

SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan

Date: June 21, 2021

To: Executive Committee

From: Executive Director, Social Development, Finance and Administration

Wards: All

SUMMARY

Under the *Ontario Police Services Act*, all municipalities are mandated to prepare and adopt a Community Safety and Well-Being Plan by July 2021. A provincial framework has been developed to guide municipalities in our planning to broaden our understanding of safety and centre the well-being of individuals, families and communities through long-term strategic actions that ensure community safety and well-being. The root causes of community violence, trauma and injustice are complex. A traditional enforcement approach cannot be the only response, nor the default response to building a safer city. Growing evidence calls for proactive, multi-sector responses guided by a unified vision and a set of agreed upon priorities. This shift being called for by provincial legislation mirrors what City staff have heard from community leaders, advocates and academics over many years. SafeTO is our response.

SafeTO is a comprehensive Ten-Year Community Safety and Well-Being Plan that reimagines core elements of community safety and well-being in order to shift our paradigm from a reliance on reactive emergency response to a culture of proactive prevention. SafeTO inspires us to think differently, work collaboratively across sectors, community and governments, and to do better to bring about a safe Toronto that promotes and celebrates the well-being and resilience of all residents.

Toronto has a legacy of taking bold action to address complex challenges. In recent years, Toronto City Council has committed to a 20-year plan to transform how the City addresses poverty through TO Prosperity: Toronto Poverty Reduction Strategy; has endorsed the Toronto Action Plan to Confront Anti-Black Racism to acknowledge and uproot anti-Black racism from our systems and structures; and has put into action policing reform measures to create a new community-led Community Crisis Support Service to reimagine how our systems respond to mental health crises. SafeTO provides City Council with another opportunity to think boldly and act differently to advance community safety and well-being in Toronto by:

- Expanding the definition of community safety beyond crime or policing to include well-being,

- Redefining what trauma means and deepening the ability of the City and its partners to be informed by it and respond to it,
- Enhancing our ability to act early and advance preventative approaches,
- Developing innovative mechanisms to use multi-sector data to inform decision making and integrate investments,
- Implementing an effective multi-sector governance structure that brings our critical partners into coordinated leadership and action, and
- Committing to a long-term vision of community safety and well-being and a comprehensive plan to realize it.

For Toronto to make the shift envisioned by the Province, the majority of community safety investments need to be focused on developing and/or enhancing programs that focus on social development, prevention, and intervention through multi-sector collaboration to reduce the reliance on reactive emergency response. The City cannot make this shift alone. For the City to be successful, a whole-of-governments approach consisting of effective partnerships with and investments from other orders of government is critical.

SafeTO will drive 26 priority actions across seven strategic goals: Reduce Vulnerability; Reduce Violence; Advance Truth and Reconciliation; Promote Healing and Justice; Invest in People; Invest in Neighbourhoods; and Drive Collaboration and Accountability. SafeTO provides a roadmap for how the City and social systems that serve Torontonians, such as community services, healthcare systems, education systems, justice systems, police and business, can work collaboratively across different sectors and across governments to support community safety and well-being.

In the process of developing SafeTO, the City has already started to apply a broader, multi-sector approach to prevent and interrupt escalating violence this summer. In the spring, Social Development, Finance and Administration Division, the Toronto Police Service and the Toronto Police Service Board, Toronto Community Housing, Toronto Public Health, Toronto Transit Commission, the Toronto District School Board, and the Toronto Catholic District School Board formed the Executive Leadership Table with the support of the Office of the Mayor to collaboratively develop a Short-term Community Safety Pilot to leverage and integrate community safety efforts across organizations for better impact on the reduction of gun violence through the summer months. Lessons learned through this collaborative work will be used to inform the SafeTO Implementation Plan which will be brought back for Council consideration in December 2021.

RECOMMENDATIONS

The Executive Director, Social Development, Finance and Administration recommends that:

1. City Council adopt SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan as outlined in Appendix A.

2. City Council request the Executive Director, Social Development, Finance and Administration to report to the December 2021 Executive Committee meeting with the SafeTO Implementation Plan.
3. City Council forward the SafeTO report to the Boards of Directors of Toronto Community Housing Corporation, Toronto Public Library, Toronto Transit Commission and the Toronto Police Services Board and request they adopt the SafeTO Plan through a Board resolution and partner with the City on the SafeTO Implementation Plan.
4. City Council forward the SafeTO report to the Toronto District School Board, the Toronto Catholic District School Board, le Conseil scolaire de District catholique MonAvenir and le Conseil scolaire Viamonde for their consideration of the SafeTO Plan in service planning and to partner with the City on the SafeTO Implementation Plan.
5. City Council forward the SafeTO report to Native Child and Family Services of Toronto, Children's Aid Society of Toronto, Catholic Children's Aid Society of Toronto and Jewish Family and Child Service for their consideration in service planning as part of the provincially-mandated Child Welfare redesign, and to partner with the City on the SafeTO Implementation Plan.
6. City Council forward the SafeTO report to the following provincial ministries for their consideration: Ministry of the Solicitor General, Ministry of the Attorney General, Ministry of Children, Community and Social Services, Ministry of Health, Ministry of Long-Term Care, Ministry of Municipal Affairs and Housing, Ministry of Education, and the Ministry for Seniors and Accessibility.
7. City Council forward the SafeTO report to the following federal departments for their consideration: Department of Justice Canada, Department for Women and Gender Equality, Public Safety Canada, Public Health Agency of Canada, and Indigenous Services Canada.
8. City Council request the City Manager to share the results of the Sunnybrook Breaking the Cycle of Violence with Empathy (BRAVE) Program with the Ministry of Health and request the Province of Ontario to provide funding to support the continued operation of the BRAVE Program and the creation of a St. Michael's Hospital violence intervention program.

