



TTC's Partnership Approach to Community Safety, Security and Well-Being on Public Transit

Date: September 26, 2023

To: TTC Board

From: Chief Safety Officer

Summary

Over the last year, the TTC, in partnership with City of Toronto divisional, agency and external partners, has been working to address societal challenges that continue to impact the public transit system. Specifically, the TTC has responded to:

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

A multi-disciplinary approach was established, recognizing that the TTC, as a transit system operator, required the skills and support of social service as well as mental health providers to best support individuals with complex needs in the system. In 2023, a series of reports were presented to the TTC Board to provide regular updates on the progress being made and lessons learned to date, as the TTC seeks to identify solutions to support some of the City's most vulnerable communities.

Based on the experience over the last year, the TTC is anticipating an increase in the use of the transit network for sheltering in the coming winter months due to weather changes and the limited availability of housing and shelter beds in the city of Toronto. The TTC will continue working with its partners to connect individuals to the right supports in the right place using a compassionate and people-first approach that aligns with the TTC's values of inclusion as well as dignity and respect.

In order to prepare for the months ahead, the TTC conducted an evaluation of current strategies and resources supporting community safety and well-being throughout the TTC's transit network. The assessment considered transit safety metrics, customer outreach, and the activities of current resources. In summary, the key findings included:

- Since January 2023, there has been a noticeable decrease in offences against both customers and employees. This reduction underscores the positive impact of the implemented initiatives, particularly evident in the decline of more serious types of offences.
- Having a sense of personal safety remains a key challenge area for the TTC and the ongoing high-visibility presence from community safety supports, including Special Constables, Security Guards and Toronto Police Officers, continues to contribute towards a sense of safety for employees and customers. Customers reported that staff presence was the most important feature to enhance a sense of safety. When issues arose, they were twice as likely to report to Stations staff and Operators than online, by phone or by passenger assistance intercoms.
- Both Security Guards and Community Safety Ambassadors play a role in de-escalating and resolving incidents as they address issues from pre-deployed locations.
- 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.

The assessment indicated that the TTC will require the continuation of the measures undertaken in 2023 and the introduction of new measures to: increase staff presence in key subway stations, bus and streetcar terminals; utilize TTC buses to transport individuals to shelters; and provide community safety program support. In order to ensure all community safety, security and well-being measures are in place for the 2023-2024 winter season, and as necessary through to the end of 2024, the TTC will require an additional \$26.8 million in 2024 and will enhance current efforts in three areas:

1. High-visibility presence and incident management;
2. Social support for persons experiencing homelessness and individuals with complex needs; and,
3. Community safety program support.

This report also provides an update on the range of initiatives undertaken by the TTC and its partners in the areas of data analysis, education and training, engagement and communications, programs and procedures, and incident response and support.

It is recommended that the TTC continue its multi-disciplinary approach with the resource requirements as outlined in this report, while undertaking a comprehensive assessment of the community safety and security operating model which will inform long-term requirements. The TTC will also continue to collaborate with other orders of government, external agencies, and its Union partners to ensure the safety and well-being of its employees, customers, and members of the public.

Recommendations

It is recommended that the TTC Board:

1. Reaffirm its support for the TTC's multi-disciplinary approach to managing community safety and well-being issues on the system with measures that provide:
 - a. High-visibility presence and incident management;
 - b. Social support for persons experiencing homelessness and individuals with complex needs; and,
 - c. Community safety program support.
2. Support the continuation of the 2023 approved and emergency community safety, security and well-being measures in place and the introduction of new measures for the balance of 2023 to: increase staff presence in key subway stations, bus and streetcar terminals; utilize TTC buses to transport individuals to shelters; and provide community safety program support, with the projected costs of \$10.3 million, as outlined in Table 1, to be funded from the TTC Stabilization Reserve, in accordance with the TTC's Chief Executive Officer's delegated authority.
3. In order to ensure all community safety, security and well-being measures are in place for the 2023-2024 winter season, and as necessary through to the end of 2024, authorize:
 - a. The continuation of the LOFT/M-DOT pilot for one additional year, from March 15, 2024 to March 15, 2025, to fully assess the impact through the winter of 2024 timeframe;
 - b. An increase in the TTC's 2023 approved complement of 178 that will provide:
 - i. 4 Janitors for extended station cleaning;
 - ii. 6 Transit Control Centre Dispatchers dedicated to safety communications in the transit network;
 - iii. 130 Customer Service Agents; 30 Field Supervisors and 1 Slip Clerk for a total of 161 positions to increase staff presence in key subway stations, bus and streetcar terminals;
 - iv. 6 bus Operators to transport individuals to shelters;
 - v. 1 Program Manager to co-ordinate and support the TTC's Community Safety, Security and Well-Being program;
 - c. TTC staff to include the complement adjustment in the City's nine-month Variance Report for City Council's consideration and approval;
 - d. Staff to request the City of Toronto to include an increase of \$8.3 million in the its 2024 Interim Spending Authority for the TTC to ensure spending authority is

in place to cover costs for Q1 2024, as outlined in Table 2, representing the balance of the 2023-2024 winter season, and until such time as City Council considers the 2024 Operating Budget for its approval; and,

- e. Staff to include \$26.8 million, as outlined in Table 2, representing the total incremental 2024 cost to fund the annualized costs of 2023 approved initiatives and the continuation of the 2023 emergency and new initiatives in its 2024 Operating Budget submission to the TTC Board and the City of Toronto for consideration in the 2024 Budget process.
4. Direct staff to forward this report to the City Manager and Interim Chief Financial Officer and Treasurer for their information.

Financial Summary

2023 Budget

The 2023 Operating Budget approved by the TTC Board on January 9, 2023, and on February 15, 2023, by the City Council with an amendment of \$0.5 million, includes \$4.9 million in new investments to fund community safety, security and well-being initiatives. The new funding provided 10 additional Streets to Homes outreach workers, 25 more TTC Special Constables, the introduction of midday streetcar cleaning on major routes and a one-year pilot to expand Multi-Disciplinary Outreach Teams (M-DOT) from March 2023 to March 2024.

2023 Emergency Expenditures

On February 28, 2023, the TTC Board increased the CEO's delegated expenditure authority to \$15.0 million to respond to an emergency, defined as any situation of extreme urgency brought about by unforeseeable events that makes the procurement of goods and services necessary to address an immediate risk to health, safety, security, cybersecurity, property, the environment or other public interests of the TTC and/or City of Toronto. This delegated authority was granted for the sole purpose of enabling the CEO to award or amend contracts for the procurement of goods and services to implement measures, in this instance, to address the health, safety and security of TTC employees, customers and the public on TTC's transit network. The TTC Board also requested regular updates on the expenditures being incurred. On a year-to-date basis to July 1, 2023, \$2.8 million was incurred under this authority.

Under delegated authority, additional community safety, security and well-being initiatives are being recommended for the 2023-2024 winter season. Taking into account all costs anticipated to be incurred for 2023 approved, emergency and new initiatives through to the end of 2023, total expenditures are anticipated to reach \$10.3 million by year-end.

This updated year-end projection is \$6.1 million higher than the year-end projected expenditures reported through the Financial Update report to the TTC Board on June 12, 2023. The increase is due to the additional \$3.8 million anticipated to be spent for staffing in key stations, bus and streetcar terminals (130 Customer Service Agents and 30 Supervisors) and \$1.3 million for the extension of the Security Guards and Community Safety Ambassador contracts and modifications made to buses to support the operation and maintenance of Transport Buses. Actual expenditures to July 1, 2023, and projected expenditures to December 31, 2023, are summarized in Table 1 below:

Table 1: Community Safety, Security and Well-Being Expenditures: Projected Costs to December 31, 2023

	Actual Cost to July 1, 2023	Projected Cost to December 31, 2023
2023 Community Safety, Security and Well-being Emergency Response (\$M)		
High-visibility Presence and Incident Management		
Current Emergency Initiatives		
50 Temporary Security Guards	1.4	3.4
Six Transit Control Dispatchers	0.3	0.7
Special Constables Overtime – High Visibility Patrols	0.2	0.2
Extended Station Cleaning	0.1	0.1
Subtotal	2.0	4.4
New Initiatives		
Additional Stations Staff	-	3.8
Subtotal	-	3.8
Subtotal: High-visibility Presence and Incident Management	2.0	8.2
Social Supports for Persons Experiencing Homelessness and Individuals with Complex Needs		
Current Emergency Initiatives		
20 Community Safety Ambassadors	0.6	1.4
De-Escalation Training	0.1	0.1
Subtotal	0.7	1.5
New Initiatives		
Transport Buses	0.1	0.6
Subtotal	0.1	0.6
Subtotal: Social Support	0.8	2.1
2023 Community Safety, Security and Well-being Emergency Response	2.8	10.3

All 2023 costs will be funded by a draw from the TTC Stabilization Reserve that was authorized by the TTC Board on February 28, 2023 and by City Council on March 30, 2023. Year-end underspending may also be leveraged as an alternative to a stabilization reserve draw, should under-expenditures be available upon finalization of year-end results.

