Item No. 3  Transit Safety Management Practices

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the following be referred for consideration to the 2018 budget process:
   
   a. Creation of a new capital project for Bus Fleet Cameras (right side exterior camera) in the amount of $210,000.

   b. The addition of 1 Instructor FTE and 3 dedicated bus operator training FTEs partially offset by the redeployment of existing resources with an annual differential cost of $40,638 in 2018, or $20,319 after provincial cost sharing.

   c. Funding in the range of $475,000 to $710,000 for the provision of an estimated 5 FTEs or another source of security presence partially offset by the redeployment of existing resources with a net annual cost in the range of $155,625 to $390,625 in 2018, or $77,812 to $195,312 after provincial cost sharing.

   d. The addition of four Point Duty Inspector FTEs, including outfitting costs and 2 vehicles, partially offset by the redeployment of existing resources with an annual cost of $277,059 in 2018 or $138,529 after provincial cost sharing.

   e. A new capital project for Point Duty Shelters in the amount of $250,000.

2. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.
DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On February 28, 2017, the Standing Policy Committee on Infrastructure Renewal and Public Works moved the following motion:

WHEREAS the safety of transit customers, drivers, and staff is of paramount importance to the City of Winnipeg;

AND WHEREAS it is appropriate, in order to build upon on-going work and collaboration with the Amalgamated Transit Union, for the City of Winnipeg to undertake a review of its transit security measures to ensure, to the greatest extent possible, the safety and security of our employees and customers;

THEREFORE BE IT RESOLVED THAT the Standing Policy Committee on Infrastructure Renewal and Public Works direct the Winnipeg Public Service to provide a comprehensive list and explanation of current safety management practices, as well as innovative ideas or potential new concepts, for the benefit of transit operators and customers, and report back within 90 days.
Operator assaults and other undesirable behavior on buses are problems experienced by Winnipeg Transit and other Transit systems across Canada.

This report identifies the safety management practices that Winnipeg Transit has implemented since 2004 to improve safety for Transit Operators and customers. It also identifies the following initiatives and potential concepts to further enhance safety:

2017 Implementation
1) Implementing a pilot project to test Bus Operator safety barriers to reduce the opportunity for Operator assaults;
2) Creating a Transit Advisory Committee to review industry practices, assess and determine trends and recommend strategies to improve safety on the Winnipeg Transit system;
3) Launching a “See Something, Say Something” campaign to encourage customers to report undesirable behavior to Transit personnel;
4) Establishing reporting procedures with the Winnipeg Police Service (WPS) for proactive safety initiatives.

Referral to 2018 Budget Process
5) Expanding the audio/video surveillance system to deter undesirable behavior and assist with identification, investigation and prosecution of perpetrators;
6) Adding one Instructor and three dedicated relief operators to provide additional on-going training for Bus Operators to prevent and diffuse conflict;
7) Funding in the range of $475,000 to $710,000 for the provision of an estimated 5 FTEs or another source of security presence to assist Operators and passengers and to increase awareness and enforcement of the Public Transit By-Law;
8) Establish new Point Duty Inspectors to assist operators and passengers at set strategic locations and increase awareness and enforcement of the Public Transit By-Law at an initial complement of four inspectors.
It is anticipated that these measures will benefit Transit Operators and customers by improving safety on the Transit system.

**RECOMMENDATIONS**

1. That the following be referred for consideration to the 2018 budget process:
   a. Creation of a new capital project for Bus Fleet Cameras (right side exterior camera) in the amount of $210,000.
   b. The addition of 1 Instructor FTE and 3 dedicated bus operator training FTEs partially offset by the redeployment of existing resources with an annual differential cost of $40,638 in 2018, or $20,319 after provincial cost sharing.
   c. Funding in the range of $475,000 to $710,000 for the provision of an estimated 5 FTEs or another source of security presence partially offset by the redeployment of existing resources with a net annual cost in the range of $155,625 to $390,625 in 2018, or $77,812 to $195,312 after provincial cost sharing.
   d. The addition of four Point Duty Inspector FTEs, including outfitting costs and 2 vehicles, partially offset by the redeployment of existing resources with an annual cost of $277,059 in 2018 or $138,529 after provincial cost sharing.
   e. A new capital project for Point Duty Shelters in the amount of $250,000.

2. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

**REASON FOR THE REPORT**

At the February 28, 2017 meeting of the Standing Policy Committee on Infrastructure Renewal and Public Works, the City Public Service was tasked with the following:

1. Provide a comprehensive list and explanation of current safety management practices, as well as innovative ideas or potential new concepts, for the benefit of transit operators and customers.

**IMPLICATIONS OF THE RECOMMENDATIONS**

The financial implication of each initiative is identified at the end of this report.

Initiatives and potential concepts have been separated into those that can be implemented in 2017 and be absorbed by Transit’s 2017 Operating Budget and those concepts that require additional budget resources and are being referred to the 2018 budget process.

The total cost of those initiatives to be absorbed by Transit’s 2017 Operating Budget is $88,000 or $44,000 after Provincial cost sharing is applied.

The total cost of the concepts to be referred to the 2018 Budget Process is $590,847, or $295,424 after Provincial cost sharing is applied. The concepts also include the addition of four Inspector FTEs, one Instructor FTE, the provision of an estimated five FTEs or another source of security presence, and three Bus Operator trainer FTEs, but can be partially offset by
redeploying existing resources. The implementation of the potential concepts is subject to the appropriate financial resources being approved in the 2018 budget.

Funding of an estimated 5 FTEs or another source of security presence and associated costs is expected to be within the range of $475,000 to $710,000, but for purposes of calculations of the financial impacts the average of the range of $592,500 has been utilized.

**HISTORY/DISCUSSION**

**Current Safety Management Practices:**

New operators are provided with an extensive 30 day training program. The program includes classroom instruction, on-board instruction and regular service observation by Instructors. It includes modules on assault prevention, good customer relations and dealing with difficult customer situations. After training, operators are monitored closely during their six month probationary period with regular ride observations conducted by Instructors. They also meet with their Operations Supervisor at least twice during this period to review their progress and provide coaching and feedback. Following their probationary period, they receive at least one ride observation per year to assess their adherence to policy and training. Additional support is provided as needed.

During the 30 day training period, assault prevention techniques are also explained and emphasized in presentations provided by the Operations Superintendent and the Amalgamated Transit Union (ATU).

Over the past several years, Winnipeg Transit has implemented a number of measures to enhance safety for Bus Operators and customers, including:

2004
- On the recommendation of the Operations/ATU Workplace Safety and Health Committee, (WSHC) an Assault Prevention Review Committee (APRC) was formed. This was a joint committee and included members of Management, the ATU and operators. At the completion of their study, a number of recommendations were made that were implemented in the coming years (including expanding the definition of assault, addition of on-board cameras and GPS technology, creation of an assault review committee).
- Transit began recruiting Bus Operators using a competency profile, developed through the CAO’s Competency initiative. The competency profile remains a key focus of current recruitment efforts.
- Transit began using the Petty Trespass Act of Manitoba to effectively ban patrons from using the Transit system who were exhibiting undesirable behavior.

2006
- Transit began posting bulletins to operators that identified successful convictions of offenders who had assaulted operators. Bulletins often included reminders to follow the fare policy and to disengage from confrontations in an effort to avoid an incident escalating into an assault.
Transit began to support the Community Prosecutions Program of Manitoba by liaising with the assigned Crown Prosecutor in an effort to gain successful prosecution of assailants.

2008
- On the recommendation of the APRC, a “Transit Assault Prevention Action Plans” pamphlet was produced and issued to employees. It described a number of recently implemented and future measures to prevent operator assaults.
- An Audio/Video Surveillance On-Board Bus (AVSOB) system was introduced to all buses in the fleet to provide increased safety for both Transit employees and passengers, to detect and deter criminal activity and assist with incident occurrence investigation. This included decals on buses advising customers that audio/video equipment was in use.
- On-board next stop announcement was introduced on all buses. This allowed customers to have exact knowledge of their location at all times resulting in enhanced safety.

