

## Transit Safety and Security

### RECOMMENDATION

1. That the Transit Safety Plan, as outlined in the February 22/24, 2022, Office of the City Manager report OCM01037, be approved.
2. That the Community Standards and Neighbourhoods Branch 2022 operating expenditure budget be increased by \$3.9 million, on a one-time basis, to fund the Transit Safety Plan, with funding as follows:
  - \$1.1 million - from COVID-19 funds with the appropriated Financial Stabilization Reserve;
  - \$1.7 million - from Edmonton Police Services funds held corporately within Financial Strategies and;
  - \$1.1 million - from the Financial Stabilization Reserve.

### Report Purpose

#### Council decision required

Council is being asked to approve the Transit Safety and Security Plan, enhanced safety measures and protocols, as outlined in this report and corresponding budget.

### Executive Summary

- Transit systems are intended to be busy and vibrant, transporting large volumes of riders between their homes, work, schools, events and other activities.
- With a decrease in ridership due to COVID-19, the sense of safety and community in the transit system has temporarily changed.
- With an increase in mental health challenges, the drug poisoning epidemic and displacement from other spaces, the transit system is perceived by marginalized Edmontonians as a safe place to congregate and shelter. However, when social disorder arises from congregating and sheltering in LRT facilities, transit riders and others using the downtown pedway system may experience feelings of unease.

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- As the City of Edmonton continues to welcome back riders to the transit system, Edmonton's marginalized population must be provided with consistent, coordinated and culturally-appropriate social and safety supports as part of the transition.
- The City of Edmonton, the Edmonton Police Service and Bent Arrow Traditional Healing Society will establish a tripartite leadership committee. The tripartite leadership committee will focus on coordinated strategies and responses as well as immediate support for Edmontonians using the transit system for shelter. As these strategies, responses and support mechanisms are operationalized, enforcement may occur when social disorder, problematic and illegal behaviour arises from congregating and sheltering in Edmonton Transit Service (ETS) facilities.
- Administration, the Edmonton Police Service and Bent Arrow Traditional Healing Society will implement a joint safety operations team under a unified (shared) command system that includes Transit Peace Officers, Police Officers, Community Standards Peace Officers, outreach workers and Fire Rescue Services.
- To enable the joint safety operations team, protocols related to governance, deployment, standard operating procedures and facilities will be initiated. As the work proceeds, ongoing assessments of additional safety enhancements will be evaluated for implementation.
- If Council approves the Transit Safety Plan outlined in the body of the report, the City of Edmonton will enter into a three year Memorandum of Understanding with the Edmonton Police Service, Bent Arrow Traditional Healing Society and other stakeholders as needed.

## REPORT

The effects of the ongoing global COVID-19 pandemic are far reaching and are felt in many major municipalities. Public spaces, in particular in downtown areas, have seen shifts in their use - both in volume and activity. COVID-19 and related public health orders, including stay at home measures, have led to a decline in public transit demand for transit agencies across North America. With the significant decrease in ridership resulting in a decline in typical daily activity that allows for inherent natural surveillance, transit centres have transformed into impromptu gathering spaces for those experiencing multiple challenges. Increases in homelessness and drug use, complicated by mental health challenges have created conditions that sometimes see social disorder and crime playing out in these locations. As a result, transit riders and those using the LRT system may feel uneasy and, at times unsafe, in taking public transit.

Administration is committed to ensuring that the transit system is a safe, reliable and convenient mode of transportation, supporting equity, economic, health, social and climate-related outcomes. As public health orders are lifted, Administration and the Edmonton Police Service are recommending an approach that considers the needs of increased ridership and provides care to individuals who are currently using transit and transit facilities for unintended purposes.

The Transit Safety Plan outlined within this report will build upon the previous work laid out in City Operations report CO00526 -Transit Centre Security Measures presented to the Urban Planning Committee on May 11, 2021, and foundational investments made in 2018. These investments included:

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- \$12.8 million to install bus shields on the conventional bus fleet for Operator safety;
- \$10.2 million to increase the number of Transit Peace Officers and ETS Control Centre staff to align with growth in the transit system and provide 24/7 coverage, as well as add Security Guards at 21 of the 43 transit facilities and LRT stations; and,
- \$877,000 invested in building a continuous training program for Transit Operators.

Attachment 1 provides additional information on the Transit Safety and Security Model and the inputs, outputs, key measures and outcomes to achieve the City's goal of providing riders with a safe public transit experience.

### Background

Since 2016, the City of Edmonton has been a member city of the United Nations Women's Safe Cities and Safe Public Spaces Global Initiative and in February 2020, the local Community Collaboration Committee released a report with recommended prevention and intervention strategies (Attachment 2) focused on:

- Inclusion of Indigenous Perspectives in Developing Interventions
- Policy Amendment
- Education and Awareness
- Ensure Safety of Public Infrastructure
- Training for First Responder/Justice Roles
- Reporting Sexual Violence
- Relationship Building

City Policy C620, approved by Council in 2019, Supporting Vulnerable People During Extreme Weather Conditions, formalized the City of Edmonton's role in leading a systematic response to extreme weather conditions to safeguard the health and lives of Edmontonians who are marginalized.

LRT stations were acknowledged to not be a suitable shelter space as they lacked basic amenities such as washrooms, were often inadequately heated to alleviate extreme cold, and did not allow those using the space to safely connect with important social supports. With dedicated extreme weather protocols, the City collaborates with Homeward Trust and more than 25 partner agencies to keep marginalized Edmontonians safe and warm; this includes transportation support (including a 2022 pilot of an ETS "warming bus") throughout the winter months to connect marginalized Edmontonians to shelter services.

To identify further next steps focused specifically on the issue of safety in the transit system, Administration will reconvene the Community Collaboration Committee and engage with key stakeholders and City advisory boards. Administration is also in the final stages of completing a Gender Based Analysis (GBA+) review of transit safety and security. The analysis, with input from diverse community stakeholders, will be presented to Council in Q3 2022.

### Social Supports

In October 2021, the City, in partnership with Bent Arrow Traditional Healing Society, began piloting the Community Outreach Transit Team (COTT). COTT helps Edmontonians who require

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specialized support on transit and is based on a similar program used in the City of Calgary. Guided by the values of dignity and respect, COTT assists individuals and helps them access support and services, such as housing, mental health care, substance use resources, and financial assistance. The team is currently made up of two Transit Peace Officers and two Bent Arrow Traditional Healing Society outreach workers, who work in partnership to provide support from 8:00 a.m to 10:00 p.m.

If the Transit Safety Plan is approved by Council, Administration would provide additional resources such as an outreach coordinator and to increase COTT to a total of three peace officers and three outreach workers. Administration will continue to review the COTT implementation to assess opportunities for further evolution. Based on the needs identified in the first four months of COTT operations, scaling up the model to fully address coordinated interventions will be explored for sustainability and impact.

COTT team training will include education on systemic issues through a trauma-informed, intersectional and anti-racist approach. For individuals requiring services beyond the scope of the COTT support such as health care, addictions treatment, psychiatric services and other specialized care, Administration will work with Alberta Health Services to explore how these services can be accessed.

To maximize the potential of transit facilities and create a sense of community and vibrancy, Administration will also continue work on developing plans for space activation in transit centres and LRT stations.

### **Transit Safety Plan - Enhanced Safety Measures and Protocols**

To coordinate and deliver safety and social support for those who are experiencing homelessness, a tripartite leadership committee composed of City Administration, Edmonton Police Service and the Bent Arrow Traditional Healing Society will be initiated. Together, the tripartite leadership committee will develop and implement immediate additional enhancements to safety for all Edmontonians in the transit system.

The tripartite leadership committee will focus on:

1. Coordinating crime prevention strategies and targeted responses to criminal activity; and
2. Ensuring that people experiencing homelessness who use the LRT system for shelter are provided with the supports they need now, as the City and its partners work towards addiction, intervention and housing solutions.
3. The approach for transit safety and security includes Police officer, Transit Peace Officer and Security Guard roles.

As the Transit Safety Plan is operationalized, the foot patrol teams of Transit Peace Officers will have assignments to specific transit centres and LRT stations. Police Officer and Transit Peace Officer resources, working in collaboration with Bent Arrow Traditional Healing Society, will be deployed in a unified and consistent manner based on collective data analysis with both the City of Edmonton and the Edmonton Police Service as contributors. Building on past short-term shared deployments, joint planning will be used to ensure effective and efficient crime prevention and crime responses are aligned between the teams. The planning will consider the use of joint

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deployment, a continuum of enforcement resources and evolving public safety techniques. The joint deployment planning will also account for the historical context of enforcement of marginalized populations and the need to build trustful relationships.

To enable joint safety operations, the following protocols will be initiated:

Protocol	Details
Governance	<ul style="list-style-type: none"> <li>● A tripartite leadership committee will be initiated, composed of the Edmonton Police Service, the City of Edmonton and the Bent Arrow Traditional Healing Society.</li> <li>● A new unified command team will report directly to the tripartite leadership committee to ensure enforcement and social support are properly integrated.</li> <li>● A joint analytics and evaluation working group will be created to develop collective outcomes, goals and evaluation measures.</li> </ul>
Joint deployment	<ul style="list-style-type: none"> <li>● Organized under a unified command structure, teams will be comprised of Bent Arrow Traditional Healing Society outreach workers, Police Officers, Transit Peace Officers, Community Standards Peace Officers and Fire Rescue Services. Consideration will also be given to Security Guards who are stationed in LRT stations.</li> <li>● Teams will share communications channels (providing enhanced awareness), critical incident debriefs and additional tools to assist with opioid overdoses.</li> <li>● To ensure consistent data use for decision making and deployment processes, the City of Edmonton and the Edmonton Police Service will share data, including calls for service, crime and disorder incidents, and other relevant information, including access to ETS CCTV systems.</li> <li>● Further to the June 30, 2021 Community and Public Services Committee report CS00477, a joint dispatch model will be explored to support this model.</li> </ul>
Standard Operating Procedures	<ul style="list-style-type: none"> <li>● Standard Operating Procedures will be developed with a focus on deployment in light of public awareness expectations and relevant legislation for the lawful placement of the combined enforcement officers.</li> <li>● Current policies, procedures, standards, guidelines, training requirements and records will be inventoried and reviewed, with an intent to standardize system documents, identify gaps and address informal practices.</li> </ul>
Facilities	<ul style="list-style-type: none"> <li>● To focus security oversight, and reduce drug poisoning risks, select washrooms within the LRT system will be temporarily closed. In order to provide access to washrooms, COTT will redirect people to nearby facilities.</li> </ul>

If Council approves the Transit Safety Plan, Administration will enter into a Memorandum of Understanding with Edmonton Police Service, Bent Arrow Traditional Healing Society and other

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stakeholders as needed (e.g. Alberta Health Services) to pilot the Transit Safety Plan for up to three years.

The following questions will be explored as this work proceeds:

1. *How can security guards most effectively support the LRT system?* Currently, security guards are deployed using analytics and are often the first line of response for medical and safety issues.
2. *What does Transit Peace Officer support look like as the LRT network is expanded?* Administration will need to determine an ideal resource complement to provide service and supports to transit patrons and vulnerable Edmontonians.
3. *In what circumstances should the City consider reduced access to transit facilities?* Administration is evaluating operational policies and best practices to understand if/when facility bans would be fair and appropriate. Administration is also considering if some areas of LRT facilities should be access restricted through physical means (ie. using a barrier system to restrict access to “paid” areas).
4. *Are there additional options to enhance safety for the public, transit employees, support providers and enforcement teams?* A strong collaborative relationship between enforcement officers and outreach workers is necessary to build trust with the marginalized populations.

## Budget/Financial Implications

The three year pilot program (2023-2025) requires \$3.9 million in funding from 2022 to 2025 (annual costs of \$1.27 million, for 3 years, with a one time \$60,000 vehicle purchase) as outlined below:

Item	Cost	Funding Source
Allocate a project director to oversee the operations	\$185,000/year for 3 years = \$555K	Edmonton Police Services funds held corporately within Financial Strategies
Additional resources for COTT: <ul style="list-style-type: none"> <li>• three peace officers</li> <li>• three outreach workers</li> </ul> One outreach coordinator	\$830,000/year for 3 years = \$2.49M	Funded equally from: <ul style="list-style-type: none"> <li>• Edmonton Police Services funds held corporately within Financial Strategies</li> <li>• COVID-19 funds with the appropriated Financial Stabilization Reserve</li> <li>• Financial Stabilization Reserve</li> </ul>
Additional vehicle for the COTT team	\$60,000 (One time)	
Two Transit Peace Officer foot patrol sergeant positions	\$250,000/year for 3 years = \$750K	

In summary, the proposed funding for the entire plan would come from the following sources:

- \$1.1 million - COVID-19 funds with the appropriated Financial Stabilization Reserve.
- \$1.7 million - Edmonton Police Services funds held corporately within Financial Strategies.
- \$1.1 million - Financial Stabilization Reserve.

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## Legal Implications

Administration has the ability to direct Peace Officers through policies, procedures, standards and guidelines following Council's governance direction. The documents related to Peace Officer operational expectations could be made public for the benefit of transparency. Additionally, Council could direct Administration to consider amendments to the Conduct of Transit Passengers Bylaw. With direction from City Council, an amended Bylaw could be brought forward which could address potential issues with respect to direction and responsibilities of Peace Officers and how to address concerns involving marginalized populations.

## COMMUNITY INSIGHT

### Transit Riders

Transit riders have shared their feedback through many channels including formal research, input to 311, social media and correspondence to their Councillors. Many patrons have expressed concerns about an increase in drug use and social disorder in public spaces. Some transit riders feel uneasy, and at times, unsafe, in this environment but also demonstrate concern for their community members who are impacted by homelessness, mental health challenges and the drug poisoning crisis.