2024 Budget Impact

Based on the resourcing plan outlined in this report, the Community Safety, Security and Well-Being program will have a total cost of \$31.7 million in 2024. This reflects an increase of \$26.8 million required above the \$4.9 million approved in TTC's 2023

Operating Budget to fund the annualized costs of 2023 approved initiatives and the continuation of the 2023 emergency and new initiatives. Of the total \$26.8 million in incremental funding required, \$18.5 million will fund the additional 130 Customer Service Agents and 30 Supervisors for the full year in 2024 and the remaining \$8.3 million increase would provide funding to annualize 2023 budgeted initiatives and continue actions commenced under CEO delegated authority in 2023. \$8.3 million of the increased funding is required in the first quarter of 2024 to ensure that all measures can continue through the winter of 2024, or until such time as City Council approves the 2024 Operating Budget. In order to ensure appropriate spending authority is in place, it is necessary for the City’s Interim Spending Authority estimate for the TTC to be increased.

Table 2 below outlines the costs associated with the proposed Community Safety, Security and Well-Being program for 2024.

Table 2: 2024 Community Safety, Security and Well-Being Program Expenditures

Proposed 2024 Community Safety, Security and Well-being Investments (\$M)	2023 Budget	2024 Incremental			2024 Total Budget	Complement Change
		Q1	Q2-Q4	Full Year		
High-Visibility Presence and Incident Management						
2023 Budgeted Initiatives						
Annualization of 25 Additional Special Constables	2.4	0.8	-	0.8	3.2	-
Streetcar Midday Cleaning	1.0	-	-	-	1.0	-
Subtotal	3.4	0.8	-	0.8	4.2	-
Current Emergency Initiatives						
50 Temporary Security Guards	-	1.1	1.7	2.8	2.8	-
Six Transit Control Dispatchers	-	0.2	0.5	0.7	0.7	6
Extended Station Cleaning	-	0.1	0.3	0.4	0.4	4
Subtotal	-	1.4	2.5	3.9	3.9	10
New Initiatives						
Additional Stations Staff (130 CSA, 30 Supervisors, 1 Slip Clerk)	-	4.6	13.8	18.4	18.4	161
Subtotal	-	4.6	13.8	18.4	18.4	161
Subtotal: High-Visibility Presence and Incident Management	3.4	6.8	16.3	23.1	26.5	171
Social Supports for Persons Experiencing Homelessness and Individuals with Complex Needs						
2023 Budgeted Initiatives						
Streets to Homes: Annualization of 20 dedicated Resources	1.0	0.4	-	0.4	1.4	-
Continuation of Multi-Disciplinary Outreach Team Pilot Program	0.5	-	-	-	0.5	-
Subtotal	1.5	0.4	-	0.4	1.9	-
Current Emergency Initiatives						
20 Community Safety Ambassadors	-	0.4	1.3	1.7	1.7	-
Subtotal	-	0.4	1.3	1.7	1.7	-
New Initiatives						
Transport Buses	-	0.6	0.4	1.0	1.0	6
Subtotal	-	0.6	0.4	1.0	1.0	6
Subtotal: Social Support	1.5	1.4	1.7	3.1	4.6	6
Community Safety Program Support						
New Initiatives						
Review of Community Safety and Security Operating Model	-	0.1	0.4	0.5	0.5	-
One Program Manager - Community Safety & Security	-	0.1	-	0.1	0.1	1
Subtotal	-	0.1	0.5	0.6	0.6	1
Subtotal: Community Safety Program Support	-	0.1	0.5	0.6	0.6	1
Total 2024 Community Safety, Security and Well-being Investments	4.9	8.3	18.5	26.8	31.7	178

The increased funding requirement for 2024 will be incorporated into the 2024 Operating Budget submission for the TTC Board's consideration.

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

Equity/Accessibility Matters

A cornerstone of the TTC's current Corporate Plan is accessibility, and as a proud leader in providing accessible public transit to the residents in the city of Toronto and surrounding municipalities, the TTC is committed to ensuring reliable, safe, accessible, and inclusive transit services for all its customers.

There are complex societal challenges facing members of Toronto's diverse communities, and like other major public-facing services, innovative solutions to support individuals in need are required both short-term and long-term. The solutions to these issues need to be multi-faceted 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 in order to better serve all users of the system.

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 multi-disciplinary 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 million and requesting a detailed update on expenditures at the next TTC Board meeting.

At its meeting on March 30, 2023, the City Council considered agenda item [EX3.13 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.

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. Staff presented insights into the effectiveness of initiatives, discussed current system safety supports, and referenced upcoming actions.

At its meeting on June 12, 2023, the TTC Board received For Action the [Community Safety and Security Update Report](#). The report included an update on the implementation of the multi-disciplinary approach undertaken by the TTC and the progress of actions to improve community safety. This included an overview of insights from the analysis of key performance indicators, recommendations about continuing current actions, and the next steps in the TTC's planning process. The TTC Board also adopted recommendations, with amendments, proposed by the City Council on March 29, 30, and 31, 2023, as outlined in the [TTC Board Decision – Community Safety and Security Update](#).

At its meeting on July 11, 2023, the City of Toronto's Executive Committee received For Action the [Update on City Partnership to Advance Community Safety and Well-Being on the Transit System Report](#). The report responded to the City Council directives to the TTC and the City of Toronto to develop further actions to advance the integrated work of the TTC, Toronto Police Service, and City divisions to improve community safety and well-being on the transit system. The report was a companion to the progress report received by the TTC Board at its June meeting.

Issue Background

The TTC aims to improve and strengthen community safety and well-being throughout the TTC network by implementing strategies to improve a sense of safety on the TTC through a multi-disciplinary approach.

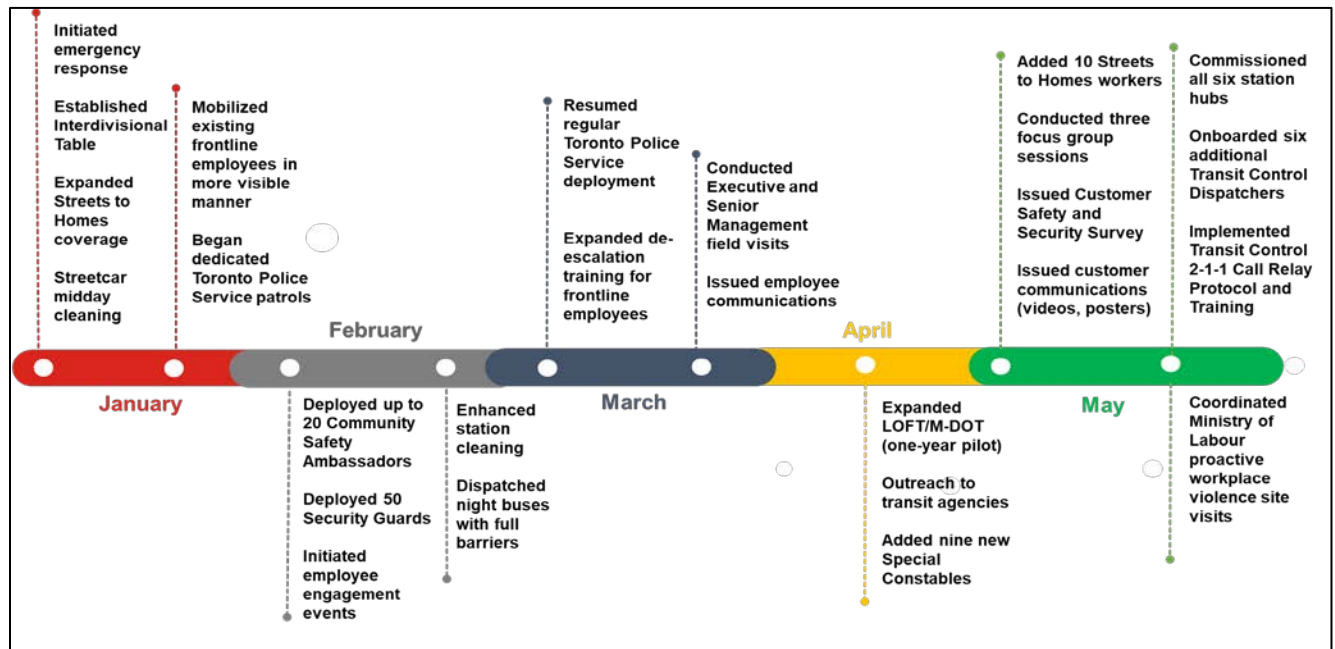
Community safety and the well-being of employees and customers is of paramount importance to the TTC. Societal challenges continue to impact the transit network and throughout the response, the TTC and its partners have used a compassionate and people-first approach that aligns with the TTC's values of inclusion as well as dignity and respect.

