ways to enhance its community engagement and is planning to implement multiple initiatives throughout 2023. This work is underway and supports City Council's motion to purposefully engage with community groups, organizations and experts in homelessness and mental health to co-develop a System Safety and Well-being Strategy, supported by an Advisory Committee.

The TTC will be taking specific actions to better understand the safety concerns reported by women during focus groups conducted in June 2022, and determining how to improve support for women using the TTC. An overview of the items to address safety for women and gender-diverse people is outlined below:

- Women and Diversity Committee
  - Reconstitute the TTC's internal Women and Diversity Committee and expand the mandate to include women and safety in the system.
  - The committee was originally formed to assist with implementing and providing feedback on equity, diversity, inclusion and anti-racism initiatives, and developing and supporting related action plans (e.g. Diversity 10-Point Action Plan, Five-Year Diversity and Human Rights Plan).
  - Next steps include researching best practices for a new model.
- Focus Groups for Women
  - The TTC Chair hosted three focus group sessions in May 2023 with a mandate to support a diverse group of people who identify as women to collect feedback and develop a plan to improve safety and security.
  - The areas for improvement identified during the focus group sessions included:

- Prevention of violence against women and girls on the TTC;
- Increased presence of uniformed TTC employees;
- Increased communication on key initiatives and actions of the TTC regarding safety; and
- Cleanliness and infrastructure enhancements (e.g. improved lighting in long empty corridors).

In addition, the TTC prepared a Customer Community Safety and Security Survey that was issued in May 2023. This survey will assess customer awareness of safety elements, whether customers are using available safety elements and the perceived value of safety elements in the system and gather customer and non-customer perspective on personal safety on the TTC. The survey is targeting a response level of 1,000 current customers and 500 non-and-lapsed TTC customers. Results from this survey will be communicated once available.

# Transit Agency Outreach

Between March 28 and April 14, 2023, the TTC and City of Toronto engaged with four North American transit agencies experiencing similar challenges and already making progress on the implementation of their respective strategies. The transit agencies are:

- New York City Transit (NYCT);
- Washington Metropolitan Area Transit Authority (WMATA);
- San Francisco Bay Area Rapid Transit (BART); and
- Southeastern Pennsylvania Transportation Authority (SEPTA).

The purpose of the meetings was to gather information on the different initiatives, metrics, policies, programs, framework and approach used by each agency to address community safety and security issues. A variety of metrics are used by the agencies to measure progress towards achieving established goals related to resourcing, referrals and placements, outreach activities, security incidents, employee safety, customer satisfaction, cleanliness and enforcement. These engagement sessions advance work in support of City Council's direction to investigate steps taken in other cities in addressing transit security and public safety concerns, and report back with options for consideration.

Throughout the discussions, the different agencies recognized the importance of using a multifaceted approach to identifying underlying issues and shifting away from strict law enforcement to a model that incorporates social supports to improve public safety (i.e. "progressive policing"). Staffing models include a combination of transit police, police officers, security guards, crisis intervention specialists, social workers and transit agency staff (i.e. customer service agents, cleaning staff, elevator attendants) deployed throughout the system using a strategic approach.

Training is an important part of the proactive efforts implemented by the agencies, with a focus on providing de-escalation training to frontline employees and ensuring those responding to incidents have specialized crisis intervention training. The "See Something, Say Something" message promoted throughout the transportation industry

continues to encourage customers to report issues for follow-up and specific campaigns highlight areas of concern (i.e. preventing harassment, protecting your phone). Installation and monitoring of Closed-Circuit Television (CCTV) systems also support response and prevention efforts.

Overall, the agencies maintain a balance between a community outreach approach and enforcement actions through established partnerships with both law enforcement and social service organizations. The combined approach to community safety and well-being addresses societal challenges on transit with innovative services, and outreach and engagement pilots and programs aim to connect individuals with complex needs to social services and holistic opportunities, such as food security programs, mental health/crisis resources, health resources, emergency financial resources, addictions resources as well as shelter and housing.

The findings reaffirm the TTC's approach and the value of ongoing engagement with the City of Toronto and external agencies. They also support the emphasis placed on frontline visibility and deployment of community safety supports throughout the TTC network. As such, the TTC is committed to hiring up to 50 additional Special Constables throughout 2023, maintaining the number of Streets to Homes resources at 20 employees in total, and continuing its TTC Executive and Senior Management Team field visits. The TTC will also continue its involvement and collaboration with the Interdivisional and SafeTO Tables.