2009
- Transit Assault Prevention Strategies (TRAPS) was added to the 30 day operator training program. It provides operators with the tools and skills to identify potential conflict situations, de-escalation strategies and some self-defense training from the operator’s seat. It also contains extensive customer relations training.
- All operators participated in TRAPS training (2009-2011).
- An advanced Transit Communication and Automated Vehicle Location (AVL/GPS) system was introduced on all buses. This allowed for an accelerated response to emergencies by Transit Supervisors and emergency responders.
- Transit tested three models of driver safety barriers until 2012. ATU conducted a membership survey which revealed that the majority of Operators were not in favor of the barriers. A wide variety of reasons were provided, including reduced air flow, increased glare, the restricted ability to interact with customers, a false sense of security and that they may provoke aggression.
- Transit adopted the newly expanded Criminal Code of Canada definition of assault in dealing internally with assaults on operators.

2010
- An updated “Transit Assault Prevention Action Plans” pamphlet was issued to employees. It described a number of additional measures that were being implemented to reduce assaults. These aligned with recommendations that had been made by the APRC.
- Transit Inspectors began to liaise with WPS Foot Patrol while on general duty. Topics of discussion included incidents of undesirable behavior and prevention strategies.

2011
- Historically, for security purposes WPS officers had long been provided free transportation on Transit buses. This provided the opportunity for WPS to intervene when undesirable behavior was observed. This free service was extended to the newly created Auxiliary Cadets for the same purposes when in uniform.

2012
- A joint management/ATU Assault Review Committee (ARC) was created. Its mandate was to determine if an assault occurred, and if it was avoidable or unavoidable based on
the training provided to the operator and the policies in place. The ARC also provided an opinion on assault prevention strategies to be used by the operator in the future to avoid the potential for conflict.

- The Bus Patrol initiative was launched. Two Transit Inspectors began to ride on buses to increase visibility and provide assistance to operators and customers. Uniform enhancements also allowed for them to be easily identified.
- Instructor uniforms were also enhanced as they routinely perform ride observations on buses. This was done in an effort to provide increased visibility and assistance to the operators and the public (in 2016, 4005 ride observations were completed).
- In preparation for the installation of new fareboxes, a “Pay Double Next Time” policy was developed. This policy was designed to reduce conflict with the operator when there is an under payment of fares.
- Operators received training on the new electronic fareboxes. The training included the new policy of “Pay Double Next Time”, reminders of the fare policy, disengagement and assault prevention techniques.

2013

- Electronic fareboxes were installed on all buses. They eliminated the need for operators to calculate monies being deposited and provided an audible sound to customers identifying that an incorrect fare had been paid, reducing operator interaction over fare payment.
- Council approved six Bus Patrol Inspector positions to increase visibility on buses and to support operators and customers.

2014

- Council consulted with the WPS and worked to enhance Transit security by approving the Winnipeg Public Transit By-Law and other added security measures.
- In July, the City of Winnipeg Public Transit By-Law was enacted. The By-Law was developed to establish rules and regulations governing the use of the Transit system and provide the opportunity for enforcement officers to issue offence notices to those contravening the By-Law (providing a deterrent to undesirable behavior). Transit Inspectors (Special Constables) are responsible for enforcement of the By-Law. In advance of issuing offence notices, they began a campaign to educate and warn the public when infractions were observed.
- Two Winnipeg Police Service Cadet positions were added to offset the expected increase in demand for WPS services due to the enactment of the Public Transit By-Law.

2015

- Transit began receiving buses equipped with a partial operator’s compartment barrier. The barrier adds an increased level of protection from certain types of assaults. Transit also worked with New Flyer to modify the barrier and allow for a more spacious operator’s compartment. All new bus orders now come with this barrier.
- Transit joined the United Nations-Safe Cities Winnipeg Initiative. This initiative focuses on issues of safety, primarily for women, with an emphasis on urban transportation. The Initiative supports innovative approaches to preventing and reducing harassment and sexual violence against women and girls in public spaces.
- Bill S-221 became law and it amended the Criminal Code of Canada to indicate: when the court imposes a sentence related to assault (sections 264.1 (1)(a) or 266-269), it shall consider as an aggravating circumstance, the fact that the victim of the offence was, at the time of the commission of the offence, a public transit operator engaged in the
performance of his or her duty. In previous years, Transit supported the Canadian Urban Transit Association (CUTA) with their involvement with this initiative.