In January 2023, in response to a rise in incidents against employees and customers, the TTC initiated an emergency response to improve communications, collaboration and consultation; adjust service delivery; and, expand the scope of existing safety action plans to encompass community safety efforts. This included mobilizing existing frontline employees in a more visible manner and engaging daily with frontline staff to better understand and report back on issues and concerns.

In addition, the TTC implemented a multi-disciplinary approach with the City of Toronto to leverage its expertise and augment the work conducted by the TTC. The collaboration between the TTC, the 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 the deployment of additional resources and implementation of a broad range of training, communications, jurisdictional reviews and analytics integration initiatives. Refer to the timeline in Figure 1 below for additional details:

Figure 1: Timeline of Initiatives (January to May 2023)



In May 2023, with well-established community supports in place, the TTC began a new initiative focused on connecting individuals to the right supports outside of the transit system.

The TTC began implementation of the *Getting Back to Transit* initiative in May 2023 using a phased approach, focusing on connecting individuals to the right supports in the right place. This initiative was supported by a comprehensive communications campaign.

In June 2023, the TTC, the City of Toronto, and the Toronto Police Service initiated a collaborative process to share metrics on the progress of community safety and well-being interventions to inform the need for continued resources.

The TTC, City divisional, agency and external partners report on the progress of transit system community safety and well-being monthly on the new public dashboard available on the City of Toronto’s website at www.toronto.ca/transitdata and through a link on the TTC’s website at www.ttc.ca/riding-the-ttc/safety-and-security. The TTC uses available data to inform the deployment of community safety resources to best optimize their collective presence within the system.

Also in June 2023, the TTC determined there was a need to continue community safety resources, based on the findings from an interim assessment of the measures and resources in place. The TTC extended the contracts for Community Safety Ambassadors and Security Guards to September 30, 2023 as Special Constables and Streets to Homes Outreach workers onboarded and recommended the continuation of Toronto Police Service patrols and the LOFT/M-DOT pilot program.

Comments

The purpose of this report is to provide an update on the impact of various initiatives to date and based on the findings from the assessment of current strategies and resources, outline recommendations on an enhanced approach as the TTC prepares for the 2023-2024 winter season. The report also outlines next steps being taken to mature the TTC's approach to this challenge long-term, which includes the development of a Five-Year Plan and implementing program management support to ensure the TTC can best sustain its ongoing support for the safety and well-being of its employees, customers and the public.

Progress on Initiatives

The TTC continues to expand on its range of initiatives to address community safety in the areas of data analysis, education and training, engagement and communications, programs and procedures, and incident response and support.

The TTC has continued to deliver de-escalation training to employees, enhance cleaning of stations and vehicles (i.e. streetcars), conduct customer engagement initiatives, and improve frontline visibility throughout the network. An overview of the TTC's ongoing initiatives to improve community safety and well-being on the TTC can be found in Attachment 1. The TTC will continue to monitor the effectiveness of its measures with regular dashboard reporting and provide updates on its actions and initiatives to the TTC Board.

Anticipated Impacts on the TTC Network

A proactive response is needed for the anticipated increase in the number of individuals seeking shelter this winter.

The City of Toronto continues to experience an unprecedented demand for emergency shelter due to several factors, including insufficient affordable housing supply, increased housing costs, a volatile economy with high inflation, and wages and income supports that are too low to address the cost of living in Toronto and across Ontario. Additionally, the City of Toronto is seeing an increase in refugee claimants requesting emergency shelter. Despite ongoing investments to expand the shelter system – which is currently providing shelter and support to 9,000 people nightly – the system remains at capacity and each night, the City of Toronto is unable to provide shelter to hundreds of people requesting a space.

The City of Toronto continues to advocate for a greater commitment from the provincial and federal governments to help address the complex elements of Toronto's homelessness issue. This includes additional funds for shelter services, refugee response, housing, income, mental health and harm reduction supports.

The TTC is anticipating an increase in the use of the transit network for shelter in the coming months based on the notable increase in individuals who sought shelter during the previous winter season. The demand will increase not only due to weather changes, but also due to limited availability of housing and shelter beds throughout the city of Toronto. This will require ongoing community safety resources to connect persons experiencing homelessness and individuals with complex needs to support outside of the transit network, including the City of Toronto warming centres and shelters.

In winter 2023, the TTC was allocated 10 shelter spaces for individuals redirected from the network. The number of persons experiencing homelessness and individuals with complex needs using the TTC for respite last winter was estimated to be 200 individuals during the day and more than 50 individuals overnight. The TTC is awaiting confirmation on the number of shelter spaces that will be allocated for the TTC for this upcoming winter. Providing a high-visibility presence in the system along with ongoing social support remains the priority for this winter.

Assessment Findings

The assessment reviewed the impact of current strategies and community safety resources (i.e. Community Safety Ambassadors, Streets to Homes, LOFT/M-DOT, Special Constables, Toronto Police Service, Security Guards) on the TTC system. For a summary of current safety resource supports, refer to Attachment 2.

The assessment also looked at key findings from transit safety metrics, including incidents (i.e. offences, major crimes), interventions (i.e. wellness checks, engagements, referrals), perceptions (i.e. personal sense of safety), and customer outreach. In summary:

- Between January and July 2023, there has been a decrease of 51% in the rate of offences against customers and a decrease of 14% in the rate of offences against employees. There are also lower rates of major crimes on the TTC network compared to the city of Toronto overall. Overall, crimes on the TTC represented 2.49% of all occurrences in the City of Toronto in July 2023. This is a reduction from a rate 4.1% in January 2023. This follows a range of 3.6%-4.4% since prior to the COVID-19 pandemic. This underscores the positive impact of the implemented initiatives, particularly evident in the decline of more serious types of offences.
- Both Security Guards and Community Safety Ambassadors play a role in de-escalating and resolving incidents as they address issues from pre-deployed locations. In July, Security Guards and Community Safety Ambassadors addressed 290 and 221 incidents respectively, over and above those attended by Special

Constables. On average, from March to July 2023, 62% of incidents were resolved in place, 28% de-escalated and 10% escalated to Transit Control to dispatch Emergency Medical Services or Toronto Police Service, reducing overall demand on Special Constables and improving incident response volume and time.

- With the seasonal improvement in weather, community support services experienced a decrease in the number of referrals to shelter for individuals experiencing homelessness. Despite that, in July 2023, there were more than 700 site visits by Streets to Homes, 65 persons engaged by M-DOT, a further 28 persons engaged by Toronto Public Health, and over 2,400 wellness checks conducted by Community Safety Ambassadors, indicating an ongoing need for outreach and support. It is expected that there will be an increase in demand for these community support services this coming winter.
- Satisfaction with personal safety continues to be the lead indicator for customer sense of safety. In January, satisfaction with personal safety was 67%, and despite reductions in actual safety incidents, satisfaction with personal safety was 54% in July 2023, remaining a key challenge area for the TTC.
- As noted in the Customer Community Safety and Security Survey from Q2 2023, customers reported that staff presence was the most important feature to enhance a sense of safety. When issues arose, customers were twice as likely to report to Stations staff and Operators than online, by phone or by passenger assistance intercoms. Focus groups conducted in May 2023 with people who identify as women also noted the importance of staff visibility.

For additional details on key transit safety metrics, refer to Attachment 3 and the new public dashboard available on the City of Toronto's website at www.toronto.ca/transitdata and through a link on the TTC's website at www.ttc.ca/riding-the-ttc/safety-and-security.