Formal research advises Administration that:

- Since 2015, perceptions of feeling safe overall in public transit have fallen slightly from a high of 83 per cent to 78 per cent in 2021.
- In 2021, perceptions of feeling unsafe at a transit stop or station have varied. In the last three months of the year, perceptions of feeling unsafe improved month-over-month from twelve percent of riders feeling unsafe to five per cent.

### Marginalized Edmontonians

Advocates for, and agencies providing services to, marginalized Edmontonians have emphasized the need for systemic solutions that treat all people with respect, compassion and dignity — marginalized Edmontonians access transit facilities due to necessity, not by choice.

Administration and the Edmonton Police Service agree that wraparound supports, which include harm reduction services, culturally appropriate shelter services, permanent supportive housing and comprehensive healthcare are all components required for a sustainable solution.

### Business Community

The business community has noted that with the lower pedestrian-traffic as a result of the pandemic, downtown residents and businesses have reported an increase in crime and a decrease in perceived safety. The Downtown Recovery Task Force has outlined the need for a coordinated response to enhancing safety and security and has recommended action be prioritized in three areas:

- Develop and action an inter-governmental advocacy strategy to secure resources for marginalized Edmontonians and community safety initiatives.
- Fund additional 24/7 supports and programming for homeless and at-risk people Downtown.



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- Increase the number and frequency of Edmonton Police Service and Peace Officer foot patrols in the Commercial and Cultural Core of Downtown, to address drug-related crime and heighten public perceptions of security.

### **Considering All Perspectives**

Throughout the three year pilot period, Administration will gather feedback from diverse Edmontonians and organizations that may be able to speak to transit safety and security at personal and systems levels. The actions resulting from this listening will include evaluating the role of outreach workers in the social support sector and analyzing the efficacy of the foot patrol model, with respect to crime and violence prevention.

### **GBA+**

Attachment 3 outlines GBA+ findings and recommendations for this report.

## **ATTACHMENTS**

1. Transit Safety & Security Logic Model
2. Edmonton: Safe City- The Community Response to Preventing and Addressing Sexual Violence Against Women and Girls in Public Spaces
3. GBA+ Reporting



Transit Safety & Security Logic Model

Goal - Riders have a safe public transit experience in Edmonton				
Components (Transit Safety & Security framework*)	Inputs	Outputs	Key Measures (non-exhaustive)	Short & Medium-term Outcomes
Environmental design (roads; pathways; transit stops; infrastructure) Mass transit planning and transit network design Policies and procedures Education, social support and outreach Technology and equipment Policing and security	<ul style="list-style-type: none"> <li>• Mass transit plans</li> <li>• Safe mobility strategy</li> <li>• Crime Prevention Through Environmental Design (CPTED) assessments</li> <li>• Infrastructure design guidelines</li> <li>• 24/7 Control Centre</li> <li>• Employees (Transit Peace Officers; Transit Inspectors; Transit Operators; Security Dispatchers, etc)</li> <li>• Contracted Security guards</li> <li>• Deployment data</li> <li>• Community outreach &amp; support</li> <li>• Operating procedures</li> <li>• Escalation protocols &amp; incident notifications</li> <li>• Mental health supports &amp; critical incident protocols</li> <li>• Bylaws</li> <li>• Training programs</li> <li>• Hazard assessments</li> <li>• Marketing campaigns</li> <li>• Bystander awareness program</li> <li>• Proactive patrols</li> <li>• Calls for service (EPS, TPOs, EMS, etc)</li> <li>• Safe Cities and Safe Public Spaces Global Initiative</li> <li>• SafeCityYEG map</li> </ul>	<ul style="list-style-type: none"> <li>• Updated transit network</li> <li>• CPTED recommendations</li> <li>• Infrastructure safety upgrades</li> <li>• Integrated governance model</li> <li>• Occupational Health &amp; Safety recommendations</li> <li>• Community outreach interactions</li> <li>• On-going learning for staff</li> <li>• Critical incident support &amp; escalations</li> <li>• Identification and monitoring of “hot spot” locations</li> <li>• Marketing campaign collateral</li> <li>• Hazard assessment tools</li> </ul>	Security disorder rate per 100,000 boardings Rider satisfaction of safety in transit Number of Operator assaults per year Number of community outreach interactions Number of criminal incidents on transit property Number of calls for service received Number of events dispatched from calls	Improved safety and security for public transit riders Increased collaboration among social agency, EPS and City administration to support public transit user safety Reduced Operator assaults Reduced criminal incidents on transit property Reduced mischief and disorder Services promote mode shift to public transit and active transportation modes
<p><b>Long-term Outcomes</b> - Edmonton is a safe city, Edmontonians use public transit and active modes of transportation</p>				

\*Framework was developed and approved in 2019, considering best practices and recommendations from the Mineta Transportation Institute (<https://transweb.sjsu.edu/sites/default/files/2611-women-transportation.pdf>)

DRAFT

# EDMONTON: SAFE CITY

**The Community Response  
to Preventing and Addressing  
Sexual Violence Against Women  
and Girls in Public Spaces**

**COMMUNITY COLLABORATION  
COMMITTEE RECOMMENDATIONS  
TO THE CITY OF EDMONTON AND  
CULTURE, MULTICULTURALISM  
AND STATUS OF WOMEN**

February 20, 2020

# Acknowledgements

We acknowledge and are honoured that Edmonton is Treaty 6 traditional territory, a traditional meeting ground, gathering place, and travelling route to the Cree, Saulteaux, Blackfoot, Métis, Dene and Nakota Sioux. We also acknowledge that the Metis also share a deep connection with the land. We acknowledge all the First Nations, Métis, and Inuit whose footsteps have marked these lands for centuries.

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# Overview

## The Issue

Sexual violence against women and girls is a serious problem in Edmonton and across Canada. In 2017, the Gender-based Violence and Sexual Assault Prevention Initiative sponsored by Councillors Bev Esslinger and Scott McKeen at the City of Edmonton commissioned a research study on sexual and gender-based violence. The study found that there was a need to promote the prevention of gender-based violence, and to make public spaces safer for women and girls.

## United Nations (UN) Women Safe Cities and Safe Public Spaces Global Initiative

In 2016 the City of Edmonton, in partnership with Culture, Multiculturalism and Status of Women, joined the United Nations (UN) Women's Safe Cities and Safe Public Spaces Global Initiative to build safe and inclusive public spaces for women and girls in Edmonton. In 2017, a scoping study was conducted which identified three priority areas of focus: responding to and reporting sexual violence; transportation as a site where sexual violence occurs; and Indigenous women and girls as a group who have been made more vulnerable to sexual violence.

## Collaborative Response

In 2018, community groups, Indigenous organizations, academia, corporate partners, and government representatives came together as the Edmonton: Safe City Community Collaboration Committee (Collaboration Committee) to recommend strategies that were evidence-based, actionable and sustainable which would make public spaces safer for women and girls.

## Gathering International Evidence-Based Solutions

In October 2018, the City and partners, along with UN Women, co-hosted the fourth Safe Cities and Safe Public Spaces Global Leaders' Forum. Delegates shared successful evidence-based solutions which augmented the expertise of the Collaboration Committee when developing local solutions for Edmonton.

## Recommendations

This report is a summary of the Collaboration Committee's recommendations to the City of Edmonton and the Ministry of Culture, Multiculturalism and Status of Women to reduce sexual violence and make public spaces safer for women and girls. The actions will be reviewed by partners to determine who is responsible for each action, based on scope, expertise, financial and human resources required.

# The Need to Address Sexual Violence in Public Spaces

Gender-based violence, including sexual violence, continues to undermine the health, social and economic well-being of women and girls in Edmonton. Sexual violence in public spaces reduces freedom of movement; hinders the ability to participate in school, work and public life; limits access to essential services; and affects participation in, and enjoyment of, cultural and recreational opportunities.

The disproportionately high rates of sexual violence against Indigenous women and girls further reinforces the urgency of addressing this problem. In 2014, Alberta had the second highest number of missing and murdered Indigenous women and girls in Canada.<sup>1</sup> According to the federal Department of Justice, in 1980 Indigenous women accounted for nine percent of female homicide deaths in Canada, while in 2014, they accounted for 21 percent, despite the fact that Indigenous women represent only four percent of Canadian women. The number of

Indigenous women killed was six times higher than non-Indigenous women.<sup>2</sup>

Sexual violence remains a highly unreported crime in Canada. It is estimated that 95 percent of sexual assault incidents are not reported to the police.<sup>3</sup> Although Edmonton had one of the highest rates of self-reported sexual assaults in the country (74.2 reported assaults for every 100,000 people), survivors need to be encouraged to report so that they can be supported, and perpetrators can be held accountable for their actions.

## Vision For Edmonton: Safe City Project

In Edmonton, women and girls in all their diversity, participate freely and fully in public spaces without fear or experience of sexual violence.

<sup>1</sup> Native Women's Association of Canada, *Fact Sheet: Missing and Murdered Aboriginal Women and Girls*. Retrieved from [https://www.nwac.ca/wp-content/uploads/2015/05/Fact\\_Sheet\\_Missing\\_and\\_Murdered\\_Aboriginal\\_Women\\_and\\_Girls.pdf](https://www.nwac.ca/wp-content/uploads/2015/05/Fact_Sheet_Missing_and_Murdered_Aboriginal_Women_and_Girls.pdf), 2015.

<sup>2</sup> Department of Justice. *Missing and Murdered Indigenous Women and Girls*. Retrieved from <https://www.justice.gc.ca/eng/rp-pr/jr/jf-pf/2017/july04.html>, 2017.

<sup>3</sup> Rotenberg, C. *From arrest to conviction: Court outcomes of police-reported sexual assaults in Canada, 2009 to 2014*. Retrieved from <https://www150.statcan.gc.ca/n1/pub/85-002-x/2017001/article/54866-eng.htm>, 2017.



# Joining a Global Movement

## United Nations (UN) Women's Safe Cities and Safe Public Spaces Global Initiative

In July 2016, the City of Edmonton became the 25th member city of the United Nations (UN) Women's Safe Cities and Safe Public Spaces Global Initiative (UN Women Safe Cities Initiative).

The United Nations Women's Safe Cities Initiative supports comprehensive approaches to the prevention of, and response to, sexual violence in cities around the world. The global initiative focuses on the unique role that cities can play in violence prevention and the ways that city programs, services and planning can contribute to the creation of safe public spaces.

Member cities begin their work by conducting a scoping study to develop a clear picture of sexual violence in their city. Working closely with key stakeholders, cities then build strategies to address sexual violence in the priority areas identified in the scoping study. These strategies are based on local contexts and include responses such as strengthening laws and policies, investing in safety of infrastructure, changing social norms, and ensuring evidence-based models are utilized to provide appropriate support to survivors of sexual violence.

UN Women Safe Cities Initiative plays a supporting role, linking cities to information, best leading practices and other resources.

# Scoping Study

In Spring 2018, the City of Edmonton and Culture, Multiculturalism and Status of Women released a scoping study to better understand sexual violence in Edmonton's public spaces.

The study was executed in two phases. Phase 1 looked at developing a picture of sexual violence against *women and girls in all of their diversity* in Edmonton. This began with a literature review on sexual violence in Edmonton's public spaces, followed by engagement with organizations and individuals with specific expertise in, and lived experience of, sexual violence. The research consisted of nine focus groups, eight interviews, four meetings with stakeholder organizations and 10 written submissions. In Phase 2, additional research was conducted on the priority areas identified in Phase 1.

## What We Found – Literature Review and Stakeholder Data

A qualitative thematic analysis of the findings of the literature review and the stakeholder data collection revealed that:

- The most frequent types of sexual harassment that occurs in public spaces include:
  - verbal harassment
  - unwanted sexual remarks
  - unwanted sexual touching
  - other forms of unwanted touching
  - repeated following and stalking with sexual aggression
- The public places in which women and girls are subjected to sexual violence include:
  - transitional space (to and from school, work and home)
  - public transit
  - taxis
  - ride-sharing services
  - central areas of Edmonton
  - indoor public spaces such as malls and recreation centres
  - bars and restaurants
- Some groups of women and girls have been made more vulnerable than others, including Indigenous women and girls, girls between the ages of 13 and 18 years, young women ages 18 to 25 years, racialized women, and gender minorities.
- The most common reason women do not report incidents of sexual violence is the fear they will not be believed or that they will be blamed.
- Sexual violence is seen as a 'normalized', 'everywhere', 'expected' part of everyday life, and as being endemic in our society. Persistent fear of sexual violence affects the way Edmonton women use or avoid public spaces, as well as their participation in community and civic life.

## Areas of Focus

Based on the literature review and stakeholder engagement three priority areas for further research were identified:

- Responding to and reporting sexual violence
- Transportation as sites for sexual violence
- Indigenous women and girls as a group who have been made more vulnerable to sexual violence

## Reporting and Responding

Reporting refers to providing a formal account or statement about an incident of sexual violence to an organization or institution that has the authority to take action to address the incident. Responding refers to the various processes of providing support to women who have experienced sexual violence, including investigations that hold perpetrators accountable for their actions. The most common reason for women not reporting incidents of sexual violence is the fear that they will not be believed. Victims of sexual violence who do report often get blamed and their experience is attributed to multiple factors such as where they live, being in the wrong place, and/or what they were wearing. Overall reporting of sexual violence in Canada is low, and survivors need to be encouraged to report incidents. However, the rate of police-reported sexual assaults in Edmonton is higher than the Canadian average. Initiatives to encourage reporting, as well as the impact of the #MeToo movement may have contributed to Edmonton's increase of reported assaults.

## Transportation

Transportation includes, but is not limited to public transit, taxis, and ride-sharing services. More broadly, transportation encompasses the movement to and from sites of transportation, along with the various modes people use to get from one place to another. The most frequent types of sexual violence experienced by women and girls on public transportation, in taxis and in ride-sharing services, were verbal abuse, unwanted sexual touching, stalking, followed by sexual aggression (after a woman/girl leaves public transport).