- Transit created the role of Court Advocate to assist employees through court proceedings and liaise with the Crown Prosecutor to ensure that the new Law is considered in sentencing.

2016

- Council worked with the Winnipeg Police Board to encourage Cadets and uniformed Officers to ride buses, as duty permits, as part of their “Downtown Safety Strategy”.
- Fare payment using peggo was introduced. This reduced the need for Operators to inspect paper passes. It also provided an audible sound to customers if an incorrect fare had been paid, further reducing operator interaction over fare payment.
- Bus Patrol Inspectors conducted over 30,000 bus ride observations and 5,300 bus stop fare checks. This provided increased supervisor visibility on the Transit system and assistance to operators and customers.
- The format of ARC was changed to a single person review. The intent of this change was to decrease the time it took to process and provide feedback to operators. A new joint management/Workplace Violence Prevention Committee was formed. The Committee’s mandate is to study recent assaults for trends or operational deficiencies and provide recommendations for improving operator safety.
- A Transit Instructor attended the CUTA Transit Ambassador (Train the Trainer) program in Ontario. This knowledge is being used to develop the next safety/customer relations training for Bus Operators. Delivery of the program is expected to begin in 2017.
- A Code of Conduct was developed (using the Public Transit By-Laws) and posted on all buses and the Transit website to educate the public on expected behavior.
- Winnipeg Transit adopted the CUTA advertising campaign Assaulting a Bus Driver could make this your next stop. It was posted on the interior and exterior of buses warning of criminal prosecution and possible jail time for assaulting operators. The campaign also included social media, bus benches and bus shelters.
- Decals were installed on all buses noting that threats or assaults against Bus Operators will not be tolerated and may result in criminal prosecution.
- In conjunction with the UN Safe Cities Committee, the passenger Request Stop Program was highlighted. It enhanced passenger safety by allowing them to alight the bus at locations other than regular bus stops. This initiative is advertised on-board all Winnipeg Transit buses, as well as on-line and in print ads.
- An expansion of the on-board audio/video surveillance system to cover the left front interior/exterior and left side exterior of the vehicle was approved in the 2017 Capital Budget.

2017

- Transit completed a transition to new uniforms for operators. A 2013 trial of the new uniform items also resulted in operators reporting that they were being treated more respectfully by the public while wearing the new uniform items.
- Transit began producing educational videos for the public which focused on using the transit system. The anticipated result is an increase in customer knowledge and a decrease in negative interactions with operators.
- Transit Inspectors continue to enforce the Public Transit By-Laws; however, they are limited by their inability to compel offenders to produce identification. At times, they require the WPS to attend incident scenes and assist. To enhance Transit’s ability to issue offence notices, Inspectors have been enrolled in enforcement training provided by
the City of Winnipeg Legal Services Department. A point person within Transit has also 
been established to assist Inspectors in effectively issuing offence notices.

- To date, Bus Patrol Inspectors have conducted over 10,000 bus ride observations and 
  3,300 bus stop fare checks. This provided increased supervisor visibility on the Transit 
system and assistance to operators and customers.
- Transit will propose by-law changes to Council that will result in most of the offences set 
  out in the Public Transit By-law being enforced through *The Municipal By-law 
  Enforcement Act*. This will allow new “tickets” to be designed which are expected to be 
similar to parking tickets in size and will take less time to write and issue.

**Initiatives and potential concepts to enhance Transit operator and customer safety**

A comparison of Winnipeg Transit’s current practices with those suggested by stakeholders, has 
led to a number of new initiatives and potential concepts including:

2017 Implementation (no budget approval required)

1) Establish a pilot project to test and assess operator compartment safety barriers:
   - Installation of safety barriers on six buses will allow for testing of various designs, 
     bus model types and the opportunity for the appropriate number of operators to 
     assess the functionality of the barrier. Improvements have been pursued by 
     suppliers in the area of operator barrier technology since the last test conducted 
     by Winnipeg Transit. The new models may reduce operator concerns such as 
     reduced air flow, increased glare, noise (rattle), restricted ability to interact with 
     customers, a false sense of security and provoking aggression.