Based on the findings from the assessment and in light of an expected fall/winter response, the TTC has developed recommendations in consultation with internal and external stakeholders from the City of Toronto. Overall, the TTC will require ongoing community safety resources to support its goal of improving and strengthening community safety, security and well-being using a compassionate and people-first approach. The recommendations are grouped into three categories based on their intended outcomes:

1. Enhancing high-visibility presence and improving incident management.
2. Supporting persons experiencing homelessness and individuals with complex needs.
3. Ensuring community safety program support.

Recommendation #1: Enhancing High-visibility Presence and Incident Management

In order to enhance high-visibility presence and incident management for the upcoming winter season, the following actions, summarized below, are recommended. For

supporting information, including the assessment considerations and findings, refer to Attachment 4.

Actions:

- Increase Stations staff by 130 Customer Service Agents and 30 Supervisors in key locations throughout the network to increase visibility, improve incident response, and improve customer service;
- Maintain the six Transit Control Dispatchers in the Transit Control Centre to provide dedicated 24/7 coverage of the Security Desk and co-ordinate deployment and incident response;
- Maintain the current number of Security Guards (50 contracted employees) to improve sense of safety and incident management, while re-evaluating the number required as additional Special Constables are onboarded to reach the target of 140 Special Constables in total;
- Establish contract for Security Guards to the end of 2024 to allow for a more dynamic response to the ongoing onboarding of Special Constables, and determine long-term community safety resource requirements based on the findings from the Community Safety and Security Operating Model review;
- Enhance the current deployment model for both Security Guards and Special Constable Service to provide a more dynamic and timely response to events;
- Continue Toronto Police Service patrols during peak post times and in key locations; and,
- Increase janitorial staff by four employees to enhance station cleaning in key locations and adapt to seasonal needs. In winter 2023, in response to challenges presented by the overnight use of stations for sleeping and respite, the TTC increased daily cleaning each morning at Union, Spadina and Queen stations. With the anticipated increase in the use of the transit network for shelter this coming winter, the TTC will require increased station cleaning.

Recommendation #2: Supporting Social Support for Persons Experiencing Homelessness and Individuals with Complex Needs

Having the capacity to support persons experiencing homelessness and individuals with complex needs that are anticipated to seek shelter on the transit system this upcoming winter season is critical to the TTC's approach. The following summarizes the recommended actions necessary for the TTC to ensure effective supports are in place for persons experiencing homelessness and individuals with complex needs. The assessment considerations and findings are outlined in Attachment 5.

Actions:

- Maintain the current number of Streets to Homes resources dedicated to the TTC (20 employees in total), connecting people with shelter and housing services. Since January 2023, Streets to Homes has engaged with more than 4,000 individuals, with over 2,500 accepting services;
- Maintain the current number of Community Safety Ambassadors (20 contracted employees in total) to provide support for persons experiencing homelessness

and individuals with complex needs to the end of 2024. On average, Community Safety Ambassadors conducted over 2,600 wellness checks from March to July 2023, indicating an ongoing need for outreach and support for additional incidents (i.e. drug use, overdose, debris clean-up);

- Establish contract for Community Safety Ambassadors to the end of 2024 to allow for continued support, and determine long-term community safety resource requirements based on the findings from the Community Safety and Security Operating Model review;
- Mobilize dedicated buses to provide a means of accessing City of Toronto warming centres and shelters and provide temporary shelter while individuals are awaiting transport; and,
- Extend the one-year LOFT/M-DOT pilot program into 2025, providing transitional services to individuals with complex psychiatric and/or concurrent disorders. The response from clients has been positive and the program continues to develop strategies for building relationship with clients.

Recommendation #3: Community Safety Program Support

The TTC's response to safety and well-being in the transit system this past fall/winter was executed as an emergency event, however, it clear that there will be a need to build ongoing capacity to sustain TTC's community safety program management and support. This includes obtaining a dedicated program manager to lead the development and implementation of the Five-Year Community Safety, Security and Well-Being Plan which will outline the overall strategy and mature the multi-disciplinary approach with key external partners, as well as align with the SafeTO: Toronto's 10 Year Community Safety and Well-Being Plan adopted by the City Council in July 2021. Previous findings from transit agency outreach support the need for a dedicated resource to oversee and co-ordinate community safety efforts.

In addition, the complexity of safety and security issues on the TTC necessitates the investment in a longer-term security assessment of resources assigned to the TTC. The outcome of the assessment will be a revised Security Operating Model that considers Special Constables, Toronto Police Service, corporate security and community safety and well-being. A scope of work is being developed with procurement scheduled for fall 2023.

Actions:

- Obtain a dedicated program manager to co-ordinate and evaluate community safety efforts and lead the development and implementation of the Five-Year Community Safety, Security and Well-Being Plan; and,
- Obtain the services of a consultant to conduct a review of all TTC community safety and security operations, security assets and resources, as well as provide a best practice review from other jurisdictions.

Next Steps

The TTC will continue to implement its multi-disciplinary approach and monitor the progress of actions to improve community safety, security and well-being. This includes collaborating with other orders of government, external agencies and Union partners to ensure the safety of employees, customers and members of the public. The TTC will report back on the findings from the comprehensive assessment of the community safety and security operating model, which will inform resource requirements in the long-term. The TTC is also committed to fulfilling the directives approved by City Council in partnership with the City of Toronto. The TTC will continue to provide updates to the TTC Board.

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Chief Safety Officer

Attachments

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Attachment 1

Table 1 below outlines a summary of recent updates on the TTC's community safety, security and well-being action plan, with actions grouped by category.

Table 1: Recent Updates on Community Safety, Security and Well-Being Action Plan

Category	Action Item No.	Action Item	Recent Updates	Key Partners
Data Analysis	1	Review and expand data analysis to inform action items	<ul style="list-style-type: none"> Reporting of transit safety metrics occurs monthly through the CEO's Report and <i>Community Safety and Well-Being on Transit</i> dashboard. The TTC uses available data to inform proactive and strategic deployment of resources. 	TTC City of Toronto Toronto Police Service
Education and Training	2	Review and improve existing training for employees	<ul style="list-style-type: none"> De-escalation training for frontline employees is now provided by TTC's Operations Training Centre. Instructors deliver four to six classes per week, with more than 10% of frontline employees trained. Training for frontline employees is expected to be completed by Q2 2024. 	TTC
Engagement and Communication	3	Develop and deliver internal and external communications campaigns	<ul style="list-style-type: none"> Updated 911/211 posters completed and issued in July 2023. Ongoing communications to support messaging to employees and customers around community safety. 	TTC

Category	Action Item No.	Action Item	Recent Updates	Key Partners
	4	Increase employee and community engagement programs	<ul style="list-style-type: none"> • Customer Community Safety and Security Survey issued in May 2023, with more than 1,200 responses received. • Learnings from Focus Group sessions and Customer Surveys continue to inform the approach. • Community consultations with women and gender-diverse populations are ongoing, with the development of a women and safety audit underway (City Council Directive). • *NEW* Posters will be issued in TTC stations and vehicles in fall 2023 to support the Toronto for All campaign to confront and eliminate all forms of discrimination and racism (City Council Directive). • Executive town halls with frontline employees have been scheduled starting in October 2023, and an engagement strategy is in development. • Safety and awareness marketplace events continuing at transportation divisions throughout 2023. 	TTC City of Toronto

Category	Action Item No.	Action Item	Recent Updates	Key Partners
Programs and Procedures	5	Strengthen penalties for assaults against all transit workers	<ul style="list-style-type: none"> • Follow-up letter issued in March 2023 to the Minister of Justice and Attorney General of Canada. The Government of Canada advised they are sharing the information with the appropriate departmental officials for consideration. • Advocacy for amendments included in TTC efforts with the CUTA Transit Safety Task Force. 	TTC CUTA

Category	Action Item No.	Action Item	Recent Updates	Key Partners
	6	Implement vehicle and facility improvements	<ul style="list-style-type: none"> • Station cleaning blitz to continue to the end of September. Midday cleaning of vehicles on streetcar routes and increased daily station cleaning is ongoing. • *NEW* Station gates at Union Station are in progress, with completion by November 2023. • *NEW* Relocation of on-street relief points at seven locations to be implemented in September 2023. Upcoming system-wide review of break/relief locations for Line 3 closure and Line 5 and 6 closure. • *NEW* Briefing Note issued outlining updates to cellular coverage in the transit network (City Council Directive). • Extended protective barriers 86% complete, with scheduled completion November 2023. Schedule shifted due to material delay. • Phase 2 upgrades to CCTV camera coverage in progress, with 29 stations achieving 90% coverage. The remaining stations are to be completed by the end of 2024. 	TTC