## Indigenous (Aboriginal) Women and Girls

Indigenous women experience significantly higher rates of violence than non-Indigenous women. Indigenous women are nearly three times more likely to report being violently victimized and are more likely to experience multiple forms of violence than non-Indigenous women. Additionally, the majority of violent acts towards Indigenous women are often not reported to the police. These challenges are further compounded by a lack of culturally appropriate resources to prevent and address sexual violence. Across Canada there is a heightened awareness of the need to respond to the serious and prevalent issue of violence against Indigenous women and girls. A number of strategies and actions led by orders of governments, municipalities, and non-governmental organizations including community and grassroots organizations are underway, including governments' responses to the National Inquiry on Missing and Murdered Indigenous Women and Girls Final Report.

# Recommendations

The Edmonton: Safe City Community Collaboration Committee has recommended prevention and intervention strategies based on the three priority areas identified in the scoping study. The first three themes under the prevention strategies have been identified as priorities.

## Guiding Principles for Actions

- Communities need to be safe places for women and girls.
- Survivors should be able to access timely culturally appropriate services and supports.
- All partners must be intentionally engaged and take responsibility to create and implement evidence-based solutions that result in positive change.
- Prevention and intervention strategies to reduce sexual violence must be data informed. Data collection should include intentional consideration of, and engagement with, individuals made more vulnerable to sexual violence.
- Colonization should be recognized as the root cause of sexual violence against Indigenous women. Colonization is perpetuated through historical and contemporary discriminatory policies and practices which result in the marginalization and violence against Indigenous women.

## Implementation

Some of the actions can be implemented in the short term, while others address more complex, systemic challenges, and are long term. Recommended actions will require collaboration (between community as well as between orders of government), and the responses need to be innovative and adequately resourced (human and financially). Implementation should be aligned with other relevant reports such as the Final Report of *National Inquiry on Missing and Murdered Indigenous Women and Girls*, as well as City of Edmonton and Culture, Multiculturalism and Status of Women initiatives and commitments, such as the Alberta Commitment to End Sexual Violence.<sup>4</sup>

<sup>4</sup>. Government of Alberta Commitment to End Sexual Violence. Retrieved from <https://www.alberta.ca/commitment-to-end-sexual-violence.aspx>

## Prevention of Sexual Violence In Public Spaces

### Inclusion of Indigenous Perspectives in Developing Interventions

**Indigenous leaders, women and youth need to be included, heard, and their perspectives reflected in government decision-making to ensure supports are available to Indigenous survivors of sexual violence.**

Recommendations:

1. When responding to sexual violence against Aboriginal/Indigenous women and girls, implement Indigenous-led justice response models, preferably with Indigenous representation in order to provide culturally appropriate supports.
2. Enhance and support ongoing relationships between sexual assault support organizations, Indigenous organizations and police services to improve service delivery to sexual violence survivors for service delivery to support women and girls.

### Policy Amendment

**City bylaws and policies may support a reduction of sexual harassment in public spaces.**

Recommendation:

1. Amend bylaw 14614 to include prohibiting sexual harassment in public spaces.

## Education and Awareness

**Raising awareness and public education can shift attitudes and behaviours to prevent sexual violence in public spaces.**

Recommendations:

1. Develop a bystander-focused social marketing campaign on sexual violence in public spaces which is prevention-focused, coordinated, evidence-based and adapted for different spaces. Ensure that this campaign embraces an Indigenous lens.
2. Provide support and enhancement of effective, ongoing campaigns such as the I Believe You<sup>5</sup> and Moose Hide Campaigns<sup>6</sup>.

### Ensure Safety of Public Infrastructure

**Use a gender-based plus analysis<sup>7</sup> in the planning and ongoing maintenance of public infrastructure to ensure the safety and well-being of Edmonton women and girls.**

Recommendations:

1. Leverage relationships with City of Edmonton departments to ensure that a gender-based plus analysis is used in the planning of new public facilities and infrastructure.
2. Conduct safety audits of existing public infrastructure to identify where improvements can be made.

<sup>5</sup> #IBelieveYou. Retrieved from <https://www.ibelieveyou.info/>, 2019.

<sup>6</sup> Moose Hide Campaign – Standing Up Against Violence. Retrieved from <https://moosehidecampaign.ca/>, 2019

<sup>7</sup> GBA+ is an analytical process used to assess how diverse groups of women, men and non-binary people may experience policies, programs and initiatives. Status of Women Canada, *What is GBA+?*, <http://cfc-swc.gc.ca/gba-acis/index-en.html>

## Intervention in Sexual Violence in Public Spaces

### Training for First Responder/Justice Roles

**Ensure evidence-based, trauma-aware, ongoing and coordinated training is available for those in key first responder and justice roles.**

Recommendations:

1. Identify training programs for first responders that provides skills to support women from culturally diverse backgrounds and to ensure that they are treated with dignity and respect.
2. As a primary response to effectively support survivors of sexual violence, Edmonton Police Service should participate in effective ongoing cultural- sensitivity training to ensure survivors are appropriately supported.
3. Train and provide educational materials to Crown prosecutors on a trauma-informed approach to sexual violence prosecutions.
4. Support, where appropriate, the continuous review and evaluation of training.

### Connecting Survivors to Support Services

**Ensure survivors are connected to supports which are survivor-focused and led.**

Recommendations:

1. Implement the donation of phones with emergency calling capabilities from public and private organizations to individuals who have self-identified, or been identified by agencies to be at a higher risk of experiencing sexual violence.
2. Install new and additional emergency phones or buttons in high-risk areas identified through available data that connect directly to the police or Association of Alberta Sexual Assault Services (AASAS) One Line.

3. Explore alternative reporting options such as online, formalized third party and Edmonton Transit Services specific reporting line.
4. Support the Edmonton Transit Services initiative to have wifi available at all transit locations to ensure users can access support as needed.

### Reporting Sexual Violence

**Continue to encourage survivors to report sexual violence which can increase accountability of perpetrators and deter them from continuing to offend others.**

Recommendations:

1. Promote the use of Edmonton Police Service's new online police reporting tool and encourage survivors to report sexual assault.
2. Support Edmonton Police Service in their ongoing efforts to foster relationships with community-based sexual assault centres.

### Safety Protocols on Public Transportation

**Implement appropriate safety protocols and standards for various modes of publicly accessible transportation.**

Recommendations:

1. Edmonton Transit Service and Community Standards should continue to evaluate security at transit centres and LRT stations to ensure that the security concerns of women and girls are being proactively addressed.
2. Enhance formal protocol and training for Edmonton Transit Service and local Peace Officers' response to sexual violence.
3. Share recommendations on safety features and training incorporated by public transportation service providers with taxi and ride-sharing services.

## Relationship Building

**Establish or leverage existing Collaboration Committee to advise on implementation of recommendations and share information.**

Recommendation:

1. Invite community organizations and academia to be ad-hoc or full members of relevant committees and working groups.

## Next Steps

The City of Edmonton, in collaboration with Culture, Multiculturalism and Status of Women, will determine which recommendations can be addressed in the short and long term based on the financial and human resources available. They will then work with community partners to implement the recommendations.



# Glossary

## First Responder

Professionals in a position of authority who are first approached by, or respond to survivors, to provide safety, support and guidance.

## Gender-based Plus (GBA+) Analysis

An analytical process used to assess how diverse groups of women, men, and non-binary people may experience policies, programs and initiatives.

## Public Spaces

Public spaces are the focus of the UN Women Safe Cities Initiative. The City of Edmonton and Culture, Multiculturalism and Status of Women recognize that sexual violence can begin in public spaces and move into private spaces, or begin in private spaces and move into public spaces. The initiative will include spaces that are publicly accessible to the majority of people.

## Scope

The Edmonton: Safe City Initiative partners will identify the extent of work to be implemented and decide which partner is responsible for the action items.

## Sexual Violence

Sexual violence is a broad term that refers to any non-consensual activity of a sexual nature that violates a person's sexual integrity. It is characterized by a continuum of aggression, harassment and violence. Sexual violence includes sexual assault; sexual harassment; sexual intimidation; threats; stalking; indecent exposure; voyeurism; cyberstalking and cyber harassment; non-consensual dissemination of sexual imagery; sexual extortion; online luring; and sexual exploitation.

## Sexual Harassment

Sexual harassment includes unwelcome sexual comments, attention, actions or gestures. As is the case for other forms of sexual violence, a key component to sexual harassment is that someone does these actions without consent, permission, or agreement of the person or persons they are targeting. Sexual harassment includes non-contact forms, including sexual comments about a person's body parts or appearance, whistling while a woman or a girl is passing-by, demands for sexual favors, sexually suggestive staring, following, stalking, and exposing one's sexual organs to someone. Sexual harassment also includes physical contact forms, such as purposely brushing up against a person on the street or on public transportation; or grabbing, pinching, slapping, or rubbing against a person in a sexual way.

## **Survivor**

A survivor is a person who has been victimized and copes with the trauma, while working on getting beyond the traumatic event. Survivors of sexual violence often experience short and long term physical and psychological impacts based on their experience of sexual violence.

## **Women and Girls in All Their Diversity**

The UN Women Safe Cities Initiative is focused on women and girls in all their diversity because sexual violence is rooted in discrimination, structural and gender inequality. Particular groups of women and girls, such as Indigenous, newcomers, and LGBT individuals, experience higher levels of sexual violence than the general population. Furthermore, to successfully prevent and address sexual violence, there must be acknowledgement of the power differential that exists between men, women, and people of diverse identities and expressions.

# Contributors and Acknowledgement

## Edmonton: Safe City Community Collaboration Committee

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Kari Thomason, Métis Child and Family Services Society
- Kristina Midbo, Women's Advocacy Voice of Edmonton Committee
- Lindsay Dennison, Justice and Solicitor General
- Mary Jane James, Sexual Assault Centre of Edmonton
- Michael van Hemmen, Uber
- Rachelle Venne, Institute For The Advancement of Aboriginal Women
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We thank all the research respondents, including all the women and girls who shared their personal stories, experiences, and suggestions through individual interviews, focus groups, and written submissions. Thank you also to Kim Ghostkeeper, Jennifer Beyer and Claire Ashton for their facilitation of the Collaboration Committee meetings.



## GBA+ REPORTING

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### PROJECT/INITIATIVE NAME: Transit Safety and Security

**Branch** Community Standards and Neighbourhoods  
Social Development  
Edmonton Transit Service  
Office of the Chief of Staff

**Department** Community Services  
City Operations  
Office of the City Manager

**Date:** January 27, 2022

### 1. DESCRIPTION OF PROJECT OR INITIATIVE

COVID-19 has impacted transit agencies across North America and stay-at-home measures have caused a decline in transit ridership levels. Lower transit ridership has resulted in fewer people in transit areas and therefore less natural surveillance in transit facilities. At the same time, there is an increasing number of homeless people in our city and the drug poisoning epidemic means a number of homeless folks are using drugs in public spaces including streets and transit stations. Those circumstances also make transit centres attractive to criminals who take advantage of vulnerable people. Taken together, these elements have created conditions that lead to transit riders feeling uneasy and, at times, unsafe.

### 2. OVERVIEW OF GBA+ IMPACT

Administration continues to examine best practices and work with entities that receive funding to pursue innovative solutions that reduce barriers for those who need support,

### GBA+ PROCESS

#### 3. REFLECT

Perspectives of the project team:

- Highly educated
- English speaking and reading (First and second languages)
- Mix of Canadian-born and immigrants to Canada
- Majority of the group identifies as female and is cis-gendered
- Have access to stable housing
- Mixture of frequent and occasional transit users
- Lived experience in low income household
- Employment status: All have stable, full-time work, currently many of which are working remotely and

may not be using transit and/or public spaces as frequently

Perspectives missing:

- People currently experiencing homelessness and/or substance use disorders.

#### 4. RESEARCH

Quantitative and qualitative research findings were taken from monthly surveys that ETS undertakes to assess rider satisfaction with a third party research provider. Survey research inherently does not reach all participants (i.e. they need to have access and awareness of the survey, have a means to complete the survey such as a phone, computer and internet access, they have to read and understand the language of the survey, etc.). Thus, despite our best efforts for a representative sample, there can be voices left out of traditional research methods. The City continues to integrate with key community stakeholders and partners to strengthen community engagement and awareness for all users of transit and transit spaces.

Informal research on social media has provided the project team with another perspective into the experience of transit riders.

#### 5. ENGAGE

In 2019, Administration presented CR\_6899, Policy for Helping Vulnerable Residents During Extreme Weather Incidents, and shared insights gathered from individuals who accessed Central LRT Station overnight. Three themes emerged:

1. Some individuals thought emergency shelters were full or could not access them due to being banned previously.
2. Some individuals slept in shelters when Central LRT Station was closed/unavailable; however, they left emergency and temporary shelters when the station became an option.
3. Community centres like Boyle Street Community Services were seen as providing adequate shelter during the day.

Multiple, regular surveys are completed throughout the year for ETS ridership.