FINANCIAL IMPACT

SafeTO is a comprehensive ten-year plan that includes a mix of initiatives that can be completed within existing corporate resources and others requiring new investments. Implementation of SafeTO will require dedicated staffing resources to lead implementation, coordinate critical partners, manage implementation issues, ensure ongoing community engagement, integrate multi-sector data sets, and monitor and report on outcomes. It will also require investments in new directly delivered City programs and services, and resources to invest in partners. Comprehensive monitoring and evaluation infrastructure will need to be built at the City, which over time, can enable the City to fine-tune its investment in what is working, and divest investment from efforts that are not sufficiently impactful. This infrastructure will require the

development of agreements, mechanisms to share data sets across sectors and appropriate City and multi-sector governance structures. Multi-sector data-sharing and governance planning is already underway and will be detailed in the SafeTO Implementation Plan.

The SafeTO Implementation Plan, to be submitted to Toronto City Council in the December 2021 cycle, will detail anticipated financial impacts for 2022 to be considered in the 2022 budget process. Future year financial impacts beyond 2022 will be considered in future year budget processes.

Intergovernmental Funding is Necessary

The City acting alone cannot bring about the safety and well-being of Toronto residents. The City funding alone, cannot deliver this provincially-mandated Community Safety and Well-being Plan. Intergovernmental support is critical.

The SafeTO Implementation Plan will also point to an Intergovernmental Strategy required to engage appropriate Provincial ministries and Federal departments in resourcing priority actions and making policy considerations for factors within their jurisdictions. For the City of Toronto to make the shift envisioned by the provincial legislation, investment from the Provincial and Federal governments is critical. The SafeTO goals and priority actions will require comprehensive, whole-of-governments and multi-sectoral responses. It requires integrated provincial and federal investments. Without intergovernmental investments in implementation, key priority actions cannot be started, scaled, or sustained.

Provincial Investment Required for City-incubated BRAVE Pilot

In approving the 2020 Operating Budget for Social Development, Finance and Administration, Toronto City Council designated \$100,000 to pilot the hospital-based violence intervention program, Breaking the Cycle of Violence with Empathy (BRAVE), with Sunnybrook Hospital. The BRAVE Program uses a public health and trauma-informed approach to violence prevention, through promoting positive alternatives to violence in order to reduce retaliation, criminal involvement, and re-injury among youth injured by violence.

City investment in the BRAVE Pilot has enabled the program to prove its concept and has demonstrated that early intervention by a qualified social worker in a hospital setting provides a meaningful opportunity to reduce risk by connecting victims to immediate supports, developing relationships to ensure continuum of care in the transition between hospital and necessary aftercare within the community, and strengthening collaboration between hospital, City and community support services. Between October 2020 and March 31, 2021, the BRAVE program serviced 51 gunshot victims addressing 217 risk factors through 475 patient interactions and 176 home visits.

Moving forward, provincial health system funding is required to sustain and grow the program and develop others. The report recommends that the City share the results of the BRAVE Pilot with the Ministry of Health and request the Province to provide funding to support the continued operation of the BRAVE Program and the development of the St. Michael's Hospital model.

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

EQUITY IMPACT STATEMENT

Systemic discrimination has negatively impacted how Indigenous, Black, racialized and equity-deserving communities, including women, LGBTQ2S+, people with disabilities, people that experience homelessness, newcomers and residents with precarious immigration status, and people who live on low incomes, experience community safety in Toronto.

Efforts to address community safety and well-being must consider the needs of those most negatively impacted and the systems or structures that impact residents. Understanding how poverty, racism and other structural inequities impact risk factors associated with safety and well-being (i.e. inequitable access to resources, exposure to violence, grief and loss, or lack of quality affordable housing), and protective factors (i.e. education attainment, financial stability or social support networks) can help prioritize the actions that will have the most impact in bringing about a safer Toronto. SafeTO, the proposed Ten-Year Community Safety and Well-Being Plan for the City of Toronto, will have a positive equity impact on Indigenous, Black, and equity-deserving communities. By prioritizing Toronto's most vulnerable communities, SafeTO will help build confidence in community safety and well-being initiatives by redefining what community safety and well-being mean across the city.

DECISION HISTORY

HL29.2 Toronto Overdose Action Plan: Status Report 2021

At its June 14, 2021 meeting, the Toronto Board of Health adopted this report with amendments and reiterated its call urging the Federal Minister of Health to use the authority under the Controlled Drugs and Substances Act to permit the simple possession of all drugs for personal use.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.HL29.2>

EX 24.11 - Recommendations to Consult and Amend Bill 251, Combat Human Trafficking Act

At its June 8, 2021 meeting, City Council considered this item and moved to forward the staff report to the Solicitor General to express concerns about Bill 251 and urge the Solicitor General to consult with sex workers and other affected vulnerable communities.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX24.11>

EX24.1 - Report back on Accessing Justice - New Toronto Courthouses

At its June 1, 2021 meeting, Executive Committee adopted the report back on Accessing Justice - New Toronto Court Houses with amendments.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX24.1>

EX20.1 - Community Crisis Support Service Pilot

At its February 2, 3, and 5, 2021 meeting, City Council adopted the Community Crisis Support Service Pilot.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX20.1>

CC22.2 - Changes to Policing in Toronto

At its June 29, 2020 meeting, City Council adopted 36 decisions related to policing reform covering areas related to policing, community safety, and crisis response.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.CC22.2>

HL17.2 - Toronto Overdose Action Plan: Status Report 2019

At its June 8, 2020 meeting, the Toronto Board of Health adopted the Toronto Overdose Action plan Status Report 2020.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.HL17.2>

EC6.12 - City of Toronto Community Safety and Well-being Plan

At its July 15, 17, and 28, 2019 meeting, Council adopted a report on the City's approach to develop a Community Safety and Well-being Plan as required by provincial legislation. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EC6.12>

HL11.1 - Community Violence in Toronto - A Public Health Approach

At its meeting on November 26, 2019 City Council adopted the Board of Health report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.HL11.1>

EX8.26 - Investing in Community Based Anti-Violence Programs

At its meeting on September 18, 2019, Executive Committee requested the Executive Director, Social Development, Finance and Administration to review the outstanding grant requests to the National Crime Prevention Strategy Fund and determine which will make the most meaningful impact to reduce gun violence and the City's long-term Community Safety and Well-Being Plan, and report directly to City Council at its meeting on October 2 and 3, 2019.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX8.26>