Category	Action Item No.	Action Item	Recent Updates	Key Partners
	7	Continue to benchmark against international best practices in transportation	<ul style="list-style-type: none"> • Outreach to North American transit agencies was conducted and findings supported the overall approach to community safety. 	TTC City of Toronto
Incident Response and Support	8	Increase frontline presence throughout the network	<ul style="list-style-type: none"> • In June 2023, The TTC extended contracts for Security Guards and Community Safety Ambassadors to September 30, 2023. • Continue Special Constable Service recruitment and onboarding efforts. • Continue Toronto Police Service patrols during peak post times and in hot-spot locations. • *NEW* The TTC enabled additional employee groups to administer naloxone in September 2023. Stations have been equipped with naloxone kits to provide improved access to respond to opioid overdose emergencies 	TTC City of Toronto Toronto Police Service
	9	Formalize the process for employee outreach and support following an incident	<ul style="list-style-type: none"> • Employee support procedure in development outlining the process and available support following a traumatic event. 	TTC

Category	Action Item No.	Action Item	Recent Updates	Key Partners
	10	Co-ordinate with the external partners to enhance community support and incident response	<ul style="list-style-type: none"> • Collaboration with the City through the Interdivisional Table continues with regular cadence of meetings. • Partnership with ATU 113 through the Joint Labour Management Committee to discuss initiatives. • Participation in CUTA's Safety and Security Task Force and survey to leverage advocacy efforts (City Council Directive). • Co-ordination of proactive visits by the Ministry of Labour, Immigration, Training and Skills Development to assess compliance with workplace violence requirements. 	TTC City of Toronto ATU 113 CUTA

Attachment 2

Summary of Current Safety Supports

A summary of current safety resources and their role in the transit system is outlined in Table 1 below.

Table 1: Summary of Current Resources and Role in the Transit System

Resource	Description of Resources	Role in the Transit System
Toronto Police Service Officers	Uniformed frontline officers responsible for the safety of the city of Toronto.	First responder/ Law enforcement
TTC Special Constables Service	Uniformed frontline officers responsible for the safety of the TTC system including employees, customers and property.	First responder/ Law enforcement
TTC Station Supervisors	Highly visible frontline employees responsible for the orderly management of subway stations. Focused on customer service and overseeing their assigned stations.	High-visibility support
TTC Mobile Supervisors	Highly visible frontline employees responsible for a quick response to events impacting the operations of the transit system. Focused on customer service and supporting the safe resumption of service after an incident occurs.	High-visibility support
TTC Fare Inspectors	Uniformed frontline staff who are typically responsible for supporting the proof of payment system. Also support outreach efforts and are a resource for employees and customers.	High-visibility support
Streets to Homes workers – Uniformed City Employees	Non-law enforcement workers who provide street outreach and housing-related follow-up support to assist under housed individuals sleeping outdoors.	High-visibility support for people experiencing homelessness to find and keep housing
Security Guards – Uniformed Contracted workers	Security Guards are experienced in dealing with people experiencing homelessness who are in crisis. Law enforcement with advanced training in Mental Health First Aid, Overdose Recognition and Prevention, and Non-Violence Crisis Intervention.	Tasked with observing and reporting to Transit Control Limited law enforcement capability
Community Safety Teams – Uniformed	Non-law enforcement who are focused on engaging with individuals experiencing homelessness to help address immediate	High-visibility support responsible for helping individuals

Contracted workers	needs and liaise with Streets to Homes workers.	experiencing homelessness and other vulnerable populations
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Attachment 3

Key Findings from Transit Safety Metrics and Customer Outreach

Overall, there has been an improvement in the number of offences against customers and employees, and lower rates of major crimes compared to the city of Toronto overall.

Since January 2023, there has been a noticeable decrease in offences against both customers and employees (see Chart 1 and Chart 2 below). This reduction underscores the positive impact of the implemented initiatives, particularly evident in the decline of more serious types of offences.

Recent offences data from July 2023 has shown the following:

- There was a 24% decrease in the rate of offences against customers per million boardings, from 1.74 in June to 1.32 in July, and a decrease of 51% from 2.7 offences per million boardings in January 2023. Following the introduction of initial community safety initiatives, in April 2023, the rate of offences against customers was 1.7 offences per million boardings.
- Since January 2023, the overall rate of offences against employees has decreased 14%. Excluding threats, offences against employees have decreased 29% during the same period. While the rate of offences against TTC employees increased by 28% between June and July, the entire increase is attributable to an increase in reported threats. Assaults against employees decreased by 19% during the same period.
- Overall, crimes on the TTC represented 2.49% of all occurrences in the City of Toronto in July 2023. This is a reduction from a rate of 4.1% in January 2023. This follows a range of 3.6%-4.4% since prior to the COVID-19 pandemic. From June to July 2023, compared to March to April 2023, Toronto Police Service reported an overall increase of 9% in crimes across the City of Toronto (see Chart 3 below). This pattern was not seen on the TTC. Toronto Police Service reported a 9% decline on the TTC for the same period.

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

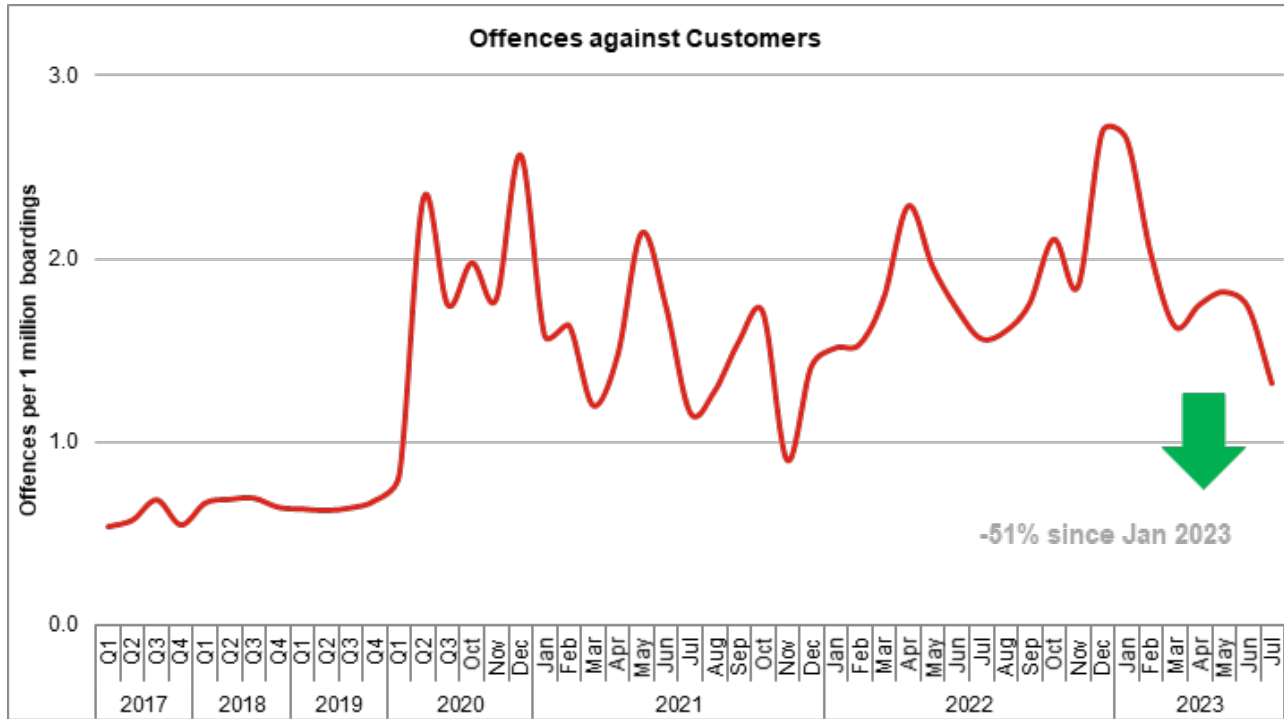
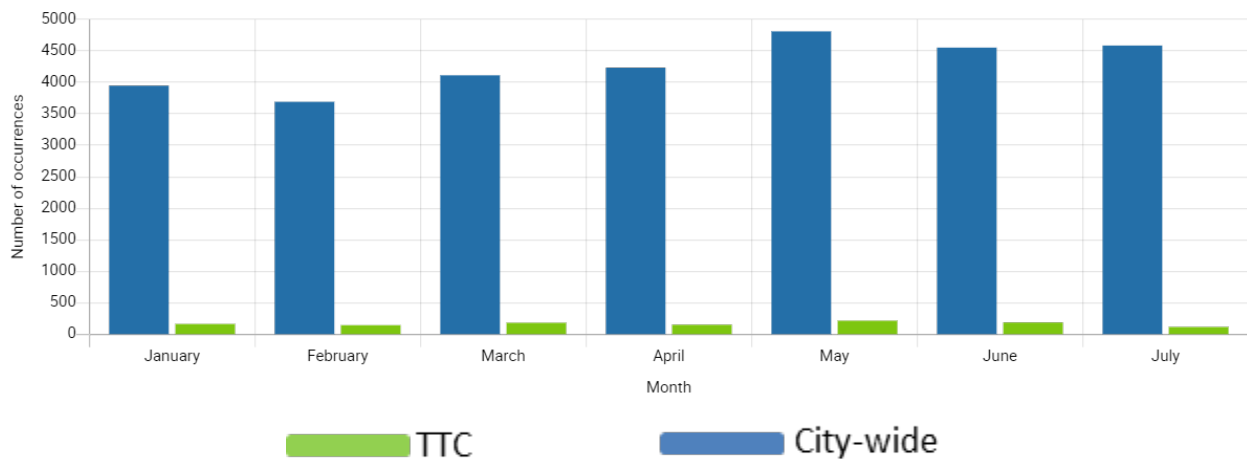