#### 6. FINDINGS AND RECOMMENDATIONS

6a) Finding statement(s):

1. Compared to bus-only riders, LRT riders tend to have more people in the 25 to 44 years old range and fewer youth (under 24).
2. LRT riders tend to be higher income than bus-only riders.
  - 32 per cent of LRT riders have a household gross annual income of \$100k or more, compared to 18 per cent of bus-only riders.
  - 32 per cent of bus-only riders have a household gross annual income under

6b) Equity Measure Recommendation(s):

1. Individuals who are homeless continue to be assisted to find adequate shelter as LRT stations do not provide adequate sleep conditions and there are concerns around health and safety, cold temperatures, limited amenities including washrooms and the coordination of food and water for those staying overnight.
  - a. Request ongoing funding allocation for the Community Outreach on Transit Team (COTT)
  - b. Continue with building and staffing

<p>\$40k per year, compared to 16 per cent of LRT riders.</p> <ol style="list-style-type: none"> <li>3. Employment status - more LRT riders tend to be employed full time and part time than bus-only riders, and among bus-only riders there are higher proportions of people who are unemployed or unable to work.</li> <li>4. More than 2,800 individuals in Edmonton are experiencing homelessness.</li> <li>5. Nearly 60 per cent of homeless individuals are Indigenous, despite being only 5 per cent of the overall population.</li> <li>6. Of the more than 2,800 individuals experiencing homelessness. <ul style="list-style-type: none"> <li>o Approximately 690 individuals are children - either dependents or independent youth.</li> <li>o Approximately 42 percent of homeless individuals identify as female.</li> </ul> </li> <li>7. Some homeless individuals have thought emergency shelters were full or could not access them due to being banned previously.</li> <li>8. Some individuals slept in shelters when Central LRT Station was closed/unavailable; however, they left emergency and temporary shelters when the station became an option.</li> <li>9. Community centres like Boyle Street Community Services were seen as providing adequate shelter during the day.</li> <li>10. The drug poisoning crisis has seen significant increases in medical calls on ETS property. <ul style="list-style-type: none"> <li>o Calls for medical aid have increased 819% since 2017 with TPOs attending nearly 1500 calls in 2021.</li> </ul> </li> <li>11. 10% of the calls for TPO service involve check on people's welfare (almost 8000 in 2021)</li> </ol>	<p>public washrooms</p> <ol style="list-style-type: none"> <li>c. Review and enhancement of the Encampment Response in 2022.</li> <li>d. Continue with affordable housing initiatives and advocacy efforts.</li> </ol> <ol style="list-style-type: none"> <li>2. Continuing with the Safe City YEG initiative, as making transit safer for women and girls makes it safer for everyone. Including upcoming work on the following: <ol style="list-style-type: none"> <li>a. Missing and Murdered Indigenous Women &amp; Girls Calls for Justice</li> <li>b. Bystander Awareness Training</li> </ol> </li> <li>3. Evaluate if the temporary shelter bus was successful and resources allocated effectively.</li> <li>4. Administration to provide Indigenous-led trauma-informed training to employees and leadership.</li> <li>5. Evaluate the equipment and role of those who respond to medical calls on Transit property.</li> </ol>
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## 7. IMPLEMENTATION

*In this section, record:*

- *How you will implement/have implemented the equity measures, including timing (e.g. some may be implemented immediately, some noted for the future).*
- *If possible, identify any resources (eg. staffing, materials, etc) that will be allocated to implement equity measures.*

### REMOVAL OF BARRIERS FOR THE HOMELESS



As a limited funder of the homeless-service sector, the City endeavours to include contractual provisions in its agreements with agencies to best ensure the removal of barriers to access for vulnerable persons experiencing homelessness, including the development of Council approved shelter standards for the emergency shelters in Edmonton. While we are not the primary funder, all efforts are being made to support the adoption and implementation of the shelter standards to improve equitable access of these spaces to people experiencing homelessness. The City is working with the Alberta Government, Ministry of Community and Social Services to adopt the shelter standards as part of funding agreements.

Since 2019, the City's response to Extreme Weather Response has been guided by the following principles:

- Safety First: The health and safety of individuals is of paramount importance.
- Connected: All efforts will be made to align the City of Edmonton's response with existing efforts and resources, with a focus on connecting people to the supports that best meet their needs.
- Respectful: All individuals are served with dignity and respect.
- Efficient and Effective: Responses, community plans, and protocols are robust and time tested, based on proven best practices.
- Housing First: All efforts will be made to ensure that those who are experiencing homelessness are connected to supports to find permanent, safe and affordable housing.

#### **TRANSIT**

- Ongoing GBA+ analysis of the safety and security system on ETS.
- Equity analysis of the transit network is underway.
- Anti-racism review of low income transit fare programs is underway.

#### **SAFETY AND SECURITY**

- Provided trauma-informed training to Community Standards and Neighbourhoods extended leadership team. The course was delivered by Native Counselling Services of Alberta.
  - Planned extension to frontline teams in 2022.
- TPOs have been trained in advanced first aid, AED deployment, and Naloxone administration. TPOs are frequently on scene to medical incidents before responding healthcare professionals and routinely administer Naloxone.
- A tripartite arrangement between Social Development, Community Standards and Neighbourhoods, and ETS supports a shelter shuttle bus between many of the transit centres and LRT stations, and emergency shelter locations. This bus runs between December and April, and provides transport to more appropriate sheltering options for those in need.

#### **SAFECITY - YEG**

- Transit Watch implemented
- Bystander project
- Infrastructure projects for ETS will use a GBA+ perspective

## **8. EVALUATION**

*In this section, record:*

- *Your plans to evaluate the effectiveness of the project/initiative, including the effectiveness of equity measures implemented.*

Measures of success and evaluation will be worked through as an action item at the Tripartite and working group tables.

## TRANSIT SAFETY AND SECURITY INTERIM UPDATE

### RECOMMENDATION

That the May 24, 2022, City Operations report CO01229, be received for information.

#### Report Purpose

#### Information only.

Council is being informed of implementation updates for the previously approved enhanced Transit Safety Plan.

#### Executive Summary

- This report provides an interim update on the implementation of the enhanced Transit Safety Plan outlined in OCM01037, and approved by City Council at the February 22/24, 2022, City Council meeting. Improving safety in all public spaces, including transit spaces, remains a top priority for City Administration. Recent incidents continue to illustrate the significant challenges faced in addressing this complex issue, and underscore the importance of creating safe and welcoming spaces for all.
- Safety has been identified as a critical factor in recovering and growing transit ridership. Transit ridership has recovered to between 66 to 69 per cent of normal levels, with total transit ridership reaching 3.6 million rides in April.
- In coordination with the City of Edmonton's tripartite partners, Edmonton Police Service and Bent Arrow Traditional Healing Society, Administration is diligently advancing the actions from the Transit Safety Plan.
- Implementation updates include ongoing hiring and resourcing of staff; phased reopening of transit washrooms; the creation of a refreshed Transit Peace Officer deployment model; and education and outreach activities, including drug poisoning prevention teams, safety information boards and communications in transit spaces, a marketing and communications campaign and development of a transit staff and rider awareness campaign. Evidence-based staffing levels based on the Transit Peace Officer deployment review are provided.

## TRANSIT SAFETY AND SECURITY INTERIM UPDATE

- In addition to impacting transit riders, social disorder including criminal activities in transit spaces, has contributed to significant occupational health and safety concerns for employees who work in these spaces. The current reliance on administrative controls and emergency response measures does not adequately meet the standard of safety for City workspaces.
- Administration is preparing an unfunded capital profile to install fare payment gates as access control for LRT platform areas in some stations, in preparation for the 2023-2026 budget deliberations.

## REPORT

Safety and security in transit spaces remains a top priority and includes activities to create a safe transit experience for all, including transit riders, community members, City staff, and contractors.

Transit ridership has recovered to between 66 to 69 per cent of normal (pre-pandemic) levels, with total transit ridership reaching 3.6 million rides in April 2022. Efforts to improve transit safety are strategically aligned with numerous overarching corporate strategies and policies, including ConnectEdmonton, City Plan, the Community Safety and Well-Being Strategy, and the Downtown Vibrancy Strategy.

Safety is one of the key service deliverables identified in the Transit Strategy (approved by Council in 2017), and has been identified as a critical factor in recovering and growing transit ridership.

The framework supporting the implementation of the Transit Strategy has six elements:

- **Mass transit planning and transit network design** includes elements related to the transit network and mass transit plans. Creating higher frequency transit service corridors encourages more transit ridership, resulting in more active streets and a greater presence of fleet and riders. This helps create natural surveillance.
- **Environmental design** focuses on the built environment, including transit infrastructure as well as other elements of the transit journey (roadways, sidewalks, parking areas, fleet, etc.). It also includes crime prevention through environmental design (CPTED).
- **Enforcement and security personnel** include personnel assigned to support a safe transit experience. In Edmonton, security personnel consists of three key layers: security guards - deployed at 21 transit locations; Transit Peace Officers - deployed across the entire transit network; and Edmonton Police Service (EPS) - service requested on an ad hoc or emergency response basis. In addition, the 24/7 Transit Control Centre staff has oversight for the management of a safe, reliable transit system.
- **Policies, procedures, standards and guidelines** refers to policy tools such as Gender-Based Analysis Plus (GBA+), Council-approved city policies and bylaws, Occupational Health and Safety, as well as operational policies and procedures governing transit safety and security. There are two bylaws related to transit spaces: Bylaw 14614 - Public Places, and Bylaw 8353 - Conduct of Transit Passengers. The Council-approved Transit Service Policy (C539A) and Edmonton Transit Fare Policy (C451H) also impact safety and security. The service policy outlines service standards to guide transit service decisions related to coverage, frequency and planning. The fare policy outlines principles to guide faring decisions and follows a needs-based approach for equitable faring pricing.

## TRANSIT SAFETY AND SECURITY INTERIM UPDATE

- **Education and outreach** focuses on internal and external education, community engagement and outreach, as well as communications and marketing efforts. In Edmonton, education and outreach includes the work of Transit Peace Officers, Community Outreach Transit Teams (COTT), and bystander awareness, education and intervention campaigns.
- **Technology and equipment** is located throughout the network and on the fleet to support riders and staff, as well as protect the security of transit assets. Examples include bus operator shields, almost 4,000 surveillance cameras across the system and Personal Protective Equipment (PPE) for staff and contractors.

### Transit Security in Context

Transit agencies across North America are working on plans to recover and grow ridership while navigating the impact of complex social issues in our communities. Heightened by the impact of the COVID-19 pandemic, there has been an increased awareness of many complex issues of marginalization that intersect with public transportation in municipalities. Examples include Indigenous, Black and racialized peoples' experiences with racism or hate motivated assaults; timely access to service for persons with disabilities; service gaps for those who work late night shifts; newcomers who are making Edmonton home; the number of people in need of safe sheltering and housing support; the need for increased mental health supports; as well as a drug poisoning crisis. Reports to the Transit Control Centre about drug poisonings in transit facilities continue; in the three-month period from January to March 2022, 227 reports were submitted. In the last six weeks, security guards deployed naloxone 52 times in transit facilities. All these compounding issues are leading to conditions where people feel uneasy and, at times, unsafe while in transit spaces or needing access to transit service.

Investments in LRT and transit service are critical to Edmonton's future, for the development of a modern, globally competitive city with a transportation system that meets the needs of a diverse, dynamic, and growing population. To meet the goals outlined in The City Plan, including greenhouse gas emission reductions targets, it is critical to recover and grow transit ridership, and achieve transportation mode shifts. Service improvements, including safety enhancements, are a key lever to increasing transit ridership and mode shift. Transit Centres and LRT stations are intended to be busy and vibrant - they facilitate the transportation of large volumes of riders between their homes, workplaces, schools, shopping, events, and other activities in a manner that is convenient, reliable, and safe.

To improve safety for all, focus is placed on addressing problematic behaviour that contributes to disorder and interferes with a safe transit experience. In 2019, City Council approved Policy C620 - Supporting Vulnerable People During Extreme Weather Conditions to formalize the City's role in ensuring appropriate response to safeguard the health and lives of Edmontonians who are marginalized. Dignity, safety, connections to resources and supports are prioritized during extreme weather responses.

Policy C620 and the enhanced Transit Safety Plan outlined in OCM01037 reaffirmed that LRT stations are not equipped to function as temporary shelters and do not uphold the principles of this policy. LRT stations are unsuitable for use as shelter spaces given their lack of basic amenities such as washrooms, adequate heating, and connections to important social supports. Interim

## **TRANSIT SAFETY AND SECURITY INTERIM UPDATE**

gathering spaces are needed for marginalized Edmontonians who are sheltering and gathering in transit facilities, particularly during cold weather months. For example, some jurisdictions have created warming centres to serve as gathering spaces to keep people safe during cold weather months.

### **Transit Safety Plan Implementation Updates**

On February 24, 2022, City Council approved the enhanced Transit Safety Plan, described in OCM01037, which outlines a holistic set of actions to further improve safety and security in public transit spaces throughout Edmonton. Since the Transit Safety Plan was approved, Administration has been working to implement the plan through the actions outlined below.

### **Resourcing the Transit Safety Plan**

Hiring is underway for the Director, Transit Safety position and Administration anticipates that the person will be in their role by July 2022. This role will report to the tripartite leadership committee outlined in the Transit Safety Plan, comprised of the City Manager, Police Chief and Executive Director of Bent Arrow Traditional Healing Society. Once in place, the Director will regularly convene the tripartite leadership committee, advance the Memorandum of Understanding between the partners and the unified command structure model, and lead strategies and actions to further improve safety.

The additional COTT members are anticipated to be active by July 2022. Hiring is also underway to add additional coverage in the Transit Control Centre to provide better oversight from Transit Security Dispatchers - this will ensure timely responses to calls and texts received from riders through the Transit Watch program, as well as oversight for the enhanced washroom safety plan as outlined in this report.

Further to the February 2022 report, a capital project is being developed for consideration to install access control fare gates at several LRT stations to restrict access between the concourse and platform levels to fare paying riders. If funding is approved in 2022, Administration anticipates that work would begin in 2023 and be fully completed and installed by 2024. Detailed design work and assessments on the fare gate installations will need to be completed before any construction work can commence.

### **Washroom Update and Safety Plan**

On May 2, 2022, Administration reopened 11 of the 18 recently closed transit washrooms using a phased approach which provides the opportunity to monitor and adjust as needed before reopening the remainder of the washrooms on May 30, 2022. To improve washroom safety, Administration has implemented additional controls which include enhanced oversight, enhanced cleaning and signage for drug poisoning supports and resources such as sharps containers. In addition, a washroom attendant is temporarily providing additional support at the Central LRT station washroom.

Future actions being worked on include exploring the implementation of motion detection technology which will identify the potential for a drug poisoning incident in need of emergency

## **TRANSIT SAFETY AND SECURITY INTERIM UPDATE**

support to the 24/7 Transit Control Centre. ETS is reviewing technology solutions and will determine a path forward by September 2022.