HL71. - Toronto Overdose Action Plan: Status Report 2019

At its June 18 and 19, 2019 meeting, City Council endorsed the Toronto Overdose Action Plan: Status Report 2019.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.HL7.1>

HL18.3 - Toronto Overdose Action Plan: Prevention and Response

At its meeting on March 20, 2017, the Board of Health endorsed the Toronto Overdose Action Plan. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.HL18.3>

EX29.11 - Toronto Action Plan to Confront Anti-Black Racism

At its December 5, 6, 7 and 8, 2017 meeting, the Toronto City Council adopted the Toronto Action Plan to Confront Anti-Black Racism.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.HL18.3>

COMMENTS

In the past decade, Toronto has strengthened its position as a world-class city due to its high quality of life, social diversity, and strong economy. However, not everyone gets to equitably participate in Toronto's prosperity due to deeply entrenched systemic inequities that drive divides in our city. These inequities are embedded within our social (health, education, justice), economic, and political systems and have impacts on the conditions that influence the health and well-being of residents. If left unattended, growing inequities in systems, policies, programs and services across Toronto can manifest into complex conditions such as homelessness, food insecurity, poverty, community violence, and crime that severely threaten community safety and well-being for Torontonians, particularly Indigenous, Black and equity-deserving communities.

Community safety and well-being refers to “the ideal state of a sustainable community where everyone is safe, has a sense of belonging, opportunities to participate, and where individuals and families are able to meet their needs for education, health care, food, housing, income, and social and cultural expression.”¹ It is responsive to the social determinants of health and many aspects of our social, physical, emotional and spiritual well-being to ensure our basic needs are met and communities are thriving.

Re-Imagining Community Safety in Toronto

Community advocates, academics and residents have called for a fundamental shift in the ways in which the City thinks about community safety by centring the well-being of people and places, while factoring in inequities and other root causes that threaten safety and well-being.

The root causes of community violence, trauma, and injustice are complex. No single sector can address the intricacy, or in some cases, the urgency of community safety and well-being challenges on their own. These complex efforts require a diverse and integrated range of skill, locally-driven mandates, and resources to address community needs under the guidance of a shared vision, data-driven outcomes, and by empowering local leadership of affected communities.

Re-imagining community safety in Toronto requires a shift from the tradition of governments looking to address community safety issues through a lens of law enforcement and crime, using policing, special constables, security or by-law officers as the primary response. An enforcement-only approach to community safety increases barriers and risks for Torontonians, particularly those from Indigenous, Black, LGBTQ2S+ and equity-deserving communities as a result of systemic racism embedded within the Canadian justice system². A law enforcement lens that embeds a deep understanding of and commitment to confronting structural anti-Indigenous and anti-Black racism, inequity and bias, has its place in responding to community safety challenges. However, while the role of enforcement remains an appropriate part of the spectrum of responses to community safety issues, enforcement as the only response,

1 Ministry of Community Safety and Correctional Services - A Strong Safe Ontario - Booklet 3 - Planning Framework | Ministry of Attorney General (gov.on.ca)

2 Ontario Human Rights Commission.2017. "Under suspicion: Research and consultation report on racial profiling in Ontario". <http://www.ohrc.on.ca/en/book/export/html/21201>

or the default response, cannot alone address root causes, proactively reduce risks, or promote and maintain community well-being. Government services, health services, and education system acting alone, have also struggled to uproot systemic inequity and to effectively respond to community violence, trauma and injustice.

A public health approach recognizes the interconnectedness of the complex conditions that create community safety challenges and mobilizes a wide range of evidence-informed interventions to respond to these conditions while monitoring the results from upstream prevention efforts to advise ongoing investments and system reforms. Approaches focused on strengthening the social determinants of health and reducing health inequities -- the economic and social conditions that influence individual and community differences in health status -- are effective at preventing community violence, vulnerability and the risk factors that negatively impact communities. A public health approach encourages the wide spread adoption of what works and requires community leadership in implementation. A re-imagined approach to community safety and well-being in Toronto necessitates a public health approach.

Community calls for the City to reimagine community safety are further enabled by provincial legislation requiring municipal-level plans with multi-sector approaches that emphasize social development and prevention.

A Provincial Requirement to Shift Community Safety Paradigms and Culture

Under the *Police Services Act* and its forthcoming successor, the *Community Safety and Policing Act, 2019* (which is not yet in force), all municipalities are mandated to prepare and adopt a Community Safety and Well-Being Plan by July 2021. A community safety and well-being plan is a long-term tool to address key social priorities, root causes of crime, social disorder and ill-health, with identified shared goals through multi-sectoral partnerships. While these statutes provide some direction on the content of the plan through elements that are required, they also allow for flexibility respecting the unique context and needs of each municipality.

A Community Safety and Well-Being Planning Framework, developed by the Ministry of the Solicitor General and informed by a broad range of sectors including input from the City of Toronto, is meant to guide municipalities in their processes to re-imagine community safety at the local level. The Community Safety and Well-Being Planning Framework includes the planning areas captured in Table 1 below.

Table 1: Provincial Community Safety and Well-Being Planning Framework

Area	Description
<p>Social Development (upstream)</p> <p><i>Promoting and maintaining community safety and well-being</i></p>	<p>Social development requires long-term, multi-disciplinary efforts and investments to improve the social determinants of health and reduce the probability of harm and victimization. Investing in social development allows residents to thrive by addressing the root causes of crime and disorder</p> <p>Appropriate investment in social development will establish protective factors through improvements in areas such as health, employment and graduation rates, and will produce significant social benefits as a result of addressing the root causes of crime and social disorder.</p>
<p>Prevention (midstream)</p> <p><i>Proactively reducing identified risks</i></p>	<p>Prevention involves proactively implementing evidence-based situational measures, policies or programs to reduce locally-identified priority risks to community safety and well-being before they result in crime, victimization and/or harm.</p>
<p>Risk Intervention (downstream)</p> <p><i>Mitigating situations of elevated risk</i></p>	<p>Risk intervention involves multiple sectors working together to address and/or interrupt escalating situations where there is an elevated risk of harm</p>
<p>Emergency Response</p> <p><i>Critical and non-critical incident response</i></p>	<p>Emergency response is immediate and reactionary responses that may involve a sense of urgency in response to crime or safety. Initiatives in this area alone cannot be relied upon alone to increase community safety and well-being.</p>

Upstream and downstream programs are equally important and work together to support community safety and well-being. For Toronto to make the shift envisioned by the Provincial Community Safety and Well-Being Planning Framework, the majority of investments need to be focused on developing and/or enhancing programs that fall under social development, prevention, and risk intervention to reduce the reliance on emergency response and strengthen community capacity to promote and maintain safety and well-being.