Chart 2: Offences against Employees (January 2017 to July 2023)



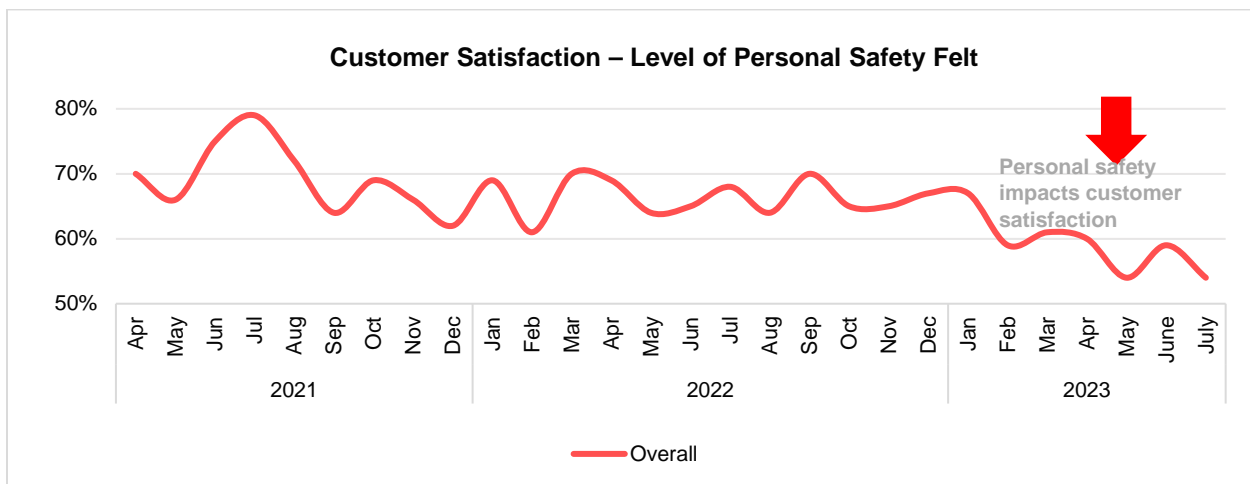
Chart 3: Major Crime Indicators Reported to Toronto Police on the TTC vs. in Toronto (January 2023 to July 2023)



Customer satisfaction with personal safety continues to be the lead indicator for determining the perception of safety on the TTC.

Despite decreases in offences, customer satisfaction with personal safety decreased to 54% in July from 59% in June, which is the same as the level reported in May 2023 (see Chart 4 below). Having a sense of personal safety remains a key challenge area for the TTC and the ongoing high-visibility presence from community safety supports, including Special Constables, Security Guards and Toronto Police Officers, continues to contribute towards a sense of safety for employees and customers.

Chart 4: Satisfaction with Personal Safety (April 2021 to July 2023)



Additional customer outreach was undertaken in May 2023 to assess customer awareness of the high-visibility presence and community service support for persons experiencing homelessness and individuals with complex needs.

The TTC issued a Customer Community Safety and Security Survey in May 2023 to assess customers’ sense of safety, and their awareness, use, and perceived value of safety elements in the system:

- Customers reported that staff presence was the most important feature to enhance their sense of safety, and when issues arose, they were twice as likely to report to Stations staff and Operators than online, by phone or by passenger assistance intercoms.
- Customers reported their sense of safety is about 24% lower on the TTC than when shopping for groceries and about 8% lower than when using a taxi or exercising outdoors in public spaces.
- Women express 9% lower sense of safety on the TTC than men and customers in younger age ranges expressed 10-20% lower sense of safety than customers in older segments. Both groups were also less familiar with TTC safety resources and less aware of how to report safety concerns.
- Across all demographics, most customers refrain from reporting incidents due to habituation and lack of knowledge about the process.
- Reasons cited for a lower sense of safety included hearing reports of crime and unruly passenger behaviours. These reasons were four times higher than feeling unsafe because of having experienced a safety incident directly. The perception of dangerous people and vulnerable people were the second and third most common reasons customers provided for a lower sense of safety.
- Media reporting has the most impact on women and their choices to use transit. Media reporting has the least influence on customers in older age ranges.

In addition, recent focus groups with people who identify as women also noted the importance of staff visibility, enhancing Operator-customer interaction, creating a reassuring environment and improving safety measures. The public consultation findings of the new Five-Year Service Plan (that will be presented to the Board in early 2024) also highlighted the importance of improving safety on the system and increasing the presence of staff in stations.

Attachment 4

Assessment Considerations and Findings – High-visibility Presence and Incident Management

Additional Stations staff will be deployed at key locations to supplement existing resources as part of the overall approach to improve customers' personal safety at subway stations.

Customer satisfaction with personal safety remains a key challenge area for the TTC. Customers consider transit Operators and Stations staff the most important resources in ensuring their safety, which also aligns with focus group feedback, where participants emphasized the importance of increased staff visibility. Current customer-facing positions in subway stations include Customer Service Agents, Collectors, Janitors, Stations Supervisors and Special Constables, in addition to third-party resources in place to support community safety efforts.

The TTC completed a preliminary evaluation of overall passenger volume, operational needs, number of safety complaints, and number of offences, coupled with field information provided by TTC Group Station Managers and Duty Station Managers. As a result, the TTC determined the following customer-facing resources will be required to improve customer service, increase visibility, and improve incident response:

- An additional 20 Station Supervisors to be positioned at eight key stations, with a focus on both a.m. and p.m. peak hours. This will bring the total number of peak post station coverage to 33 stations.
- An additional 10 Surface Transportation Supervisors to be positioned at four key locations throughout the network. These Supervisors will also provide customer service and operational support to buses and streetcars.
- An additional 130 Customer Service Agents to be positioned at 37 unstaffed entrances, across 25 stations. As well, one clerical position will be required to support administration duties related to the Customer Service Agents.

Deployment locations of TTC personnel will be continually monitored to respond to incidents and address emerging trends.

The Security Desk within the Transit Control Centre (TCC) co-ordinates deployment and incident response.