### **Transit Peace Officer and Security Guard Deployment Model Review**

In addition to the above actions, a Transit Peace Officer deployment model review is being undertaken to ensure effective deployment of Transit Peace Officer teams. Calls to the Transit Control Centre have increased 400 per cent since security guards were added to the transit system. As a result of increased reporting, there has been a 54 per cent increase in events dispatched to Transit Peace Officers. As such, the demand to respond to calls for service has meant the ability for the Transit Peace Officer team to conduct crime prevention patrols has been reduced by half.

With the addition of two three-year term sergeant positions created through the Transit Safety and Security report (OCM01037), the Transit Peace Officer team was able to develop a new deployment model. The new deployment model will see 35 percent of Transit Peace Officer resources dedicated to foot patrol and COTT by July 2022, to increase their capacity for proactive patrols.

Starting May 22, 2022, Edmontonians will start to see the Transit Peace Officer foot patrol teams referred to as Transit Community Action Teams (TCAT), as a more consistent presence on the LRT and platforms throughout the transit network. These teams will consist of 11 Transit Peace Officers and will work split shifts between 7 a.m. and 1:00 a.m. Using a theory of change and evidence-based practices, TCAT will use a high-visibility and high-engagement deployment model aimed to reduce and prevent crime and disorder in assigned hot spots. Details can be found in Attachment 1 Transit Peace Officer Deployment Theory of Change. The TCAT foot patrol program was designed using existing Transit Peace Officer staffing levels, except for the addition of the two temporarily funded sergeant positions. Administration will be reviewing and evaluating the outcomes of the TCAT program.

In order to maintain a problem solving and proactive approach, Administration has been assessing evidenced-based staffing levels to meet the current and future safety needs in the transit system that includes 27.7 km of track (but when monitored for both north and southbound trains at the same time, staffing increases to 55 km of track), 25 transit centres and 18 LRT stations. For comparative insights on evidence based safety and security staffing levels, a jurisdictional scan has been completed on Transit Peace Officer authorities (Attachment 2).

As part of the Transit Peace Officer deployment model review, Administration is also reviewing the other layers of personnel support, including security guards and dispatch, in the transit safety and security framework to ensure resources are integrated and aligned with the work of Transit Peace Officers. Since the implementation of the security guard layer, conditions and challenges within the transit system have evolved and as a result a reassessment of how these resources are used is important. A preliminary analysis of the current state TPO staffing and potential future staffing models has also been undertaken. This re-evaluation will ensure that resources deployed in transit are achieving optimal safety outcomes for transit users, Edmontonians, City staff, contractors and security guards themselves.



## TRANSIT SAFETY AND SECURITY INTERIM UPDATE

In addition to the Transit Peace Officer deployment review, City Bylaw 8353 - Conduct of Transit Passengers is being assessed to ensure it is providing the proper authority for Transit Peace Officers and Edmonton Police Officers to address inappropriate conduct throughout the transit system. The intent is to ensure that Officers have appropriate tools to address disorder and ensure safety for all.

### Education and Outreach

To further implement the enhanced Transit Safety Plan, Administration is undertaking a number of coordinated actions related to education and outreach.

1. **Drug poisoning prevention teams** will be added, partnering with community health resources to provide support in transit facilities and LRT stations. These teams will be in place for June - September, 2022. Together, Administration and EPS have also added more outreach and engagement activities throughout the transit system. EPS has integrated their transit presence with crime disruption and beat teams on an ad hoc basis, and coordinated with Transit Peace Officer teams.
2. **Safety information boards** will be implemented in transit centres and LRT stations to communicate safety features, reporting tools and how to use them. This initiative was highlighted by students in a MacEwan University course on Interaction Design which focused student projects on transit safety and security. The information boards will be similar to those promoting COVID-related information posted in transit stations and will be installed in June and July.
3. A **communications campaign** will begin in June, with the aim of increasing ridership by reengaging Edmontonians with transit, and emphasizing transit as a preferred choice of travel to move around as COVID-19 restrictions are lifted and normal business operations resume. This program will support the Transit Safety Plan through implementation of space activations in transit using ETS Street Team Ambassadors. This campaign is being further advanced through partnerships with multiple organizations, such as business associations, major events and city attractions.
4. An **bystander awareness campaign** for riders and a training program for transit operators to support safe intervention of safety concerns is being developed to be implemented by the end of 2022, led by ETS. While this work emerged from the *Edmonton: Safe City* community collaboration report with a focus on gender based violence, a bystander awareness campaign should address the many intersecting identities of riders that may result in them being targets of violence.

### Occupational Health and Safety

As an employer, the City of Edmonton has responsibilities to keep employees safe as outlined in Occupational Health and Safety (OHS) legislation and City policies. These responsibilities include ensuring employees have the skills and training needed to do their jobs safely, preventing violence and harassment in the workplace, informing employees about hazards they may encounter while performing work, setting up safe work practices, providing safety equipment and meeting requirements under the OHS Code. In order to meet these obligations, the City must

## **TRANSIT SAFETY AND SECURITY INTERIM UPDATE**

assess hazards and risks by occupation and task, and apply effective controls to reduce risks to a reasonable level.

With increased disorder in transit spaces, job-related hazards have significantly changed for employees and contractors working in these spaces over the last two years. Employees in transit spaces include transit operators, Transit Peace Officers, tradespersons and custodial employees. In addition, security guards and some custodial resources are contracted to provide service in these spaces. Administration continues to review and update hazard assessments and related action plans to ensure the control measures intended to address physical and psychological health and safety are effective. Administration has also engaged employees to gather information and discuss safety-related issues through activities such as focus groups, job shadowing, one-on-one discussions and team meetings. Some of the control measures established to mitigate identified risks include working in pairs for enhanced situational awareness; security guard patrols to deter problematic behaviour, respond to drug poisoning incidents, and report disorder incidents to the transit control centre; increased Transit Peace Officer patrols for greater enforcement and to deter security disorder; CCTV cameras for monitoring and post incident investigation; and standardized and consistent trauma peer response support for injury management.

Administration has re-evaluated risk levels in hazard assessments and controls. The current reliance on administrative controls and emergency response measures does not adequately meet the standard of safety for City workspaces. Any serious risks need to be eliminated or an engineered solution as well as administrative controls and personal protective equipment (PPE) to bring the residual risk to an acceptable level (low-moderate, or low). While physical violence hazards remain the most serious risk level, psychological risk is the most prevalent risk in transit workspaces. The most serious risks are unprovoked violence; fatigue due to the increased mental task load of maintaining safety awareness and vigilance when trying to complete a task; stress and erosion of mental health due to continual exposure to drug and alcohol use and associated effects; responding to drug poisoning incidents in transit spaces; and stress due to swearing, yelling, threatening, racial slurs, aggressive posturing, unpredictable behaviours and bodily fluids in the work area or towards employees.

Due to an escalation in safety incidents and employee disclosures to the Government of Alberta's Occupational Health and Safety Contact Centre, Administration is conducting an Employee Safety Analysis to verify the effectiveness of the existing controls and actions taken. This activity is ongoing and will be concluded by June 2022. To date, early analysis indicates that hazard controls are falling short of legislative obligations to mitigate identified risks to employees who work in transit spaces regularly. Administrative controls (that change the way people work) do not eliminate the hazards of crime and disorder that staff face every day in these spaces.

Additional control measures to support employee health and safety need to be added and are suggested in Attachment 3, including:

1. Elimination of open drug use in City owned and operated facilities.
2. Active hazard management to remove risks from public spaces.



## **TRANSIT SAFETY AND SECURITY INTERIM UPDATE**

3. Reinforce the need for proof of payment when using transit service.
4. Revisit the duties of security guards related to Occupational Health and Safety requirements on transit property as outlined in the Transit Peace Officer and Security Guard Deployment Model review underway.
5. Prioritize the employee experience by continuing to engage employees on working conditions via a hazard assessment process, and utilize the Joint Health and Safety Committees to provide another forum to share employees experience.
6. Establish key performance metrics to monitor and measure performance related to Occupational Health and Safety.

Early insights from Administration's Employee Safety Analysis also include:

- On a city-wide basis, approximately 624 incidents (191 on or nearby transit property) of violence and severe disorderly behaviour were reported through the corporate reporting system from December 2020 to December 2021. Approximately 20 per cent (129) of these reports resulted in injury.
- During a similar time period, approximately 120 incidents (defined as incidents less severe than those identified through the corporate reporting system) on or nearby transit property were reported through an informal process (to-date, approximately 170 incidents have been identified overall).

Based on employee interviews, incidents have been under-reported due to the high volume of disorderly activity in transit work spaces, and the time and effort required to report incidents in addition to effectively delivering daily tasks. This has led to employees reporting only significant incidents, and under-reporting daily or frequent occurrences. Administration has taken immediate action to improve reporting and has communicated that employees have the right to refuse work when conditions are unsafe.

The implementation of the TCAT program and Transit Peace Officer resources dedicated to foot patrol will address the need to reduce and prevent crime and disorder in these spaces where staff work. Administration will continue to evaluate that these measures effectively mitigate the hazards and monitor the trend in incidents reported.

### **Budget/Financial Implications**

As part of reviewing the Transit Peace Officer deployment models, Administration is able to submit an unfunded service package for 2023-2026 budget deliberations if directed by City Council to do so.

As part of preparing for the 2023-2026 budget deliberations, Administration is preparing an unfunded capital profile related to installing fare payment gates as access control for LRT platform areas in some stations for Council consideration.

## **COMMUNITY INSIGHT**

Edmontonians have continued to share their feedback through numerous channels through formal surveys, input to 311, social media and direct correspondence with City Council. Themes

## **TRANSIT SAFETY AND SECURITY INTERIM UPDATE**

include concerns for personal safety and security, identification of social issues impacting feelings of safety as well as requests for additional safety measures.

In the next three months, Administration will update research with Edmontonians who are not using transit to assess levers that would help them consider transit use in the future.

In May to June 2021, Administration conducted a survey of 400 Edmontonians who had not used transit in the past 24 months or had used the service infrequently. 91 per cent of respondents indicated they had used transit at some point in the past, and of these former riders, only 1 per cent indicated they had stopped using transit as a result of safety or security concerns. When considering factors that would increase their likelihood of using transit, 22 per cent of respondents indicated safety and security enhancements would positively contribute to their transit use. However, this was the sixth top suggested enhancement.

### **GBA+**

To further advance the City's understanding of diverse community perspectives on transit safety, Administration completed GBA+ engagement in the fall and winter of 2021. This report provides a summary of the methodology, what was heard from participants and recommendations that align with the Transit Safety Plan.

#### **GBA+ Engagement on Transit Safety and Security**

Transit safety and security approaches must be advanced in a manner that is meaningful and impactful for Edmontonians. To ensure this occurs, it is essential that Administration hears the diverse and intersectional perspectives from the community. Between September 2021 and March 2022, Administration completed GBA+ engagement on transit safety, as previously identified as a next step in advancing the transit safety framework. This work leveraged the diverse and intersectional perspectives of participants to identify root causes of safety and security challenges, as well as to consider the effectiveness of safety and security improvements made over the past several years.

The GBA+ engagement involved hearing from a diverse range of voices, including internal stakeholders, civic boards and community members. City employees working in transit spaces, EPS and Bent Arrow Traditional Healing Society representatives were also included. Civic boards included the Women's Advocacy Voice of Edmonton, Accessibility Advisory Committee and the Edmonton Transit System Advisory Board. Community participants included a group of Muslim women coordinated with the Islamic Family and Social Services Association, high school students, the Seniors Coordinating Council and social agencies participating in the Providing Accessible Transportation Here (PATH) program.

A mixed methods approach was used for this qualitative study, and included focus groups and individual interviews with riders and non-riders, and conducting a survey of social agencies and civic boards. Participants were asked to reflect on safety and security issues surrounding transit, causes of the issues, and ways to address them, considering changes made over the past several years. The research findings are summarized in Attachment 4 and were shared with participants in a reporting back session in February 2022. The purpose of this session was to validate findings

## TRANSIT SAFETY AND SECURITY INTERIM UPDATE

with the participants, engage in additional discussion and inform recommendations. Leaders from Administration and EPS attended the session to directly hear the community feedback.

Several themes emerged from what was shared; and were categorized as operations, societal and coordinated:

- **Operational themes** relate to how the City designs service operations to ensure a safe environment for all. This includes providing accessible and well maintained infrastructure; providing appropriate enforcement approaches; reflecting on the role of transit Operators; enhancing technology for monitoring and reporting; and the impact of transit routes and schedules to the riders' journey and perceptions of safety.
- **Societal themes** relate to broader social issues which may be the root causes of transit safety challenges. These include the increasing presence of marginalized populations in transit spaces who should have greater support; racism, prejudice and discrimination in the community impacting diverse groups of riders; crime and disorder in the community; and the pandemic's impacts on perceptions of safety.
- **Coordinated themes** represent an intersection of operational and social issues, where stakeholders must work together to address root causes and enhance operations to respond. This includes greater collaboration and coordination between stakeholders, and enhanced communication and engagement with the community.

Emerging from this engagement is a set of recommendations grounded in community perspectives, as summarized in Attachment 5. These recommendations largely align with the Transit Safety Plan and implementation activities are underway to support each item. The recommendations provide a framework that Administration can continually revisit to confirm what has been completed and develop new activities to continue advancing this work.

## ATTACHMENTS

- Attachment 1: Transit Peace Officer Deployment Theory of Change
- Attachment 2: Jurisdictional Scan of Transit Peace Officer Authorities and Staffing Levels
- Attachment 3: Hierarchy of Controls, Risk Rating and OHS Recommendations
- Attachment 4: Transit Safety & Security GBA+ Engagement Findings
- Attachment 5: Transit Safety & Security GBA+ Engagement Recommendations

## Theory of Change

Peace officers do not investigate crimes, nor are they the first line of response to criminal incidents. When deployed, trained, and activated with precision, however, they can have a significant impact on crime prevention and public safety.