SafeTO, Toronto's Ten-Year Community Safety and Well-Being Plan, is the City of Toronto's response to the Provincial Community Safety and Well-Being Planning Framework. Given the breadth and complexity of the community safety and well-being challenges in Toronto, Implementation of SafeTO will require integrated investments from other orders of government.

Equally important to upstream and downstream investments is a commitment to track multi-sector investments and initiatives across the Community Safety and Well-Being Planning Framework to enhance collaboration and maximize collective resources. The City is required by provincial legislation to develop an outcomes framework to monitor and evaluate SafeTO. Staff have initiated the development of a SafeTO Indicator Framework through a multi-sectoral partnership which will support the City and its partners to monitor the success of SafeTO priority actions at a population level and facilitate planning at a programmatic level. Staff will report on the SafeTO Indicator Framework as part of the Implementation Plan in December 2021.

Development of the Toronto Plan

In preparing a Community Safety and Well-Being Plan, Provincial legislation requires municipalities to consult communities and those that serve them in order to prioritize risk factors and to identify strategies to address them. In response, SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan was informed by extensive stakeholder engagement and consultations. To inform the engagement process, the Social Development, Finance and Administration Division partnered with the Canadian Municipal Network on Crime Prevention on a jurisdictional review of twelve Canadian municipalities. Staff further conducted a scan of an additional four Canadian and seven international cities doing related work, did research in the area of community safety and well-being, and reviewed deputations on community safety matters to various City of Toronto Standing Committees over the last four years.

Staff also conducted analysis of relevant sector data including from the Toronto Police Service and from existing City-led programs, such as Furthering Our Community by Uniting Services (FOCUS), the Specialized Program for Inter-Divisional Enhanced Responsiveness to Vulnerability (SPIDER), and the Community Crisis Response Program.

From November 2020 to April 2021, City staff engaged in an extensive community consultation process. Engagement included population-specific, issue-specific, and geographic-based consultations as well as internal discussions with 18 City divisions, agencies and corporations. Community consultations were targeted to stakeholders providing services related to or directly experiencing challenges related to community safety and well-being. This was complemented by engagement with subject matter experts, residents and community thought-leaders. In total, over 2,500 stakeholders were engaged, with written submissions also accepted. A public survey was available from March 1-15, 2021 that received an additional 1,500 responses.

The City consulted all groups required by provincial legislation, including residents and community organizations representing youth, members of racialized groups, and First Nation, Inuit and Métis communities. A summary of the SafeTO consultation findings is available in Appendix C.

Provincial legislation also calls on municipalities to form a multi-sectoral advisory committee to support the development of the municipal Community Safety and Well-Being Plan. Social Development, Finance and Administration identified and invited members from education, health, mental health, community (agencies and resident leaders), policing, and the private sector to establish a SafeTO Advisory Committee in

early 2020. However, the declaration of the global COVID-19 pandemic and resulting emergency response required by the City and many advisory members interrupted the formal establishment of the committee and paused SafeTO development work. When work resumed, City staff instead consulted many of the invitees directly and leveraged existing multi-sector advisory tables such as the Toronto Child and Family Network, Human Service and Justice Coordination Committees, the Acquired Brain Injury Network and others to better understand community safety and well-being priorities and to plan appropriate actions.

Additionally, in spring 2021, a Community Safety Partners Executive Leadership Team was formed as a first-step institutional table to leverage and integrate community safety efforts for better impact on the reduction of gun violence through the summer months through the Short-Term Community Safety Pilot. The Executive Leadership Table was established with the support of the Office of the Mayor, Social Development, Finance and Administration, the Toronto Police Service and the Toronto Police Service Board, Toronto Community Housing, Toronto Public Health, Toronto Transit Commission, the Toronto District School Board, and the Toronto Catholic District School Board.

Through the SafeTO Implementation Plan, City staff will leverage the Executive Leadership Table along with lessons learned through the Short-Term Community Safety Pilot and the extensive SafeTO engagement process in order to develop and implement the necessary multi-sector and community advisory, decision making and governance structures required to support trust, collaboration, transparency and effectiveness in the implementation of SafeTO. Staff will report on the proposed SafeTO governance structure in the December 2021 cycle.

Toronto's Priority Safety and Well-being Challenges

Based on a review of past and present public consultation data, City staff identified a number of critical challenges to the safety and well-being of Torontonians. The issues are many and complex. Staff analysis revealed four key priority challenges summarized in Table 2 below.

Table 2: Four Priority Challenges

Challenge 1	Community Trauma
<p>Rationale</p>	<ul style="list-style-type: none"> • Communities and neighborhoods that experience higher levels of inequities and/or experience higher levels of violence are most vulnerable to becoming traumatized. Unaddressed trauma can manifest in physical, emotional, and psychological harm creating negative impacts on community well-being, health and safety. Systemic racism and inequity are primary contributing factors of trauma. • There is growing evidence that the experience of trauma, multi-generational or intergenerational racial trauma, and early trauma as a result of adverse childhood experiences can cause life-long harm, poor health outcomes and in some cases perpetuate violence. • Community consultations amplified the need for the City to prioritize addressing trauma. Recognizing trauma as a contributing root cause and directly addressing the impact of trauma on individuals and communities through culturally responsive approaches can help facilitate recovery from the consequences and manifestations of trauma.
<p>Examples</p>	<ul style="list-style-type: none"> • Inter-generational and multi-generational trauma as a result of historic harms experienced by Indigenous peoples are often unacknowledged or unaddressed and can result in further traumatization as a result of negative interactions with government systems. • In recent years, Toronto has experienced attacks including the Yonge Street van attack and the Danforth shooting which resulted in mass casualties and victimization. Further, some communities experience more frequent exposure to community violence or adverse community experiences disproportionately. The compounding impact of these events can traumatize individuals and entire communities. • Preliminary data from the Office of the Chief Coroner for Ontario demonstrates there was a record high number of confirmed opioid toxicity deaths in Toronto in 2020, with a total of 521 fatalities. This represents a 78 percent increase from 2019 and a 280 percent increase from 2015. There has been a notable increase in drug-related deaths since the start of the COVID-19 emergency. Substance use is often driven by trauma, and the increase in deaths has had devastating impacts on the loved ones of those lost and the frontline workers who supported them.