### Internal Communications

The TTC has been conducting additional outreach with employees to hear their feedback and ensure they have a clear understanding of resources that are available to support them. This additional outreach includes:

- Safety and Awareness Marketplace Events
  - Employee engagement events involving representatives from multiple departments to discuss topics at transportation divisions such as interacting with persons in crisis, de-escalation techniques, inclusiveness, reporting and assault prevention.
- Executive and Senior Management Team Field Visits
  - TTC site visits throughout the system to engage with frontline employees to provide them with support and seek their feedback on community safety.
- Corporate Notices and Campaigns
  - Frequent reminders to employees of the support systems that are available to them and explanations of the added resources available in the system.
  - Ongoing campaigns targeting frontline employees and providing information on how to deal with challenging situations, focusing on guidance to de-escalate the situation and "Stay Calm, Stay Safe, Seek Help".

#### **External Communications**

The TTC has developed two recent videos for customers. The first video explains who can assist in TTC stations and the second video shows safety features that can be accessed in the event of an emergency in stations and on the subway. The videos feature closed captioning, allowing customers to see the captioning in the language of their choice. The videos are currently available on YouTube and promoted on the TTC's social media channels.

In addition to the operator assault and SafeTTC posters that are already in place, a new multilingual poster has been launched in all modes of service (bus, streetcar, subways and stations). The poster encourages customers to visit ttc.ca/safety for information on what to do in an emergency and other safety measures. The text is shown in English, French, Chinese (Traditional and Simplified), Arabic, Farsi, French, Italian, Korean, Portuguese, Russian, Spanish, Tamil and Urdu. As of May 30, 2023, the posters have been installed in stations and on buses, streetcars and subway trains.

The safety-related content on the website (ttc.ca/safety) has also been professionally translated in the languages listed above. All other languages will be available through the Google translate feature on the website.

The SafeTTC App posters have been refreshed and the updated posters were installed as of May 30, 2023. The posters include information on two new features – texting and a webform. The new modes of communication do not require the sender to download the SafeTTC App to report an issue, providing customers with additional means of reporting issues. The reports from texting and webforms are automatically routed to the Transit Control Centre for follow-up.

The TTC has developed an integrated communications strategy to support the increase in communications received from different sources, including the SafeTTC App. The SafeTTC App has seen an increase in usage from February to April, driven by communications to encourage its use. The strategy includes additional training for Transit Control Centre employees to better equip Dispatchers and improve their ability to manage the volume of calls, triage calls appropriately and implement revised communication protocols. Currently, there are six additional Dispatchers within the Transit Control Centre that will continue to provide dedicated 24/7 coverage to coordinate deployment and incident response.

Finally, posters promoting the differences and availability of 9-1-1 and 2-1-1 have been developed. When complete, these posters will be placed in hot-spot locations throughout the system, with a planned installation by June 30, 2023.

## **Programs and Procedures**

### Vehicle and Facility Cleaning

In response to heightened concerns about cleanliness, the TTC introduced two additional cleaning initiatives to improve specific area cleanliness and overall customer experience: 1) Midday cleaning on vehicles on streetcar routes; and 2) Increased daily cleaning in stations.

Since January, midday cleaning on vehicles has been in place on streetcar routes 511, 504 and 505, Monday to Friday, with the balance of the fleet maintaining regular nightly cleanings. In response to challenges presented by the overnight use of stations for sleeping and respite, the TTC also introduced increased daily cleaning through a third-party service each morning at Union, Spadina and Queen stations to address waste and soiled materials left behind.

As the number of individuals using stations for accommodation has decreased since March 2023, the need for increased daily cleaning also decreased. While the TTC allocated additional funding to support the daily cleaning contract up to May 7, 2023, the contract was subsequently discontinued. The TTC will explore options to resume the cleaning contract in the event additional services are required in the future.

Cleaning activities will continue to be conducted by internal TTC resources. As part of the TTC's regular spring station-cleaning blitz, more than 100 summer students have been hired in janitorial roles. The students started work in May 2023 and will be conducting various cleaning tasks throughout all stations.