In order to have that impact, focusing on effectiveness and efficiency is critical and is well-documented. The following are methods of changing deployment and response strategies to improve both in law enforcement and crime prevention.

### **Effectiveness**

#### Deterrence Theory

There are three levers to deter antisocial and criminal behaviour by ensuring the certainty, swiftness, and severity of punishment. Law enforcement teams can most significantly impact the certainty of punishment by being present in spaces prone to criminal behaviour and social disorder. In fact, studies show that certainty is the most effective lever in proactive prevention. Not only do peace officers represent a capable guardian of public spaces, they have authorities which create a certainty of enforcement actions.

#### Foot Patrol

Rather than responding to incidents, deploying law enforcement resources in proactive ways to engage with specific locales is important to successful prevention efforts. Proactive, highly visibility, and engagement-focused style of foot patrol has been found to have a significant impact on reducing violence in those areas. For this reason, the TPO team has created TCAT (Transit Community Action Team). Resources in TCAT will be deployed into a geographically-focused foot patrol program where individual peace officers will have ownership of specific areas of concern within the transit network, starting with LRT locations.

#### Hot Spot Policing

Research and analytics show that crime and disorder concentrates in small geographic areas of cities, often referred to as hot spots. In order to be effective in reducing crime, deploying law enforcement and other crime prevention strategies into those hot spots has been found to effectively reduce overall crime and disorder incidents. Statistical analyses have shown that hot spot locations remain durable over time without prolonged and well-guided interventions which provide the appropriate level of program fidelity and dosage.

### **Efficiency**

#### Koper Curve

Deploying effective resources 24/7 to hot spots of crime and disorder may be the most effective way to prevent future issues, but it is resource and budget intensive. In what is now known as the Koper Curve theory, deploying resources to methodically but unpredictably have a visible presence in hot spots for only 15 minutes over a 2-hour time block shows a sustained reduction in crime and disorder issues while mitigating the costs associated.

#### London Underground Hot Spot patrols

The above theories were applied to the London (UK) Underground using a hot spots methodology and the Koper Curve. That study found a 21% reduction in crime in the Underground stations which received the patrols over the stations that did not.

## Crime prevention and non-police law enforcement resources

A study in the UK found that using Police Community Support Officers (PCSOs), a resource similar to peace officers, in hot spots had a marked effect on crime reduction (39% reduction) and fewer emergency calls-for-service compared to locations that did not have PCSO presence. Another study found that PCSO hot spot patrols contributed to a £ 5 to £23 savings in the overall justice system for every £1 spent in resourcing the PCSO program.

## **Local Replication of Studies**

### 2019 TSI results

In 2019, Community Standards and Neighbourhoods partnered with the EPS to pilot the Transit Safety Initiative, a hot spot program using EPS and TPO resources in partnership, using many of the above theories in a quasi-scientific test of this theory of change model. With only 6 hours a day, 4 days a week, that hot spot deployment produced a 27% reduction in violent crime compared to the locations that did not get peace officer and police officer presence treatment.

The TSI was a successful proof of concept model which reduced both crime and disorder at the targeted intervention sites. The TCAT program, launching in mid-May 2022, is based on this work and will use a similar model. An optimal staffing model would see the TCAT program scaled up to reach further than current staffing levels will allow.

## **Uniforms and Visibility**

### **High Visibility Uniform**



### **Regular Operational Uniform**



- TPOs offer a high visibility uniformed presence with enforcement authorities, unlike security guards. These high-visibility uniforms will be the standard deployment uniforms used by the TCAT (foot patrol) peace officers.
  - Peace officers are action-oriented and have the authority to enforce municipal bylaws, provincial statutes, and assist EPS in criminal matters.
  - TPOs provide a visible presence using the deterrence theory.
  - Peace Officers are considered capable guardians of public spaces.
  - Constant community engagement builds relationships and public trust.
  - TPO visibility will include high visibility PPE and engagement presence at known problematic hot spot locations.
  - A high visibility law enforcement uniform has been linked to public trust and increased legitimacy in enforcement resources.

**Jurisdictional Scan of Transit Peace Officer Authorities and Staffing Levels**

In December 2021/January 2022, Administration reached out to various municipalities across Canada to understand how they determine their staffing levels and what authorities are currently held by their Transit Peace/Police Officers. A summary of the findings are provided in the tables below.

**Staffing**

	<b>Edmonton</b>	<b>Calgary</b>	<b>Vancouver</b>	<b>Ottawa</b>	<b>Montreal</b>
<b>Factors that Determine Staffing Levels</b>	# of shifts (24/7)  Statistics on: Response events dispatched  Hotspots	Statistics on:  Social disorder & crime trends  Increased workload  Decrease in the number of staffing resources	Size or number of rapid transit and SkyTrain Stations	Budget allotted to OC Transpo	No formula
<b>Minimum Staffing Levels</b>	Informal minimum dependent on work assignment (COTT, foot patrol)	None	Daily minimum staffing level which is split into six community service areas on night and day shifts.	Daily minimum with at least 1 superintendent and 4 personnel	Periodical minimums. 12 -18 personnel depending on the number of contingents arriving for training
<b>TPOs Currently Budgeted</b>	83	110	183	110	180

Authorities

	Edmonton	Calgary	Vancouver	Ottawa	Montreal
<b>Criminal Code and Warrant Arrest Powers</b>	<p>Arrest powers under <i>Criminal Code</i></p> <p>No powers of arrest for warrants.</p> <p>Lay charges for bylaws and some provincial statutes</p>	<p>Investigations into thefts/mischief not exceeding \$5,000</p> <p>Laying fresh charges</p> <p>Field release of subjects</p> <p>Transportation of arrested person(s) to processing units</p>	<p>TPOs have <b>full police powers</b> throughout BC. That is, the same powers as municipal police</p>	<p>On Transit Systems and OC Transpo Property <b>only</b>, Special Constables have <b>full police powers</b> to investigate and charge offenders</p>	<p>Powers of a Peace Officer <b>only</b> within the Criminal Code.</p>
<b>Arrests under Mental Health Act</b>	<p>No authority</p>	<p>For warrant execution only. Not forms of committal</p>	<p>Apprehend offenders and take to physician only</p>	<p>Apprehend offenders and take to physician only</p>	<p>Secure offender (with use of handcuffs if needed) and take to physician</p>
<b>Defensive/ Offensive Equipment Used</b>	<ul style="list-style-type: none"> <li>- Batons</li> <li>- Handcuffs</li> <li>- OC spray</li> </ul>	<ul style="list-style-type: none"> <li>- Batons</li> <li>- OC spray</li> </ul>	<ul style="list-style-type: none"> <li>- Firearms</li> <li>- Conducted Energy Weapons</li> <li>- Batons</li> <li>- Handcuffs</li> <li>- OC Spray</li> </ul>	<ul style="list-style-type: none"> <li>- Collapsible batons</li> <li>- Handcuffs</li> <li>- OC Spray</li> </ul>	<ul style="list-style-type: none"> <li>- Handcuffs</li> <li>- Telescopic batons</li> </ul>
<b>Municipal Operation or Police Agency</b>	<p>Employed under the Municipality (City of Edmonton)</p> <p>Limited to Edmonton Transit property</p>	<p>Employed under the Municipality (City of Calgary)</p> <p>Limited to Calgary Transit property</p>	<p>Supplements the jurisdictional police in each Municipality</p> <p>MOU with Municipal Police agency and RCMP detachments</p>	<p>Provincially appointed but under the City of Ottawa jurisdiction</p> <p>Limited to OC Transpo property</p>	<p>SPVM is employed under City of Montreal</p> <p>Constables and Inspectors employed under STM</p>

## Attachment 2

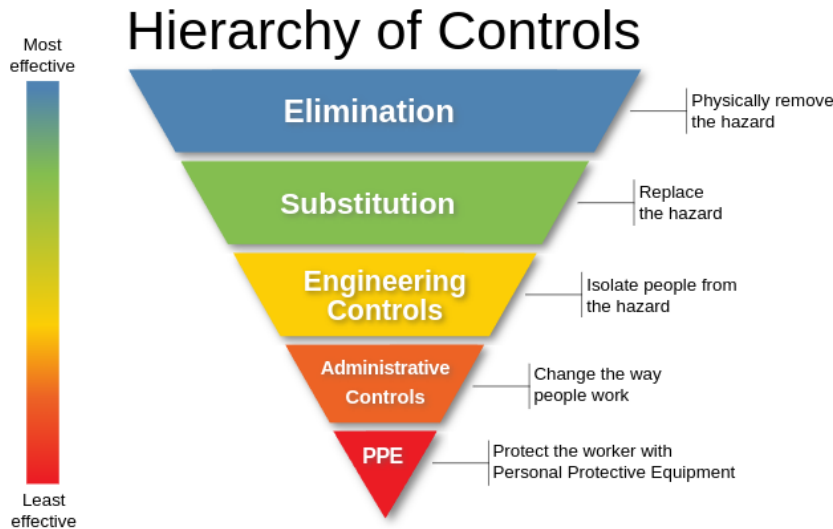
<b>Other Trends/ Approaches of Note</b>			Endeavours to establish a new Community Safety Officer Peace Officer Program under the Transit Police are currently underway		
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### Hierarchy of Controls, Risk Rating and OHS Recommendations

The City assesses hazards and risks by occupation and task, first inherently and then controls are applied to determine the residual risk level. OHS theory and legislation requires that the higher the inherent hazard, the more effective control type is required to reduce the risk to a reasonable level. The hierarchy of Controls and risk rating table are included below.

Findings from a review of City incident data, site observations and engagements with workers cultivated a hazard assessment to identify the known and potential hazards of City of Edmonton employees working around members of the public in the downtown core, and an assessment of the controls being utilized. Operations and OH&S professionals have determined that workers are being subjected to a number of physical and psychological hazards with current control strategies unable to address the hazards at the source. Below is an overview of the current hazards employees face and the recommended approach for an organizational shift to address the hazards at the source through elimination tactics in order to prevent continued exposure of these hazards and their effects on City of Edmonton employees.



Risk Rating			
Assigned Value	1	2	3
Severity	First Aid	Lost Time Injury	Fatal
Probability	Unlikely	Probable	Likely
Exposure	Rarely (less than once a month)	Often (three times a week)	Every Day
Rating Score	Serious 7, 8, 9 Moderate 5, 6 Low 3, 4	Note: Rate 1 is to be completed with no controls in place, and Rate 2 to be completed with controls in place	

Recommended approach for application of controls against current hazards

Hazard	Hazard Category	Hierarchy Control	Concept Applied to Employee Safety
<b>Potential contact with blood and bodily fluids (BBF)</b> including human excrement, urine, vomit, spit, used condoms, etc.	Biological	Elimination	<ul style="list-style-type: none"> <li>Eliminate public defecation, urination, spitting etc.</li> <li>Restrict and remove alcohol and illicit drug use</li> </ul>
<b>Potential contact with illegal drugs</b> , drug paraphernalia, or second hand exposure to people consuming drugs	Chemical	Elimination	<ul style="list-style-type: none"> <li>Eliminate open drug use on City property</li> <li>Discourage idling in public spaces</li> </ul>
		Engineering	<ul style="list-style-type: none"> <li>Add drug-use deterrents in consumption areas</li> <li>Create and design open and visible sight lines in facilities. Remove vestibules, recessed door entrances and areas where people idle</li> </ul>
<b>Unprovoked physical attacks by people</b> with aggressive or violent intentions	Physical	Elimination	<ul style="list-style-type: none"> <li>Restrict and remove people committing violent and harrassing behaviours from City property</li> <li>Restrict and remove alcohol and illicit drug use</li> <li>Discourage idling in public spaces</li> </ul>
<b>Increased stress and anxiety</b> due to fears of unprovoked violence, harassment, exposure to toxic drugs, and unpredictable behaviours	Psychological	Elimination	<ul style="list-style-type: none"> <li>Restrict and remove people committing violent and harrassing behaviours from City property</li> <li>Discourage idling in public spaces</li> </ul>
<b>Erosion of mental health</b> due to continued physical, sexual and racial harassment	Psychological	Elimination	<ul style="list-style-type: none"> <li>Restrict and remove people committing violent and harrassing behaviours from City property</li> <li>Discourage idling in public spaces</li> </ul>



City of Edmonton  
Transit Safety & Security  
Engagement Findings

March 2022

# ACKNOWLEDGEMENTS

We respectfully acknowledge that Edmonton is situated on Treaty 6 territory, a land where we work, learn, and play. We acknowledge the many First Nations, Métis, and Inuit who live in and have cared for these lands for generations.

This engagement project benefitted from the expertise and wisdom of transit riders, non-riders, staff, and agencies. We appreciate the contributions of the many individuals and organizations who have shared their experiences as part of this process.

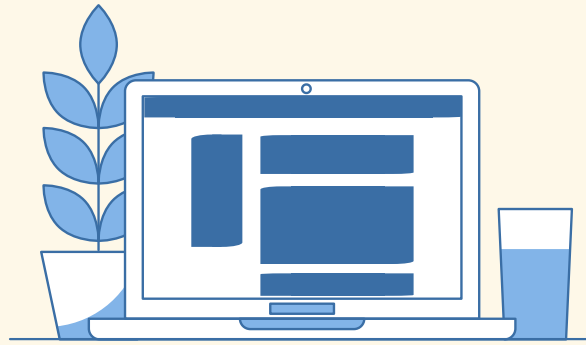
# INTRODUCTION

## ETS

As part of the overall safety and security framework, Edmonton Transit Service (ETS) entered into an agreement with AndersonDraper Consulting Inc., to explore safety and security on and around transit from various perspectives, using a Gender-Based Analysis Plus (GBA+) lens. This work aimed to identify safety and security issues, root causes as well as to consider the effectiveness of safety and security improvements made over the past two years from the perspective of diverse stakeholders. The work will inform future transit-related considerations to improve transit for all.