Challenge 2	Community Violence
Rationale	<ul style="list-style-type: none"> • Community violence -- including gun violence, gender-based and intimate partner violence -- has been on the rise in Toronto and was declared a public health issue by the Toronto Board of Health in 2019. • The traumatic impact of gun violence in communities is not only experienced by individuals, it is experienced by communities which can contribute to negative long-term health outcomes and can be a contributing factor to the propensity to commit violence. • There have been calls to strategically mobilize short-term and long-term actions in coordination with multi-sector partners, community leaders, and residents to interrupt the immediate risks of community violence and continuously work to prevent it.
Examples	<ul style="list-style-type: none"> • As of May 19, 2021, there have been 119 shootings in Toronto resulting in 46 injuries and 12 people losing their lives. • Incidents of gender-based and intimate partner violence are also increasing in Toronto, particularly through the COVID-19 pandemic.
Challenge 3	Harm and Victimization
Rationale	<ul style="list-style-type: none"> • Experiencing both immediate and life-long harms or repeated victimization can be a risk factor of complex conditions that threaten community safety (e.g. mental health crisis, substance use, human trafficking, and hate crimes). Continued exposure to such harms can negatively impact the social determinants of health and further exacerbate the risk to equity-deserving communities. • Advancing policies and programs to reduce harm and victimization and further understand vulnerability will ensure individuals and communities have access to resources and supports such as victim/witness, psycho-social and other relevant supports that promote community healing while also beginning to address the root causes of these harms. • Vulnerability extends to instances of acquired brain injuries and developmental disabilities; the lack of understanding of these issues combined with the lack of appropriate supports presents an increased risk of engagement with the criminal justice system³.

3 McIsaac, et. al. 2016. "Association between traumatic brain injury and incarceration: a population-based cohort study. CMAJ, 4(4), 746-753. <https://pubmed.ncbi.nlm.nih.gov/28018890/>

<p>Examples</p>	<ul style="list-style-type: none"> • The number of reported hate-related incidents in Toronto has increased by 51 percent in 2020⁴ with clear calls from the community for the City to prioritize efforts to address systemic racism and inequity. • Mental health calls to police are occurring at a rate of approximately 85 per day, and 76 percent of all FOCUS Toronto situations respond to mental health issues. • Acquired and Traumatic Brain Injuries are another notable concern given their prevalence among populations experiencing homelessness; a study conducted in 2008 found that of 904 people experiencing homelessness in Toronto, 53 percent had sustained at least one traumatic brain injury⁵. • In 2020, Toronto Paramedic Services responded to 3,861 suspected overdose calls, including 268 calls involving death. This is a 90 percent increase in the number of suspected overdose deaths attended by Toronto Paramedic Services. Criminalization of people who use drugs and limited access to harm reduction services, including safer supply, contributes to the increase of drug-related overdoses and death⁶.
<p>Challenge 4</p>	<p>Injustice</p>
<p>Rationale</p>	<ul style="list-style-type: none"> • The reliance on an enforcement lens continues to perpetuate the over-representation of Indigenous, Black and equity-deserving communities in the criminal justice system. There is a lack of consistency in terms of the application of a community justice lens in the approaches that address the root causes of community safety and well-being. • Restorative practices are an approach to justice that focus on addressing the harm caused by crime while holding the offender responsible for their actions, through providing an opportunity for those directly affected by the crime (victims, offenders and communities) to identify and address their needs in the aftermath of a crime in a culturally specific approach. • Reintegration is the support given to offenders during their re-entry into society following incarceration. It can include treatment, restorative justice and suitable community based supports or treatment. • There are clear calls from the community to mobilize culturally responsive restorative practices and reintegration approaches that embody cultural identity and tradition as forms of intervention within communities.

4 Toronto Police Service. 2020. Annual Hate Crime Statistical Report. <http://www.torontopolice.on.ca/publications/files/reports/2020hatecrimereport.pdf>

5 Hwang, S. et. al, 2008. "The effect of traumatic brain injury on the health of homeless people". CMAJ, 179(8), 779-784. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2553875/>

6 Toronto Board of Health Report. June 3, 2021. Toronto Overdose Action Plan: Status Report 2021. Toronto Overdose Action Plan: Status Report 2021

<p>Examples</p>	<ul style="list-style-type: none"> • Nearly one out of every 15 young Black men in Ontario experienced jail time, compared to one out of about every 70 young white men⁷, and incarcerated Black people were more likely to live in low-income neighbourhoods. A siloed approach to community safety that results in an over-emphasis on enforcement has been shown to perpetuate the over-representation of Indigenous, Black and equity-deserving communities in the criminal justice system. • Between September 2018 and October 2019, Toronto’s Metro West Courthouse received approximately 306 youth cases from 23 Division and 312 from 31 Division. Taken together, 23 and 31 Divisions account for over 40% of all youth cases seen at the Metro West Courthouse. • Despite making up only 4.1% of the population in Ontario under age 15, Indigenous children represent approximately 30% of foster children⁸.
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Consultation data, research and findings from the jurisdictional review indicated that an effective plan for Toronto needs to be comprehensive and take a long-term view to effectively address these interconnected priority challenges.