### **Extended Protective Barriers**

In February 2022, the TTC dispatched Blue Night buses with full barriers at all bus divisions. Supervisors confirm these runs have a bus with a full barrier or will change off the bus as required. Overall installation of the extended protective barriers is currently 86% complete and is scheduled for completion by the end of June 2023.

### Proposed Revisions to the Criminal Code

The TTC Board at its meeting on April 14, 2022, adopted a motion seeking to amend the Criminal Code by ensuring that any transit worker assaulted while performing their duties is considered an aggravating circumstance for the purpose of sentencing (currently only applies to transit operators). The TTC further requested that the Government of Canada engage with the TTC, ATU Local 113 and other unions, the City of Toronto and the Province of Ontario to develop a national framework aimed at eliminating transit worker assaults. In July 2022, a letter was issued to the Minister of Justice and Attorney General of Canada by the former TTC Chair, with a commitment to further consideration of the request.

In March 2023, the request was followed-up with a further letter from Deputy Mayor McKelvie reiterating the TTC's previous requests to amend the Criminal Code and create a national transit task force. The Government of Canada has advised they are reviewing the suggested amendments to the Criminal Code. It has also been noted in

City Council's motion calling on other orders of government to assist the City in addressing community safety and complex social issues on the transit system.

# **Upgraded Cellular Access**

Currently, TTC customers with any mobile provider can call 9-1-1 only where the cellular network exists – station platforms, concourses, and in approximately 25% of the tunnels. Rogers' preliminary plan is to equip the entire TTC subway system with a modern 5G network and full 9-1-1 access, regardless of mobile carrier. The expanded and upgraded network will deliver seamless wireless coverage with mobile voice and data services in all subway stations and entire length of Toronto's subway system, part of Rogers' commitment to expand connectivity for Torontonians.

Rogers will address gaps in the existing coverage area, and following the completion of Rogers' network build-out, all subway customers will be able to call 9-1-1 throughout the entire subway system, regardless of carrier. The TTC awaits the completed designs, and once all technical designs are finalized, a detailed, joint project schedule will be assembled that outlines implementation deadlines.

This plan supports City Council's motion to call on all cellphone providers to help efforts to keep the TTC safe and ensure cell service for all cellphones is available across the subway system as soon as possible.

### Station Transformation and Expansion of CCTV

As of May 7, 2023, all six Stations Hubs (York University, Kipling, Union, Bloor-Yonge, St. Clair West and Sheppard-Yonge) have been constructed and are fully commissioned. These hubs serve as central command posts, monitoring the stations within their zones and augmenting staff's ability to provide timely and effective response to customer inquiries and emergency incidents. Five out of the six hubs are staffed during revenue hours (5 a.m. to 1 a.m. Monday to Saturday and 7 a.m. to 1 a.m. on Sundays) except for the Union Hub which is staffed 24/7 to assist the Harbourfront streetcar customers.

The hubs are staffed with one supervisor who is primarily responsible for monitoring the CCTV cameras, answering customer inquiries, responding to Passenger Assistance Intercom (PAI) calls, triaging maintenance requests and providing support and assistance to frontline staff. All the hubs have the capability to monitor all the cameras within the stations as well as respond to PAI calls. In a scenario where a supervisor must leave the hub, they can forward all calls, including PAI, to a back-up hub to avoid any disruption to customer service.

All stations achieved 75% CCTV camera coverage as part of Phase 1 upgrades. Phase 2 is in progress and will increase the station camera coverage to 90%. Currently, 24 stations have achieved 90% coverage with the remaining stations being completed by Q4 2024. The additional camera coverage provides added visibility for Stations staff, improving customer service and increasing the safety and security of TTC customers and employees.

### **Intergovernmental Collaboration and Labour Relations**

### Interdivisional Table

The Interdivisional Table consists of Deputy City Managers responsible for Community and Social Services and Corporate Services, senior representatives from the City of Toronto's Shelter, Support and Housing Administration (SSHA) and Social Development, Finance and Administration (SDFA) divisions, the City's Corporate Security and Corporate Communications teams, as well as representatives from Toronto Public Health and Toronto Police Service. The Interdivisional Table was established to address issues and challenges related to responding to persons experiencing homelessness and individuals with complex needs on the transit system. The partners work towards shared outcomes, including a reduction in crime and creating pathways to better services for individuals needing assistance.