## GBA+

The City of Edmonton's (CoE) Diversity and Inclusion Framework (Art of Inclusion, 2019) explains GBA+ as a process that prompts reflection on perspectives and biases as well as how those impact delivery of services. Applying a GBA+ lens encourages the focus on understanding the experiences of groups and individuals who are marginalized. By using GBA+, diverse perspectives, experiences and needs can be better understood and services can be redefined to better serve everyone.



# DATA COLLECTED

*who we heard from*

The mixed-methods approach to this exploratory study included undertaking focus groups and individual interviews with riders and non-riders, external and internal stakeholders, as well as offering agency and council committees an opportunity to complete a survey. Data were collected between July 2021 and January 2022. The analyses focused on meaning-making, highlighting experiences, trends, and patterns.

Participants were asked if they considered themselves riders or non-riders. Non-rider participants were asked the reasons they did not use transit. Consistent with key insights from the 2015 ETS Customer Safety and Security research summary, non-riders were most likely to indicate other means of transportation fit their lifestyles better than ETS. For instance, long commute times, inconvenient or non-existing service, preference to walk or drive to the destination and perceived safety were among the reasons given by non-riders.

All participants in interviews and focus groups were asked to reflect on safety and security issues surrounding transit, causes of the issues, and ways to address them, considering changes ETS has made in the past few years, who may have participated in identifying and informing those changes, and what were the impacts, if any, of the changes. The questions also asked about unintended outcomes for particular groups. Participants were asked to share learnings from the past few years and recommendations for improving safety and security on and around transit. In February 2022, participants were invited to attend a "what we heard" session to validate findings, engage in additional discussion, and help inform recommendations presented to ETS.



## Interviews & Focus Groups

Internal (n=6 interviews + 1 focus group)

External (n=4 focus groups + 1 interview)

Islamic Family & Social Services Assoc. (IFSSA)

Senior Rider

High School Students / Youth

Internal: COE/ETS

EPS

\*PATH Committee Members (social service agencies)

\*PATH Committee Focus Group questions were provided by the consultant and the discussion was facilitated by a city staff. All other data were collected by AndersonDraper Consulting Inc.

# Survey Respondents



Agencies (n= 12) providing services to different groups of Edmontonians:

2SLGBTQ Youth

First Nations, Métis or Inuit

Students

Seniors

Persons of Colour

Newcomers

People with lived experience with  
mental health challenges

People with lived experience  
of poverty

People with lived experience of  
cognitive or physical disabilities, or mobility issues

Council Committees (n=4)

Women's Advocacy Voice of Edmonton Committee (WAVE)

Accessibility Advisory Committee

Edmonton Transit Advisory

Edmonton Seniors Coordinating Council

## LIMITATIONS

This project was completed between March 2021 and March 2022, during the unique contextual time period of a pandemic. Although initially aiming for a shorter time frame, extensions were added to attempt a great reach. However, recruitment challenges were encountered for several reasons, including some populations being difficult to reach directly, others reporting feeling over-accessed as part of other engagement activities (citing interview and survey fatigue) and some potential participants did not respond after several outreach attempts. As such, although many groups were successfully engaged — some riders and non-riders directly and others via agencies as a proxy—findings represent only the voices of those who participated and should be viewed as a “snapshot in time.” However, it is interesting that common safety and security issues were noted across groups, yet differing perspectives on those issues were also noted across and within groups.



# FINDINGS

Findings are organized thematically. Key findings include input from a wide range of perspectives to represent the diversity stakeholders: the perspectives of external agencies, people with lived experience, individual riders and non-riders including women, people with limited mobility, senior, and youth and internal ETS staff. Information captured through data collection was organized into themes and related concepts.

Upon review of the full data set, commonalities were noted across groups. Rather than presenting group by group and repeating common themes, the themes are explored and differences between—and within—groups are noted.

To illustrate safety and security issues, the words of participants, as captured by the facilitator or provided in a survey response, are shared. Sometimes for the sake of brevity/clarity minor adjustments were made. Findings are presented beginning with operational issues followed by societal issues and the importance of a coordinated effort. The document concludes with considerations and proposed next steps.

Scroll down to read or use the arrows to move between sections.



OPERATIONAL



SOCIETAL



COORDINATED

# OPERATIONAL ISSUES

The most commonly mentioned issues said to impact the perception and experience of safety in and around transit.



## Accessibility, Maintenance & Infrastructure

Weather, sidewalks, fear of falling, cleanliness of facilities, out-of-service elevators, lighting, lack of bus shelters



## Routing & Scheduling

Overcrowding, wait times, locations, connections, the distance between stops, and route length



## Enforcement

Police, peace officers, security guards serve different enforcement purposes. Participants had different perspectives the role of enforcement.



## Operator's Role

Disconnect about the role of the operator, operator training and support



## Technology

TransitWatch, data science dashboards, WIFI on LRT, cameras



# Accessibility, Maintenance & Infrastructure

Agencies and Council Committees and the senior rider each mentioned the importance of accessible, well-maintained facilities, particularly during the winter. High school students and IFSSA participants also talked about design, adequate lighting and additional bus shelters. Staff spoke about the lack of access controls and the benefit of Crime Prevention through Environmental Design (CPTED).



*Recognition of the importance of snow removal and sidewalk repair as part of safety issues – if you can't safely get to the stop, it's a challenge.*

*What's not safe is when an elevator is not working. People are more inclined to use the stairs or escalator when they shouldn't be. With my walker, I will not get on an escalator without help. I've had to drag my walker up the stairs because there wasn't any other way.*

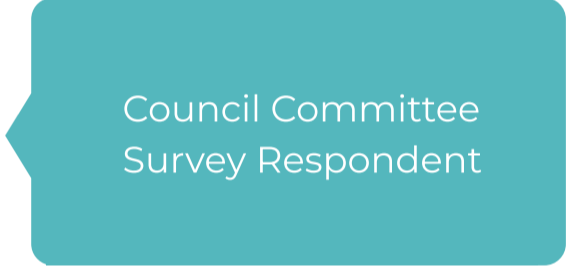


*There is not a sidewalk leading up to our Agency. I have concerns for client safety when they walk from the bus stop and have to walk on the road, and icy sidewalks in the area.*



*Slow response to maintenance issues live elevators and push-button doors.*

*Manual wheelchair users are at significant risk of biohazard contamination as they push their chairs through contaminated spaces.*



*Bus stops without shelter, leaving people outside in the cold or rain.*



*Design of LRT and bus stations need to take safety considerations. More lighting, more shelter. Have noticed (less now) there are a lot of harsh design to prevent unhoused people from using public spaces - this does not solve the problem, if anything it makes it worse. How are we designing our spaces to make everyone welcome. More shelters.*

*Lighting - I don't take the bus when it is darker out. I don't feel safe when it gets dark (even on the actual bus).*



Although predominantly mentioned by groups representing Edmontonians who experience mobility issues, timely improvements addressing accessibility and site maintenance benefit all riders. An inconvenience to some riders, accessibility and site maintenance was noted as a barrier for seniors and those with mobility issues, impacting their sense of safety and security. Increasing lighting was specifically noted by IFSSA participants as a way to enhance women's feeling of safety in and around transit.



Several staff respondents noted the importance of incorporating CPTED principles, making them part of standards, informing outcomes, and bringing that lens to all design guidelines by holding contractors accountable for CPTED reports.



OPERATIONAL



SOCIETAL



COORDINATED



# ROUTING & SCHEDULING



Agency respondents, students, the senior rider, and black Muslim women as part of the IFSSA discussion, in particular, mentioned routing & scheduling impacting feelings of safety and security.



*The inconvenience of taking transit makes me feel less safe. Long waiting time, multiple transfers make me want to take transit even less.*

IFSSA Focus Group Participant

High School Youth Focus Group Participant

*After school taking the bus is difficult because there are not enough busses - do I go on an extremely packed bus or do I get home late?*



*The number one concern is how far they have to walk with walkers, groceries, and canes to get to a viable bus stop.*

*Overcrowding, especially at peak times. We hear that it makes things like theft and harassment much easier and more likely to occur.*

Agency Survey Respondents

Interestingly, challenges with routing and scheduling were more likely to be mentioned as a safety and security issue by external stakeholders and rarely mentioned by ETS internal participants.



Several participant groups noted the importance of working with impacted communities when planning and prior to making changes to routes and schedules, as well as following up to assess the impact of any changes once made and adjust as needed.



OPERATIONAL



SOCIETAL



COORDINATED

Stakeholders used the term "enforcement" broadly to refer to someone with authority, for instance, police, peace officers and security guards. In other instances, the term was used in the context of monitoring transit areas.

**What We Heard**



*Security issues with in the LRT and platform and cars. There is usually nobody if someone is threatening. There is a publicized number but no real support if someone is harassing you or you are feeling unsafe. Mostly bad for women and seniors. Little to no engagement when calling these numbers or pressing the buttons. They have acknowledged not having enough police resources. [...]. LRT Feels unsafe due to the fact there are often no security staff.*

Council Committee Survey Respondent

Agency Survey Respondents

*Continue to provide supervision (security) at LRT Stations, transit terminals, and transfer points, especially during peak times.*



*Promote active bystander intervention on behalf of passengers as opposed to relying on oppressive structures of surveillance and policing that disproportionately target the behaviours of racialized folks.*



*EPS and Transit Safety officers make me feel unsafe. My clients have faced physical or verbal violence when accessing spaces. Transit that serves all of us - and for a lot of people the police are not a source of safety. With so many Muslim women being attacked it is important to name that policing services don't always keep us safe. Islamophobia plays into how people are treated on transit.*

*Have someone on the bus that acts as security / be more approachable to people on the bus (bystander intervention). Able to keep eyes on the bus at all times (particularly when dark).*

IFSSA Focus Group Participants

Internal Staff Interview Participants

*Enforcement folks are adapting to new trends, cultural norms, looking at things differently, through diversity - a new approach.*



*Full-time security guards, higher level, transit officers, strong partnerships with police, social agencies have come on board.*

*Enforcement has its place - figure out what that is.*



*Need for more training for security (as per the news incident), wondering if there is some sort of training where there is a social worker along with the security guard?*

*How to get Security trauma-informed and at the same time have them perform security.*

PATH Committee Focus Group Participants

High School Youth Focus Group Participant

*More patrolling in the downtown areas - people will avoid the downtown transit areas. Downtown areas need to be monitored.*



*Lack of repercussions - nobody gets in trouble. I can vape on a bus because there are no consequences. No consequences and nobody does anything when these things happen. Everyone needs to step up - drivers and passengers*

Mixed and often contradictory responses were heard surrounding enforcement. Some noted more visibility and increased enforcement were needed while others felt enforcement was not the answer and heightened feelings of oppression. Active bystander intervention (supported/trained) was mentioned by several groups as a way to enhance feelings of safety and security, removing some of the emphasis on formal enforcement practices. Overall, there was no consensus among different or within groups on the role of enforcement and if it contributed to or detracted from feelings of safety and security.



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## Operator's Role

Most participants mentioned they saw a role for the operator in addressing safety and security. External stakeholders shared they often looked to operators as having a responsibility to protect riders, yet recognized their limitations to do so.



### What We Heard



*Drivers are not told that passengers are in their care - there is a responsibility. There should be some training related to different situations (how do you address harassment on the bus, or drugs or alcohol).*

*Most drivers see what is going on - people vaping on the bus is visible and it is an obvious problem. If you don't have a mask on the drivers won't say anything. Does not make me feel safe.*

High School Youth Focus Group Participant

*Fare disputes have been the #1 cause of operator assaults*

*Continue to work with the operators - realize they don't have to take everything personally. Payment is not that important, if someone is not wearing a mask realize you are protected (shield). Acts of kindness can be forgotten and can serve the operator well.*



Operator Assault Task Force Participants



*Being really comfortable talking to the bus driver. Bystander intervention training - can the drivers be trained in some of those things? They have a role, a job they signed up to do - and if they are taking on some of these intervention roles they should be trained and compensated to take that on.*

IFSSA Focus Group Participant

*Better training for drivers in dealing with women with children (like lowering the bus down for strollers). GBA+ training for drivers.*

*Regarding passenger belligerence, perhaps it isn't noticed by driver or driver doesn't want to engage individual without back-up.*



Council Committee Survey Respondent



There appears to be a disconnect between what external stakeholders want the operator's role to be in regards to rider safety and security and what messages are shared internally about the driver's role and responsibility to intervene.



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Staff shared the benefits of technology, whereas IFSSA and students noted the lack of WIFI, difficulty dealing with the TransitWatch SMS number, and lack of follow-up as concerns.

## What We Heard



*Complaints to TransitWatch do not seem to be followed up on - what happens to the complaints?*

High School Youth Focus Group Participant

IFSSA Focus Group Participants

*Lack of WIFI at LRT stations and bus stops - WIFI makes me ease my safety concerns. If I have WIFI I can connect to people.*



*People use their cellphone every day - this is how people would communicate distress.*



*Dashboard - transit had their own hotspot map to predict/highlight where the most issues are happening. Transit security, police stats, and social agencies collect information related to transit and used as a predictive model.*

Internal Staff Interview Participant

High School Youth Focus Group Participant

*Monitor the cameras and get more cameras on the bus - there are people who need help and if the driver can't see it, someone needs to.*



While some internal staff mentioned TransitWatch as being successful, some external participants shared concerns about usability issues and wondered about the process for follow-ups to complaints.



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# SOCIETAL ISSUES

The most commonly mentioned issues said to impact the perception and experience of safety in and around transit.



## Vulnerable Populations

Increased supports, trauma-informed training, transit as shelter



## Racism, Prejudice & Discrimination

Harassment, anti-racist practice, zero tolerance, fear of being targeted, gender-based violence



## Pandemic

Mask compliance for operators and riders, decreased ridership, social distancing, impact of pandemic



## Crime and Disorder

Perceived crime versus actual crime, acts of crime, high crime neighbourhoods / locations





# Vulnerable Population

Stakeholders mentioned vulnerable populations as a factor when considering safety and security, spoken about mainly by internal staff and agencies. Some spoke of the necessity for mental health supports, training, the pandemic, increased drug use and transit spaces as shelter.