The City has demonstrated its leadership through a robust infrastructure of programs and services that play important roles in advancing community safety and well-being. Staff have identified over 60 existing City-led strategies, programs and initiatives that are actively working to address elements of community safety and well-being. The interconnections with existing City-led strategies are outlined in Appendix A. The SafeTO Implementation Plan will demonstrate alignment with existing programs and initiatives.

These include:

- **Key multi-year strategies** such as TO Prosperity: Toronto's Poverty Reduction Strategy, the Toronto Action Plan to Confront Anti-Black Racism, the HousingTO 2020-2030 Action Plan, the Toronto Indigenous Health Strategy, the Toronto Drug Strategy and the Economic Development and Culture Divisional Strategy.
- **Embedded programs and services** such as the Furthering Our Community by Uniting Services (FOCUS) Toronto Situation Tables, the Youth Outreach Worker Program, Investing in Families (IIF), Eviction Prevention in the Community (EPIC), The Works, and TO Wards Peace.

7 Race and Incarceration: The Representation and Characteristics of Black People in Provincial Correctional Facilities in Ontario, Canada

8 Ontario Human Rights Commission. 2018. "Interrupted childhoods: Over-representation of Indigenous and Black children in Ontario child welfare". http://www.ohrc.on.ca/en/interrupted-childhoods#_ftnref38

- **New initiatives** such as the Justice Centres initiative in partnership with the Ministry of the Attorney General, the Integrated Prevention and Harm Reduction Initiative, and the development of Community Crisis Support Service Pilots as a non-policing alternative to respond to complex mental health crises.

Despite this existing robust infrastructure, key limitations exist. The City is mobilizing investments, programs, and services across the spectrum from emergency response to social development, but they operate largely independently from each other with little intentionality in how lessons learned can inform ongoing prevention and social development approaches. SafeTO provides a framework to connect these dots and inform a culture shift to pursue a more comprehensive and holistic approach to community safety and well-being. SafeTO will bring together existing City strategies and programs under one "umbrella" with new priority areas for action.

SafeTO: the City's Plan to Advance Community Safety and Well-Being

SafeTO, included in Appendix A, is a comprehensive Ten-Year Community Safety and Well-being Plan that reimagines core elements of community safety and well-being in order to shift our paradigm from a reliance on reactive emergency response to a culture of proactive prevention. It inspires us to think differently, work collaboratively, and to do better to bring about a safe Toronto that promotes and celebrates the well-being and resilience of all residents.

SafeTO is designed to address four inter-connected, priority challenges to help create a safer Toronto: community trauma, community violence, harm and victimization, and injustice.

It provides a roadmap for how the City and social systems that serve Torontonians, such as community services, healthcare systems, education systems, justice systems, police and business, can work collaboratively across different sectors and across governments to support community safety and well-being. This roadmap advances years of knowledge built through partnerships and collaboration between City divisions and agencies, community agencies, Indigenous organizations and communities, residents, multiple sectors, and other orders of government. This multi-sectoral collaboration recognizes that if we only focus on what the City can do, we will not solve the complex issues facing our city. Through SafeTO, the City of Toronto, in collaboration with our partners, will take a leadership role in defining and addressing Toronto's priority challenges through proactive, integrated strategies that build on local strengths to ensure Indigenous, Black, and equity-deserving groups are heard, validated and supported.

Addressing the root causes of issues that negatively impact community safety and well-being will build individual and community resilience, improve services and systems of care, and positively impact the lives of all Torontonians. SafeTO will empower strong collaboration and multi-sector leadership to respond to a unifying vision to advance community safety and well-being in Toronto.

SafeTO Goals and Priority Actions

To advance community safety and well-being in Toronto, SafeTO focuses on 26 priority actions across seven key goals: Reduce Vulnerability, Reduce Violence, Advance Truth and Reconciliation, Promote Healing and Justice, Invest in People, Invest in Neighbourhoods, and Drive Collaboration and Accountability. A summary of the goals and priority actions can be found in Appendix B.

The SafeTO Implementation Plan, to be submitted in the December Council cycle, will detail the structures and specific actions required to advance the seven goals and 26 priority actions outlined in SafeTO. SafeTO goals and priority actions will centre the needs of Indigenous, Black and equity-deserving communities. This commitment will be reflected and embedded in the specific actions outlined in the Implementation Plan.

Goal 1: Reduce Vulnerability

The more vulnerability experienced by individuals and communities, the more their safety and well-being is threatened. This has become of critical concern as vulnerability continues to increase in Toronto, especially as COVID-19 exacerbates existing structural racism, marginalization, and health inequities.

The mental health system has long since reached its capacity. It has historically been underfunded and inadequately resourced. This has resulted in people with mental illness not receiving the supports they need and falling into distress. The current system functions as a crisis management system rather than one that is integrated, proactive, preventative, and working in tandem with enforcement and justice systems. While the City does not provide direct mental health services, the City is well-positioned to provide coordination support to ensure the complex needs of residents are met.

There are urgent calls from the community to advance safer supply and advocate for treatment and supportive drug policies including identifying a pathway to the decriminalization or the removal of criminal penalties for the personal use and possession of drugs; this has been recommended by the Toronto Board of Health, public health agencies⁹, law enforcement¹⁰ and civic agencies as an evidence-based approach to reduce public health and public safety harms associated with drug use.

SafeTO will reduce harm and victimization through proactive mental health and vulnerability support strategies, life stabilization, community-led crisis support models, and collaborative risk-driven approaches.

Priority Actions include:

- Enhance multi-sector mental health and vulnerability supports,
- Implement life stabilization and service navigation supports,
- Embed the Community Crisis Support Service as a well-resourced, first-response service City-wide,

⁹ Public Health Agency of Canada. October 2020. From Risk to Resilience: An Equity Approach to COVID-19.

¹⁰ Canadian Association of Chiefs of Police. 2020. Decriminalization for Simple Possession of Illicit Drugs: Exploring Impacts on Public Safety & Policing

- Strengthen, align and expand the capacity of collaborative risk-driven approaches to reduce risk of harm and victimization, and
- Advance strategies, programs and services that reduce harm related to substance use.