### SCALE and Transit Community Safety Dashboard

The SafeTO Collaborative Analytics and Learning Environment (SCALE) is the City of Toronto's internal data-sharing platform to support SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan. SCALE enables public sector entities to conduct advanced multisectoral data analysis, co-develop technology solutions and increase situational awareness of community safety issues through integrated data and analysis for planning purposes. The platform has provided hot-spot information for Streets to Homes to support their deployment of resources, and work on the linkage between different data sources is ongoing.

A new public-facing Transit Community Safety Dashboard has been developed, which will contain high-level, transit-specific community safety metrics to communicate the ongoing status of Transit Community Safety metrics. The dashboard will include information from the City of Toronto, Toronto Police Service and the TTC. SCALE will lead the data co-ordination of the dashboard and it will be available through the City of Toronto data portal on the City of Toronto's website. It will also be available through a link on the TTC's website. The dashboard will be released on June 12, 2023.

### Workplace Violence Prevention

The TTC is committed to providing a safe work environment and service that is free from violence. The TTC has a Workplace Violence Policy that is updated annually and a corporate program that sets out measures and procedures to protect workers, including assessing and controlling risks, establishing ways to obtain immediate assistance, providing reporting processes, and ensuring incidents are investigated.

The Joint Labour Management Committee (JLMC) consists of representatives from the TTC and ATU Local 113. It held its first meeting in August 2022 and provides a forum to communicate updates on the assault prevention action plan, review data and statistical analysis, and discuss programs and initiatives related to assault prevention. Recently, the JLMC supported communications to Joint Health and Safety Committees related to workplace violence prevention.

The Ministry of Labour, Immigration, Training and Skills Development (MLITSD) has initiated proactive site visits at TTC locations to inspect, inquire and request

documentation regarding risk assessments, reporting, training and control measures. The site visits were conducted in May and a summary of findings and outcomes will be developed.

# **CUTA Transit Safety Task Force**

In June 2022, due to the increasing number of incidents of violence and harassment on public transit systems, the Canadian Urban Transit Association (CUTA) formed a Safety and Security Task Force. The Task Force included representatives from transit organizations across Canada, including the TTC, to address the root causes of violence on transit and provide safety recommendations. The recommendations are national in scope and not agency-specific and include time scale and accountability.

The <u>recommendations</u> were announced and released publicly during a press conference on April 24, 2023. The recommendations focus on rider safety, staff safety, housing and supports, substance use and mental health. They are a guide for transit agencies, offering ways to address many of the broader societal issues that have been impacting public transit. They appeal to the appropriate partners in longer-term solutions since many of these issues extend beyond the purview of transit agencies.

Many of the proposals around training, resources, infrastructure and campaigns are consistent with actions already implemented by the TTC. Overall, the TTC supports recommendations regarding collaborative intergovernmental approaches to addressing the root causes of the complex social issues faced by transit agencies. The TTC continues to actively participate in the ongoing activities of the CUTA Transit Safety Task Force and will seek to leverage this and other forums to advocate for all orders of government to provide a coordinated response.

### TTC Program Planning and Next Steps

The TTC has developed actions that will evolve its approach to persons experiencing homelessness and individuals with complex needs by connecting them to the right supports in the right place. The TTC will also continue planning for the future by establishing a framework and overarching community safety and security plan.

## Getting Back to Transit (Move Along) Initiative

The TTC will continue to work with its partners to co-ordinate adequate support for persons experiencing homelessness and individuals with complex needs and discourage individuals from sheltering in the TTC network. Throughout the month of May, the TTC has been implementing the Getting Back to Transit (Move Along) initiative in three phases to connect individuals to the right supports in the right place. Additional details on the three phases are outlined below:

Phase 1 was implemented in early/mid-May and focused on overnight challenges at Union and Spadina stations. The TTC employs a compassionate and people-first approach to prevent individuals from taking shelter in TTC stations overnight. The steps include:

 Encouraging individuals to move from other stations to Union and Spadina stations, where additional supports are available.