*There has been a huge increase in mental health across the board and for vulnerable people it has not been good in regular times. Ask the government to increase mental health support.*

*Extended hours and no fare during extreme weather - that has been a huge benefit. Some stay on the bus all night.*

PATH Committee  
Focus Group  
Participants

Internal Staff  
Interview  
Participants

*See complaints that come through 211 - vulnerable population - Covid... a closing off of people that use the system on a daily basis, drinking - even a small amount of disorder - perception is that it's not safe - even if someone is sleeping on the train.*

*Toxicity, overdose, drug supply - incidents in and around transit, working on harm reduction.*



*The conversation can't only be with ETS - what some of the people really need is resources (shelter, food, clothing etc.). Making it a little safer for us all is to provide vulnerable people with resources.*

*Having naloxone available in transit centers or having people trained in administering naloxone patrol transit. This would go a long way.*



IFSSA Focus Group  
Participants

Operator Assault  
Task Force  
Participants

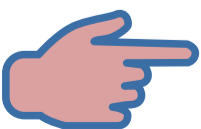
*The vulnerable population gravitates to transit. Mental health issues associated with the population. More security may not be the answer. Yes, it would make our staff safer but what would happen? Out of sight, out of mind but it becomes someone else's problem.*



*Increased funding for social and health services so that ETS stations and buses don't become fall back emergency shelters and supports.*



Agency Survey  
Respondent



Respondents recognized supporting vulnerable populations is a multi-faceted process requiring engagement, collaboration and funding to address the root causes of homelessness, addictions and mental health issues.



# Racism, Prejudice & Discrimination

The targeting of specific groups was noted as a deterrent to ridership. The importance of awareness and training, as well as ETS making explicit a zero-tolerance policy for racism, prejudice, and discrimination in and around transit, was recognized.



What We Heard



*The past year or two being a visibly Muslim woman on transit has been concerning. My parents were concerned about me (particularly in the dark).*

*I think it's important to name and recognize that Black Muslim women are specifically being targeted and so we need to grapple with anti-Black racism and Islamophobia.*

IFSSA Focus Group Participants

Council Committee Survey Respondents

*As submitted in ETSAB's Inclusive Transit: BIPOC Experiences report presented to the Urban Planning Committee in June 2021, BIPOC riders indicate that they face daily abuse and/or microaggressions based on the colour of their skin. Furthermore, this is not limited just to BIPOC patrons, but racialized transit operators as well. I would add that vulnerable persons, BIPOC persons and women are at particular risk in facilities associated with the LRT and buses. These persons need a more responsive security service.*



*...there is a lack of public communication on transit vehicles and transit infrastructure indicating that there is a "zero tolerance" policy for racial slurs or abuse while riding with ETS.*



*We serve 2SLGBTQ youth. Our primary concerns are discrimination, including transphobia homophobia and racism.*

*Our students report issues of harassment, racial slurs and name-calling. While a proportion of this is from students to other students, it also involves other riders.*

*The disrespect shown by low resources for seniors is pretty shocking. Please see if you can do some ageism training. It's not different than any other deep-seated and hateful discrimination based on something people have no control over.*

*Heightened discomfort and fear, as it relates to racial/gender-based vulnerabilities including speaking in first language other than English or French e.g. over-the-phone, intensified by fear and divisive information and opposing views impacted by the current pandemic.*

Agency Survey Respondents

Internal Staff Interview Participants

*Ensuring that we have attention to gender-based violence and sexual assault, in all their diversity.*



*Causes are inequalities and social justice (ie., income, race, gender)*



Individuals at a higher risk experience a greater threat to their sense of safety and security because of prejudice and discrimination. This theme highlights the importance of understanding and addressing systemic and institutional racism, prejudice and discrimination and committing to action to eradicate it.



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# Pandemic

All the general concerns around the pandemic are affecting transit safety and security. Youth were the most outspoken about concerns around mask compliance in both operators and riders.

## What We Heard



*Pandemic is exaggerating people's fears and also people's coping and social skills. People can panic. People have larger anxieties.*

PATH Committee  
Focus Group  
Participants

High School Youth  
Focus Group  
Participant

*At the start of the school year drivers were good with COVID restrictions but now they are not as good - they stopped regulating anything. Drivers used to check for mask wearing but not any longer*



*I also have concerns regarding COVID safety (enforcement of masking, social distancing, etc).*

Agency Survey  
Respondent

Internal Staff  
Interview  
Participants



*Pandemic and tanking of the economy create opportunities for crime.*

*COVID has decreased natural surveillance.*



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# Crime and Disorder

This theme was more common from internal stakeholders and those representing riders than from riders themselves. Safety and security on and around transit can be impacted by actual crime rates as well as the perception of increased crime.



Senior Rider



Neighbourhoods with high crime or with lots of people - can be concerned about taking transit.



We have issues with violence along the transit lines, criminality in general.

What causes the perception of not safety? Most are nuisance and disorder, a small percent is high crime. Our disorder rate is consistent with Statistics Canada - metropolitan.

Make sure when we are dealing with the public, to recognize actual safety and security vs. perceived.

Concern that some people may not come back to transit, perception is their reality influenced by what they hear from the media.

Internal Staff Interview Participants

Operator Assault Taskforce Participant

Unknown reasons for the assault could be mental health-related or some factor we do not know about. No interaction between operator and assailant before the assault.



Increase in concerns. Weapons, drugs, sex. Every concern received seems to be about security and people not feeling safe on transit. Everything has been escalated and shared at a higher level.

PATH Committee Focus Group Participant

Agency Survey Respondents

Theft of phones and bus passes. Students experience this while walking to or waiting at bus stops, at transit terminals and on transit vehicles.



Safety at transit centres. This includes incidents of fighting, theft or a general feeling of being unsafe.



Data can be used to reveal trends of underlying safety issues. Communication of the data can influence the public's perception versus the reality of safety concerns.

# COORDINATED EFFORT

This section represents the intersection of operational issues and societal issues.



## Collaboration & Coordination

Partnerships, integration, collaboration, the role of bystanders and collective responsibility



## Communication and Engagement

Updates, consultation, public education and awareness

Riders were less likely to mention the importance of collaboration and coordination directly whereas staff and rider/agency representatives mentioned this theme. This theme highlights the recognition safety and security in and around transit is a collective responsibility requiring a coordinated response.

What We Heard

Internal Staff Interview Participants



Partnerships – continue to do them, work on them, make them process-based rather than relationship-based. How do the organizations make sure the relationships continue despite when people change? Continue to have processes to make sure organizational links keep happening.

Integration with internal and external stakeholders is huge. How effective, that has been the biggest learning, achieving goals.

A meaningful change is more collaboration between the city, peace officers, mental health professionals, and agencies.

We are here, multiple agencies offering passes to people who need it. We are here to bridge those gaps.

PATH Committee Focus Group Participants

Operator Assault Taskforce Participants

There is better collaboration with EPS. Would like to see first-year EPS assigned to transit to build partnerships & relationships. This would support the system as a whole and build a great working relationship.



Increased collaboration among social agency, EPS, and City administration to support public transit user safety.

Prioritizing safety and security issues in terms of budgeting. There are inter-provincial issues but there needs to be better coordination between the city and province. It feels like ETS is going in circles and that there is no political will. Not looking at transportation as a whole and putting it in silos.

Council Committee Survey Respondent

IFSSA Focus Group Participant

There was an incident of an adult threatening a teenager but someone intervened (bystander intervention). Maybe there is a place for developing more of that community culture about being more comfortable intervening in a crisis. Dealing with the issues from a community and collective sense.







# Communication and Engagement

Clear messaging from a variety of channels as well as early and regular engagement with stakeholders was noted as important to addressing safety and security in and around transit. In particular, a few groups mentioned the importance of updating the public on changes made.



Senior Rider



*Make people more aware of security personnel – messages that aren't only oral. Find a way to let people know what's changed and what's different (public awareness campaign). We feel safer when we know what's been done.*

*Information sharing: some of the reasons people don't use transit is because of the experiences they have. They don't know what changes might have happened.*

*Have a place where the City can update us so we know what is going on, like into the ETS app, using the existing app to communicate better.*



Youth Focus Group Participant

IFSSA Focus Group Participants

*Public education campaign... Bystander intervention as a public education campaign (led by Muslim women) would be great. Maybe some more signage around transit stations (how you can help, what is appropriate behaviour etc)*



*Signage in different language or simplified English.*

*Consulting our committee or other disabled community members in preliminary planning stages rather than after plans are drawn, as well as requiring education on the needs of folks with disabilities for any person involved in governance or infrastructure work...for everyone, honestly, but the prior would be a good step.*

*Engagement with a much broader group is essential to provide specific feedback.*



Council Committee Survey Respondents

Internal Staff Interview Participants

*Community is so important to be involved, around each station, the people that use transit, get their opinion and input. The people that actually use transit what do they think?*



*Continue to engage both riders and potential riders, to really understand their experience through a gendered or BIPOC lens.*



The idea of raising awareness of changes made to increase safety and security in and around transit was highlighted during the data collection activities when stakeholders were asked about changes. There was mixed, and predominately low awareness across groups, especially external stakeholders, as to what had been implemented over the past few years and the impact of those changes.



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# CONSIDERATIONS & NEXT STEPS

This section includes considerations and next steps derived from a stakeholder engagement session in February 2022 where the findings from what we heard were shared and discussed.



Public Awareness  
and Education



Explore Additional  
Changes to Enhance  
Safety and Security



Areas to Further  
Explore



# PUBLIC AWARENESS AND EDUCATION





## Promote Recent Changes to Transit to Enhance Safety & Security

Update the public on changes made through awareness campaigns. Apply a diversity and inclusion lens to campaigns. Develop and promote the zero-tolerance policy for racism and harassment on transit.



## Seek to Understand and Mobilize the Role of the Bystander

Research, develop and initiate a campaign encouraging bystanders who witness harassment incidents to report them and identify ways to safely intervene.



## Clarify Public Expectations of the Role of Transit Operators

Increase public awareness of the role operators play and constraints in responding to safety issues.



## Clarify the Role of Transit in Community Safety and Well-Being

Continue a public dialogue on the intended use of transit spaces, and work with partners recognizing that supporting vulnerable populations is a multi-faceted process requiring engagement, collaboration, and funding to address the root causes of homelessness, addictions, and mental health issues.



## Communicate Data to Reveal Trends

Provide a regular summary to the public of transit safety data, including TransitWatch data listing reasons for complaints, response time, and changes made as a result of reporting. Communication of the data can influence the public's perception versus the reality of safety concerns.



EXPLORE  
ADDITIONAL  
CHANGES TO  
ENHANCE SAFETY  
AND SECURITY

## Review and Enhance Transit Locations

Use a Crime Prevention Through Environmental Design (CPTED) to assess lighting, accessibility, functionality, and opportunities for natural surveillance. Expand WiFi availability to all ETS locations.



## Continue to Engage and Work with Stakeholders When Considering Making Changes

Work with impacted communities when planning and prior to making changes to routes and schedules, thinking about those from a safety and security perspective, as well as following up to assess the impact of any changes once made and adjust as needed.



AREAS TO  
FURTHER  
EXPLORE





## Approach to Enforcement

Undertake additional engagement specifically related to the role/value of enforcement and continue to assess alternative models.



## Response to Pandemic

Capture learnings from the pandemic, and specify protocols moving forward to increase rider comfort with public health measures.

# ANDERSON DRAPER

AndersonDraper Consulting Inc. is an Edmonton-based consulting company that has a good understanding of the City of Edmonton's goals surrounding transit. The team, consisting of three senior consultants, has extensive facilitation experience and expertise working with social service organizations. In addition, AndersonDraper Consulting Inc. completed the 2018 implementation evaluation of the Ride Transit Program.

Michelle Anderson-Draper and Krista Brower are Credentialed Evaluators and Sean Draper is an experienced data scientist.

[www.andersondraperconsulting.com](http://www.andersondraperconsulting.com)

A plain text version of this document is available by request.



## Recommendations from Transit Safety & Security GBA+ Engagement

### **EXPLORE ADDITIONAL CHANGES TO ENHANCE SAFETY AND SECURITY**

#### **Review and Enhance Transit Locations**

Use a Crime Prevention Through Environmental Design (CPTED) to assess lighting, accessibility, functionality, and opportunities for natural surveillance. Expand WiFi availability to all ETS locations.

#### **Continue to Engage and Work with Stakeholders When Considering Making Changes**

Work with impacted communities when planning and prior to making changes to routes and schedules, thinking about those from a safety and security perspective, as well as following up to assess the impact of any changes once made and adjust as needed.

### **PUBLIC AWARENESS & EDUCATION:**

#### **Promote Recent Changes to Transit to Enhance Safety & Security**

Update the public on changes made through awareness campaigns. Apply GBA+ when designing and delivering campaigns. Develop and promote the zero-tolerance policy for racism and harassment on transit.

#### **Seek to Understand and Mobilize the Role of the Bystander**

Research, develop and initiate a campaign encouraging bystanders who witness harassment incidents to report them and identify ways to safely intervene.

#### **Clarify Public Expectations of the Role of Transit Operators**

Increase public awareness of the role operators play and constraints in responding to safety issues.

#### **Clarify the Role of Transit in Community Safety and Well-Being**

Continue a public dialogue on the intended use of transit spaces, and work with partners recognizing that supporting vulnerable populations is a multi-faceted process requiring engagement, collaboration, and funding to address the root causes of homelessness, addictions, and mental health issues.

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Provide a regular summary to the public of transit safety data, including TransitWatch data listing reasons for complaints, response time, and changes made as a result of reporting. Communication of the data can influence the public's perception versus the reality of safety concerns.



**AREAS TO FURTHER EXPLORE**

**Approach to Enforcement**

Undertake additional engagement specifically related to the role/value of enforcement and continue to assess alternative models.

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Capture learnings from the pandemic, and specify protocols moving forward to increase rider comfort with public health measures.