Goal 2: Reduce Violence

Communities are calling for action by the City to address the continued escalation of gun violence across Toronto. Although the City, Toronto Police Service and Toronto Community Housing Corporation have various programs and services aimed at reducing and responding to gun violence, there is a need for stronger coordination and integration of these efforts through multi-sector partnerships with related institutions, community leaders and residents guided by a shared violence reduction vision and measurable outcomes. Gun violence is a complex issue; a comprehensive, multi-sector approach is required to thoughtfully balance enforcement, intervention, and prevention approaches, when working with those actively involved in committing violence, those involved in conflicts, those at highest risk of being victimized or the wider community.

Incidents of gender-based and intimate partner violence have also notably increased in Toronto, particularly throughout the COVID-19 pandemic. Community consultations for the development of SafeTO highlighted the need for the City to clarify its role in preventing gender-based and intimate partner violence.

Violence reduction requires a comprehensive approach that goes beyond any single strategy or sector acting alone. Developing a culture of shared outcomes across stakeholders can lead to a reduction of violence and inspire a change in culture and practice across Toronto. Leveraging the City's existing infrastructure and investments to complement efforts of community partners in the areas of violence prevention, intervention, interruption, and response and recovery will address the growing culture of violence and underlying social determinants.

SafeTO will implement dedicated strategies to prevent and reduce gun violence, interpersonal violence, and gender-based and intimate partner violence through strategic and timely coordinated efforts across communities and systems.

Priority Actions include:

- Develop a comprehensive multi-sector gun violence reduction plan,
- Develop a comprehensive gender-based and intimate partner violence reduction strategy, and
- Strengthen community crisis response protocols to better support victims and communities impacted by violence.

Goal 3: Advance Truth and Reconciliation

To build on the City of Toronto's commitment to Truth and Reconciliation, SafeTO will leverage the strategic directions provided in the Statement of Commitment to the Aboriginal Communities of Toronto (2010), the Calls to Action set out by the Truth and Reconciliation Commission's final report (2015), the principles detailed in the United Nations Declaration on the Rights of Indigenous Peoples (2007), and the Calls to Justice outlined by Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls (2019). The City of

Toronto understands that many Indigenous people living in Toronto are affected by historical and contemporary injustices which continue to perpetuate profound trauma and social and cultural impacts on most, if not all, aspects of life. The City further acknowledges that reconnecting with, maintaining, and celebrating a strong Indigenous identity through cultural expression, retention of language, spiritual practice, and community relations, is fundamental to the well-being of Indigenous communities.

SafeTO will work with Indigenous communities to advance actions and recommendations in the forthcoming reconciliation action plan being developed by the Indigenous Affairs Office that improve community safety and well-being for Indigenous peoples and advance Indigenous-led community safety and well-being priorities.

Priority Actions include:

- Advance Indigenous-led community safety and well-being priorities,
- Develop an implementation plan to guide the City's response to the Calls for Justice from National Inquiry into Missing and Murdered Indigenous Women and Girls, and
- Strengthen meaningful engagement with Indigenous organizations and communities by leveraging lessons learned on relationship building.

Goal 4: Promote Healing and Justice

Consistent exposure to events that can cause physical, emotional and psychological harm can have a negative impact on an individual's or a community's well-being, health and safety. There is a growing worldwide movement to develop trauma-informed cities and systems with a growing number of international best practices. City staff partnered with the THRIVE Toronto table facilitated by the Wellesley Institute to research trauma-informed city models and the pathways to becoming one. Additional context on what it means to become a trauma-informed and responsive City is attached in Appendix C.

Community justice is a significant factor of healing and resilience. The City does not have authority over the justice system, however, the City has an opportunity to better leverage municipal policy levers to advance outcomes for communities most impacted by injustice by creating local and accessible community justice approaches that bring together community supports (health, mental health, housing, justice, community and social supports) with the justice system, to address access, equity, human rights and the root causes of crime in pre/post charge spaces. This includes the development and implementation of culturally-responsive reintegration and restorative justice practices.

SafeTO will enable the City to embed trauma-informed and responsive services, approaches and tools that are grounded and directed by a thorough understanding of the complete impacts of trauma, adversity and violence on people, families and neighbourhoods. The plan will also use municipal levers in concert with other partners to advance culturally responsive and accessible community justice approaches.

Priority Actions include:

- Become a trauma-informed and responsive City,
- Embed anti-racism and human rights based approaches into policy development and service planning across all City divisions, agencies, and corporations, and

- Strengthen access to community justice by prioritizing culturally-responsive reintegration and restorative practices, including Justice Centres.

Goal 5: Invest in People

The importance of promoting and investing in healthy families was consistently raised by participants through SafeTO community consultations. Participants felt that families are the “core system” and prevention strategies need to start with the family unit and extend beyond parenting. If parents, older siblings or other family members are adequately supported with protective factors including jobs, livable income, affordable housing, better transportation and food security, then youth and children can thrive and grow.

Building the capacity of residents to support one another, lead locally and participate in decision-making processes about strategies that impact their community are fundamental elements to enhancing community safety and well-being. Providing tools and embracing the strengths of communities by empowering resident driven, culturally responsive solutions is what we know works as a City.

SafeTO will identify programs and services to better support people, create access and build trusting relationships with the community to advance community safety and well-being.

Priority Actions include:

- Engage residents and build community capacity to lead,
- Enhance programs and services that promote child and family development and well-being,
- Invest in youth outcomes to ensure equitable, positive youth development, and
- Increase equitable access to supports for seniors.

Goal 6: Invest in Neighbourhoods

Toronto is a city of neighbourhoods, each known for its unique quality or diversity and local culture. Some neighbourhoods experience higher levels of inequities that are unjust or unfair. If left unaddressed, these inequities can manifest into crime or victimization.

Community leaders are calling on the City to enhance existing efforts by implementing accountable place-based action plans that collaborate with local leaders on design and build on community assets to respond to local priorities. Documented strategies that promote physical revitalization and activities to counter urban blight that are complemented by social development approaches will have an immediate and long-lasting impact. Creating safe and accessible spaces that are activated and vibrant can enable healthy community engagement. The design, planning and governance of spaces can foster active and healthy communities, which can result in economic and cultural development.