In early 2023, with the deployment of community safety resources in the system, the TTC enhanced TCC's communication and response by creating a new Dispatcher Security Desk within TCC with a dedicated Dispatcher role providing 24/7 coverage. This Dispatcher is responsible for radio and phone communications with all community safety resources in the system, monitoring CCTV (Closed-Circuit Television) cameras within the system, and responding to an average of 500-600 SafeTTC App reports every month. Working alongside other TCC Dispatchers, this desk focuses on managing the safety aspects of the incidents, while the other TCC Dispatchers communicate with the frontline response staff (i.e. frontline Supervisors, Customer Service Agents) via radio. This desk operates 24/7 requiring six Dispatchers to cover all

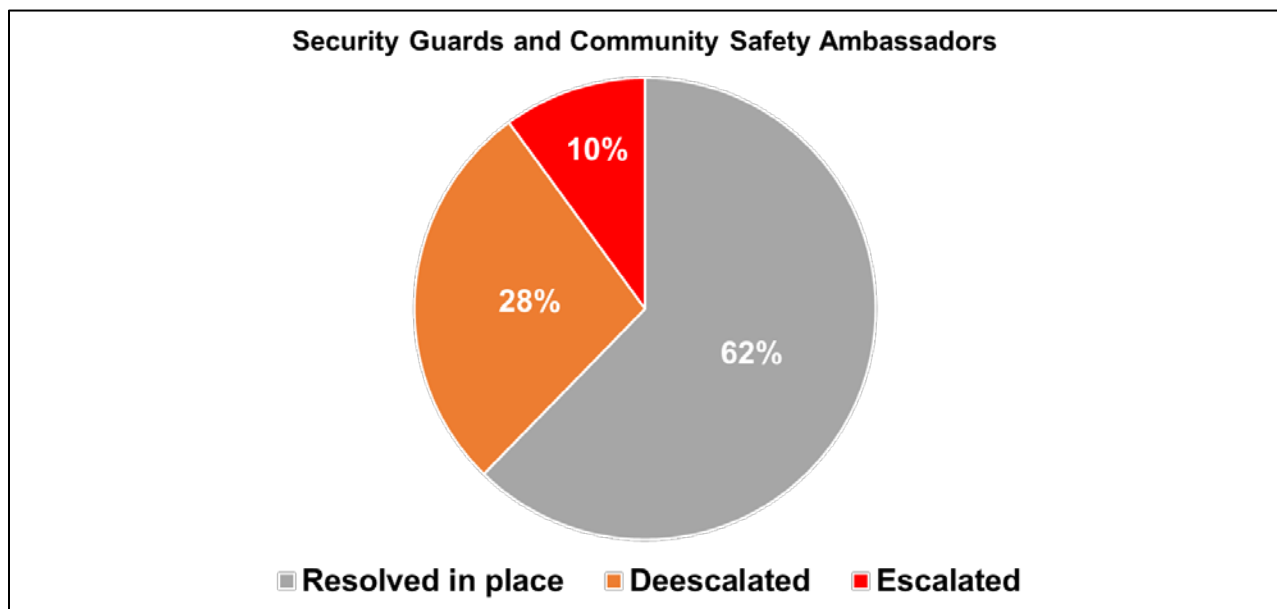
shifts. To date, this desk has managed a monthly average of 1,300 safety and security calls validating the need to staff this desk on a permanent basis.

Security Guards were deployed in the system as an interim measure while the recruitment of Special Constables continued throughout 2023.

Security Guards continue to assist with high-visibility patrols, opening/closing stations and incident response. Both Security Guards and Community Safety Ambassadors play a role in de-escalating and resolving incidents as they address issues from pre-deployed locations. Security Guards and Community Safety Ambassadors addressed 290 and 221 incidents respectively in July, over and above those attended by Special Constables. In March 2023, the first full month for Security Guards and Community Safety Ambassadors, the number of incidents they responded to were 611 and 496 respectively, indicating an overall reduction in their range of incidents.

On average, from March to July 2023, 62% of incidents were resolved in place, 28% de-escalated and 10% escalated to Transit Control to dispatch Emergency Medical Services or Toronto Police Service, reducing overall demand on Special Constables and improving incident response volume and time (see Chart 1 below).

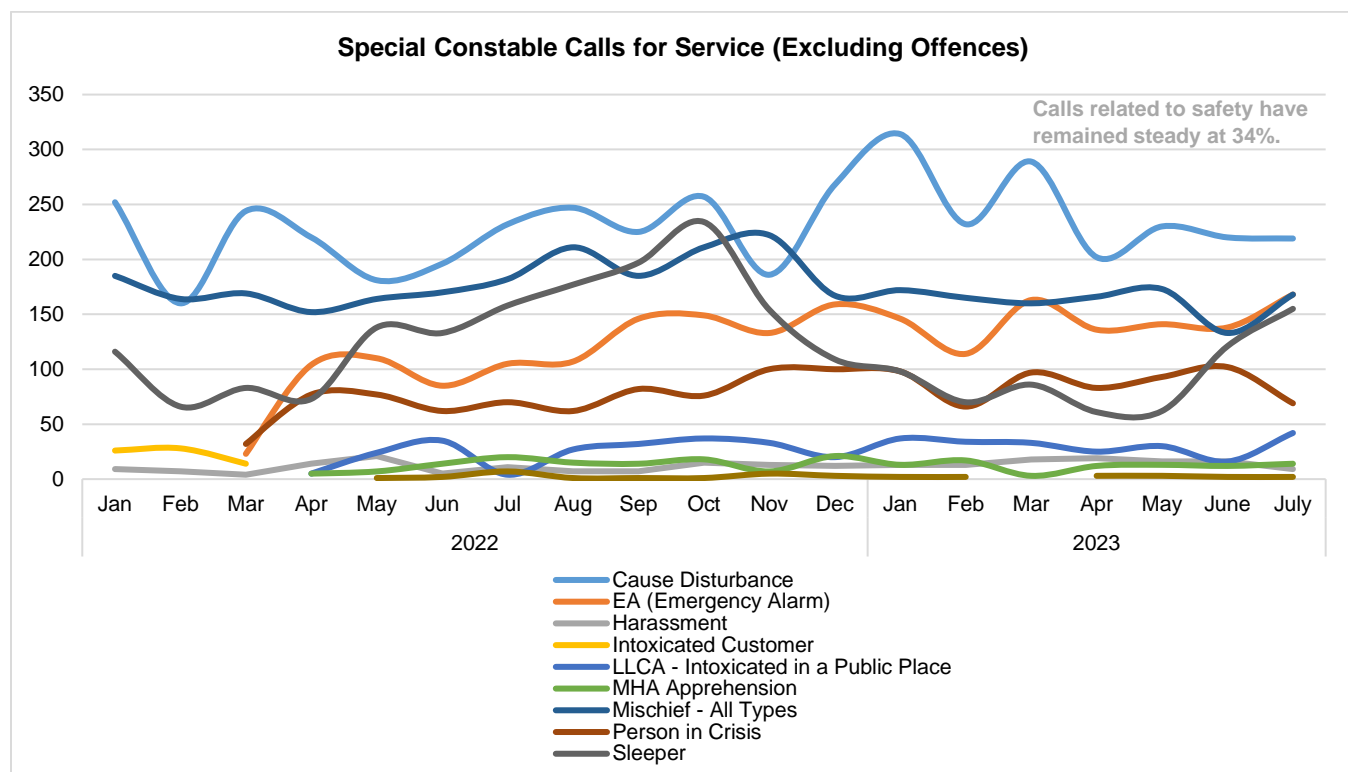
Chart 1: Resources Supporting Community Safety (March to July 2023)



Calls responded to by Special Constables related to non-offence community safety issues has stayed steady. However, the number of individuals using the TTC network for shelter overnight has declined.

Special Constables response to Calls for Service increased by 12% in July compared to June. However, the volume of calls responded to that were related to non-offence safety issues remained at 34% of all calls between June and July, and has decreased by 6% since January (see Chart 2 below).