- Continuing to support vulnerable people by having Streets to Homes employees and Community Safety Ambassadors conduct walkthroughs of the stations to ensure they have connected with all individuals who may need support. Streets to Homes is on site between 8:15 to 10:15 p.m. and 12:30 to 2 a.m.
- Continuing to provide Special Constable and Security Guard support at Union and Spadina stations to assist with any individuals remaining who have declined resources.
- Special Constables and Security Guards will use communication skills and develop rapport with individuals to reach a resolution that does not involve an arrest, which is only to be used as a last resort. Unless there is a public safety concern, individuals will be given every opportunity to leave the premises voluntarily.
- Special Constables receive mandatory de-escalation, unconscious bias, mental health awareness, defensive tactics and use of force training.
- Continuing to have two-to-three Special Constable cars (with two Special Constables per car) provide assistance between calls.

Phase 2 was implemented in early June and involved expanding the initiative across the system. This phase included Station staff and other frontline employees connecting individuals to the right supports in the right place and discouraging individuals from sheltering in the TTC network. The steps include:

- Encouraging individuals to move to Union station and access Streets to Homes resources located in a dedicated space with tables, chairs, signage, etc. in the pathway between the GO York Concourse and TTC subway entrance (i.e. moat).
- Communicating consistent messaging from all staff in stations to direct individuals to support services and reinforce the Getting Back to Transit (Move Along) initiative.
- Offering services and if accepted, making referrals to Streets to Homes through the Transit Control Centre. If the individual is not interested in a referral or refuses to leave the station, contacting Transit Control Centre to deploy Special Constable Service to support.

Phase 3 will follow and continue into the summer months. It will involve positioning additional staff and moving Collectors outside of booths in the unpaid area of the stations, specifically at the free entrance gate. These employees will support the Getting Back to Transit (Move Along) initiative and take an active role as the face of customer service in stations. Station staff receive de-escalation training and measures are in place for employees to contact their supervisor or Transit Control Centre for assistance, if required.

As part of the initiative, the TTC will be leveraging existing models of engagement currently used by the City of Toronto. A comprehensive communications plan has been developed to support the roll-out, targeting the impacted groups and describing the changes, expectations and approach to ensure consistency and alignment with the TTC's values of inclusion, dignity and respect. The plan includes communications to

both internal employees and external audiences using a variety of tactics, including town halls, face-to-face safety talks, posters, etc. Data will be obtained and compiled on the progress and outcomes of the initiative, with an update in fall 2023.

## Supporting Transport and Temporary Shelter

On May 12, 2023, City Council declared homelessness an emergency and approved the expanded operation of Warming Centres and improved access to space and health services for persons experiencing homelessness. As a result, there will be changes to the activation criteria for Warming Centres, the creation of a working group to identify locations, and additional funding requests to other orders of government to support these efforts.

On May 31, 2023, the City of Toronto reiterated its need for shelter support and called on other orders of government to create a fair, sustainable funding model to support people experiencing homelessness, including refugee claimants in need of temporary accommodation. The TTC supports the City of Toronto's approach to secure funding to address current shelter system challenges.

In preparation for the fall, discussions are underway with the City of Toronto on the use of decommissioned buses for providing temporary shelter and/or facilitating transport of persons experiencing homelessness and individuals with complex needs to City-owned properties.

## **Next Steps**

Moving forward, the TTC is formalizing a framework to assist with oversight and planning to sustain and adapt to the shifting environment. This includes ongoing collaboration with the City of Toronto, leveraging the Interdivisional Table and SafeTO Table to enhance co-ordination by clearly outlining accountabilities and funding for current and ongoing efforts.

The TTC will document its approach to community safety and security into a fulsome corporate community safety and security plan that aligns with the SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan adopted by Toronto City Council in July 2021. This will involve expanding the scope of existing action plans, applying a safety lens to customer satisfaction and co-ordinating strategies to support persons experiencing homelessness and individuals with complex needs. The CEO has had a preliminary discussion with the City's Ombudsman about the TTC's interdisciplinary approach taken to date and any support and guidance the Ombudsman could provide throughout the fall and winter as the planning continues.

The next update to the TTC Board will occur in fall 2023 in advance of the 2024 Operating Budget submission and will cover updates on recent initiatives, including the Getting Back to Transit (Move Along) initiative, outcomes from continued frontline presence in the transit system and the progress of established forums focused on community safety and security. The TTC will continue to advance the multidisciplinary work being conducted with our agency partners to achieve its objectives and prepare for the fall.

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# **Signature**

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