Community safety and well-being and economic development are intricately linked, not only from the perspectives of individuals and households, but also from the perspective of quality of life in neighbourhoods. It should also be noted that community safety and well-being is defined differently across communities, especially in how it relates to local

economic development. Community safety and well-being must be viewed with the unique assets, needs, characteristics and challenges of the individual community in mind.

SafeTO will develop responsive and accountable place-based approaches to address the social, cultural, physical and economic environments that impact neighbourhoods and public spaces.

Priority Actions include:

- Embed transparent and accountable monitoring and reporting practices into integrated place-based planning,
- Add more safe and culturally-accessible community spaces and advance Indigenous place-making,
- Implement place-based economic empowerment and development approaches, and
- Enhance local cultural development.

Goal 7: Drive Collaboration and Accountability

Community safety and well-being is complex and requires multi-sector efforts to ensure that the right supports are provided to those that require them at the right time. The majority of issues addressed within the context of community safety and well-being require the tools, resources, and mandates across sectors, not just of the City alone. SafeTO requires strong City leadership across City divisions, agencies and corporations, supported by multi-sector governance.

The current service system lacks intentionality in how systems collectively gather, integrate, evaluate, report, and communicate data and learnings to advance outcomes for residents and advance prevention. The current inability to analyze issues across sectors impacts the City's ability to serve complex individuals and creates barriers in community safety and well-being system planning.

SafeTO will build the necessary structures to use multi-sector data, evidence, and lived experience to respond to immediate needs, enhance collaboration, inform service planning, advance policing and law enforcement reform, integrate investments and drive communication campaigns.

Priority Actions include:

- Develop a comprehensive strategy to share, integrate and analyze data across multiple institutions for the purpose of informing real-time policy development and service planning,
- Advance policing and law enforcement reforms,
- Strengthen multi-sector collaboration through partnership and integrated investments, and
- Develop and implement robust communication approaches to advance SafeTO goals.

Next Steps: The SafeTO Implementation Plan

Staff will report back to City Council in its December 2021 cycle with a SafeTO Implementation Plan that will detail the structures and steps required to advance the SafeTO goals and priority actions.

The Implementation Plan will be developed working with relevant City divisions, agencies and corporations, community stakeholders and external institutions and will leverage the Community Safety Partners Executive Leadership Team and its lessons learned from implementing the Short-Term Community Safety Pilot during the summer months to try and reduce gun violence in identified neighbourhoods.

The Implementation Plan will be informed by the findings of research and community consultation conducted during the development phase for SafeTO and will delineate where existing City strategies and programs are advancing SafeTO goals and where critical new priority actions to advance community safety and well-being in Toronto are required.

Along with timelines, divisional/agency leads, and intended outcomes for all priority actions, the Implementation Plan will include the following:

- **SafeTO Investment Approach:** Effective implementation of SafeTO will require dedicated staffing resources to lead implementation, coordinate critical partners, manage implementation issues, ensure ongoing community engagement and report on outcomes. It will also require investments in new directly delivered City programs and services and resources to invest in partners.
- **SafeTO Governance Structure:** Addressing community safety and well-being extends beyond the program and policy levers of the City of Toronto and requires the active leadership, assets and commitment from a cross-section of City agencies, and leaders in community, health, education, policing and the private sector to contribute to the development of the Implementation Plan and advise on the ongoing design and implementation. SafeTO provides an opportunity to build and launch a new governance structure including an advisory committee that engages multiple sectors in the shared work of building a safer Toronto.
- **SafeTO Intergovernmental Strategy:** Intergovernmental alignment, engagement, and investment is required to fully realize a number of the SafeTO priority actions. The City will need to engage appropriate Provincial ministries and Federal departments on aligned investments and policy considerations, and is already engaged in the Province's process to develop regulations under the *Community Safety and Policing Act*. The City will need to continue working regionally with area municipalities and with other big cities across the country to advance community safety and well-being.
- **SafeTO Indicator Framework:** The City is required by provincial legislation to develop an outcomes framework to monitor and evaluate SafeTO. SafeTO provides an opportunity to integrate data, system knowledge and processes across key stakeholders to inspire new, multi-sectoral ways of advancing

community safety and well-being. It will also enable us to understand what investments are truly having a positive impact and which investments are not effective. Work on the SafeTO Indicator Framework is already underway through a collaboration of the City, Toronto Public Health, Toronto Police Service and the Population Health Analytics Laboratory at the Dalla Lana School of Public Health, University of Toronto.

Once the *Community Safety and Policing Act, 2019* comes into force, police service Boards will be required to prepare and adopt strategic plans which consider the goals of the municipality's Community Safety and Well-being Plans. Accordingly, this report recommends forwarding the SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan to the Toronto Police Services Board and requests they adopt the SafeTO Plan through a Board resolution and partner with the City on the SafeTO Implementation Plan. The Toronto Police Services Board will also be required to report annually to the City on the provision of policing as it relates to the City's community safety and well-being plan once the *Community Safety and Policing Act, 2019* comes into force.

Advancing community safety and well-being is complex. It requires a range of expertise and collaboration across sectors and community. SafeTO, Toronto's Ten-Year Community Safety and Well-Being Plan, represents a fundamental shift in the way the City thinks about community safety and well-being by refocusing efforts on prevention and addressing the root causes of issues that negatively impact community safety. The Plan calls for a comprehensive ten-year movement to make a clear impact on the priority challenges of community trauma, violence, harm and victimization, and injustice, and builds a City that promotes the well-being and celebrates the resilience of residents. SafeTO will empower strong collaboration and multi-sector leadership to respond to this unifying vision for community safety and well-being in Toronto. City staff will submit the SafeTO Implementation Plan to Toronto City Council in its December 2021 cycle.

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ATTACHMENTS

Appendix A: SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan
Appendix B: SafeTO Goals and Priority Actions
Appendix C: SafeTO Community Consultation Summary
Appendix D: Safe TO: Roadmap to become a Trauma-Informed City