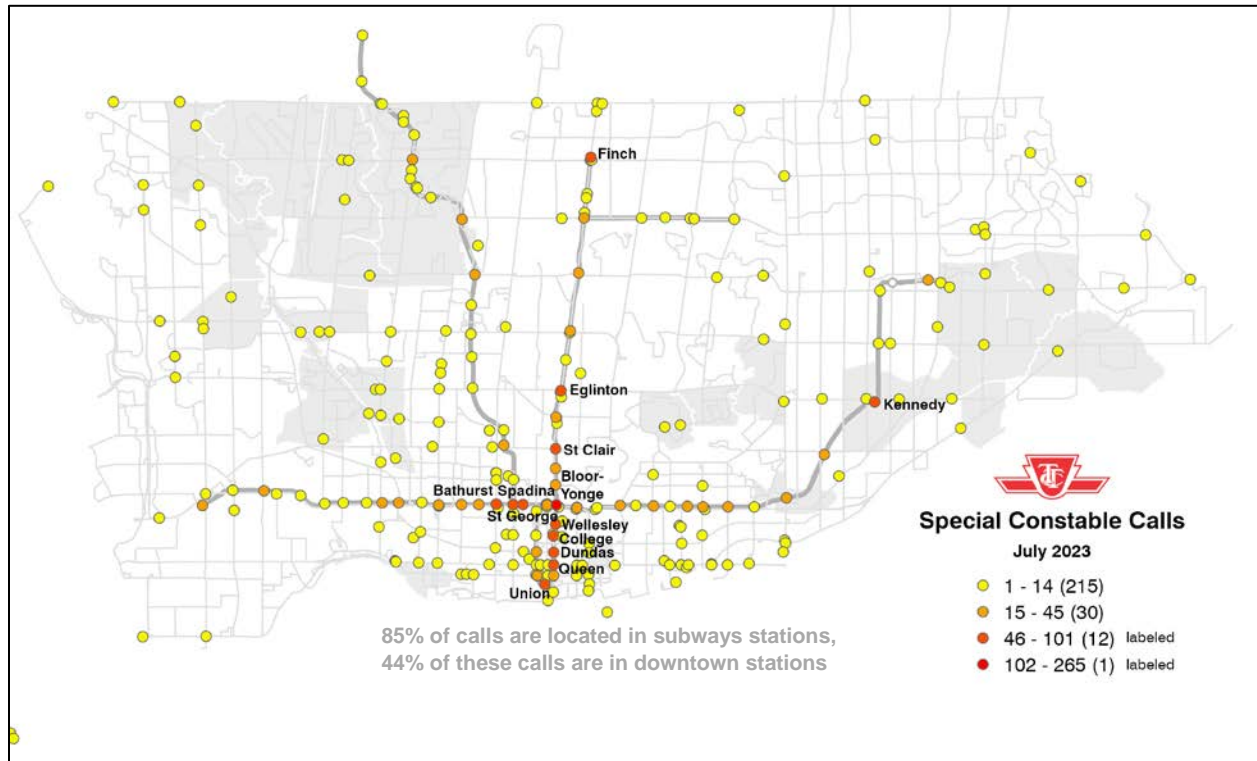
Chart 2: Special Constable Calls for Service (January 2022 to July 2023)



The TTC has examined opportunities to enhance the current deployment model to provide a more dynamic and timely response to events within the system.

In July 2023, Special Constables received 2,487 calls for service, which resulted in 180 offences to persons and 131 to property. Overall, 85% of these calls were regarding incidents in the subway system (see Chart 3 below). After analyzing the calls for service and offences data along with Customer Service Complaints, a revised deployment of Special Constables is being developed to increase the number of officers on foot patrol in downtown stations and in the subway stations. As part of the 2023 Operating Budget, 25 additional Special Constables were funded. While recruitment and onboarding of Special Constables remains ongoing, due to employee attrition, there will be a continued need for Security Guards until at least the full complement has been reached. Additional support will be provided by Toronto Police Service through ongoing patrols and incident response.

Chart 3: Special Constable Calls for Service (July 2023)



Toronto Police Service has created a new position to lead its contribution to SafeTO and act as a liaison to the City of Toronto. This will involve supporting the adoption of SafeTO and advancing the commitment to the City of Toronto’s Community Safety and Well-Being Plan and Community Safety and Policing Act. The position will also assist with the strategy to leverage existing Toronto Police Service Officers in the transit system and support the TTC’s community safety efforts.

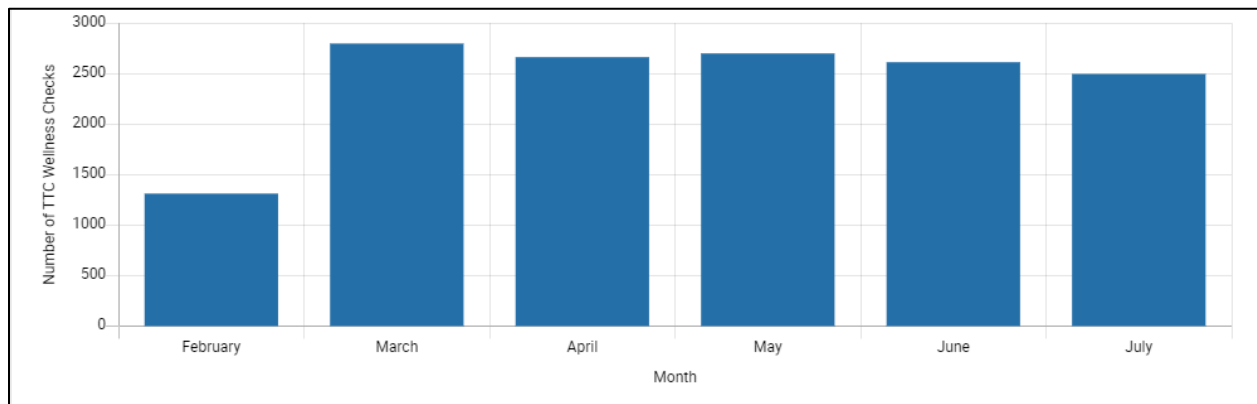
Attachment 5

Assessment Considerations and Findings – Social Support for Persons Experiencing Homelessness and Individuals with Complex Needs

With the seasonal improvement in weather, community support services experienced a temporary decrease in the number of referrals for individuals experiencing homelessness. However, this is anticipated to increase this winter.

Throughout May and June, Streets to Homes increased the number of site visits to more than 800 each month, although the number of referrals decreased during this time. In July 2023, there were more than 700 site visits by Streets to Homes and a further 28 persons engaged by Toronto Public Health. On average, Community Safety Ambassadors conducted over 2,600 wellness checks from March to July 2023, indicating an ongoing need for outreach and support for additional incidents (i.e. drug use, overdose, debris clean-up) (see Chart 1 below). It is expected that there will be an increase in demand for these resources this winter.

Chart 1: Wellness Checks Conducted by Community Safety Ambassadors (February to July 2023)



Currently, Streets to Homes is operating with a team of 20 workers in total, including 16 outreach workers, two shift leaders and two housing workers. Since January 2023, Streets to Homes has engaged with more than 4,000 individuals, with over 2,500 accepting services. Streets to Homes will implement a shift in the type of workers, replacing two housing workers with two outreach workers. This change will better meet current needs by allowing the team to increase site visits, referrals and engagements. Streets to Homes outreach workers will also continue to provide dedicated support to individuals as they move through the system and at the Community Service Table at Union Station. Co-ordination will occur with other regional social services teams to ensure the most effective support is provided. The deployment of Streets to Homes resources will be reviewed when the transport buses are mobilized.

The TTC is ready to provide dedicated buses to assist the City of Toronto with transporting individuals to warming centres and shelters.

Since the implementation of the *Getting Back to Transit Initiative* in May 2023, the TTC has continued to connect individuals using the transit system for shelter with supports TTC's Partnership Approach to Community Safety, Security and Well-Being on Public Transit

outside of the network. Although there has been a decrease in the number of individuals currently using the system for shelter (see Chart 2 below), there will be an anticipated increased demand for shelter in the coming months and therefore the need to transport individuals to various shelters when spaces become available.

The TTC is planning to mobilize dedicated buses to provide a means of accessing City of Toronto warming centres and shelters. The TTC will be responsible for operation and maintenance of the transport buses, which will be activated from November 15 to April 15 each year.

Chart 2: Observations of Persons Experiencing Homelessness and Individuals with Complex Needs (July 2023)

Previous	Typical Opening (5am-6am)	Typical Morning (11am)	Typical Afternoon (5pm)	Typical Pre-Closing (1am)	Union & Spadina Overnight
Yesterday/Last week	3.2	7.7	10.0	6.5	0.7
July	6.6	8.3	8.9	9.7	3.0
Jun	10.1	4.9	11.4	17.5	3.1
May	10.3	3.8	10.7	32.0	3.5
April	14.6	2.9	14.3	21.7	5.7
March	56.9	9.4	8.3	50.9	41.0

Note: Data from 32 regular stations and two 24-hour stations. People are mobile through the network, however, where they are stationary and presenting as persons experiencing homelessness or individuals with complex needs, observations are made, and this information is used to co-ordinate with Streets to Homes resources, deploy Community Safety Ambassadors, and as a barometer of change. These observations do not represent all individuals in need on the TTC.

The LOFT/M-DOT pilot program to provide support for individuals with complex needs will continue into 2025.

The implementation of the LOFT/M-DOT one-year pilot program has continued, with ongoing evaluation of progress towards the goal of serving 60 to 100 clients. Currently, there are three employees and one nurse partnering with Streets to Homes and TTC staff, providing support five days per week. From May 1 to August 15, there have been 169 engagements (65 persons in July 2023), with 78 persons consenting to services (i.e. meal or gift cards, shelter bed, social services support). The response from clients has been positive and clients are becoming more familiar with the team and the services they provide. The team will continue to develop strategies for building relationships with clients. The initial one-year pilot program is scheduled to continue until March 31, 2024, with an extension of the program into 2025.