2) Create a Transit Advisory Committee to recommend safety strategies to benefit 
   operators and customers:
   - The structure of the Transit Advisory Committee will be established following 
     consultation with ATU, WAPSO and other stakeholders. The Committee will 
     review available information both internally and externally to identify best 
     practices and recommend safety strategies to benefit operators and passengers. 
     The Committee will also conduct a review on the feasibility of an authority 
     presence and enforcement of the Public Transit By-Law, beyond Transit 
     Inspectors.

3) Launch a “See Something, Say Something” public campaign to report activities contrary 
   to the Public Transit By-Law:
   - This campaign will encourage customers to report criminal behavior they observe 
     on buses to the Bus operator or other Transit representative so that action can 
     be taken.

4) Establish a reporting procedure to provide the WPS with data to facilitate proactive 
   safety initiatives within the Winnipeg Police Service Smart Policing Initiatives:
   - Providing statistical information regarding Transit incidents will allow for proactive 
     safety initiatives.
Referral to 2018 Budget Process

5) Expand the on-board audio/video surveillance system to cover the right exterior of the vehicle:
   - The right side of the bus was identified as a key area to witness incidents and aid in investigation.

6) Deliver reoccurring refresher training to operators on assault prevention, customer service and safety related policies for two days every three years:
   - The application of training and policies in the areas of customer service and assault prevention are inconsistently applied by the operator workforce. On-going training is required for consistent messaging, comprehension and application of policies and assault prevention strategies.

7) Funding in the range of $475,000 to $710,000 for the provision of an estimated 5 FTEs or another source of security presence to assist Operators and passengers and to increase awareness and enforcement of the Public Transit By-Law:
   - A visible presence on buses is first and foremost a deterrent to both fare evasion and the opportunity for criminal activity. On an average weekday, Winnipeg Transit provides service to approximately 170,000 passengers. This will provide the opportunity to increase the security presence on the Transit system and provide education and enforcement on the Public Transit By-Law.
   - For purposes of the financial impact sections of the report an average of the funding range of $592,500 has been utilized.

8) Establish new Point Duty Inspectors to assist operators and passengers at set strategic locations and increase awareness and enforcement of the Public Transit By-Law at an initial complement of four:
   - Point Duty Inspectors can provide a visible presence at strategic locations to assist operators and customers. This will support operators experiencing undesirable behavior in that they will be aware of an identified location along their route at which assistance can be acquired. This will provide the opportunity to increase the supervisory presence on the Transit system and for education and enforcement on the Public Transit By-Law.

The following table summarizes the financial implications by initiative or concept:

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**Financial Impact Statement**

**Project Name:** First Year of Program 2017


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**Total Additional Debt Required**

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**Current Expenditures/Revenues**

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**Additional Comments:** The above financial information reflects the financial impact of the initiatives and potential concepts identified in the report. Concepts 5, 6, 7 and 8 will be referred to the 2018 budget process.

Capital Expenditures reflect an estimate of the new capital project required for Bus Fleet Cameras to install a camera on the right side of the bus, plus a capital project to install 4 new heated shelters for Point Duty Inspectors.

Direct Costs in 2017 reflect the estimated expenditures anticipated for the pilot project of safety barriers as well as a public campaign for ‘See Something, Say Something’ both of which can be absorbed within the department’s 2017 operating budget. 2018 expenditures reflect the incremental cost of an estimated 13 new FTEs (full time equivalents) or other source of security presence by redeploying existing resources including all outfitting costs such as uniforms and radios plus the addition of two vehicles. Annual costs are assumed to increase at 2% per year.

Incremental Revenue reflects 50% cost sharing with the Province of Manitoba. Confirmation of availability of matching provincial funding is still required.

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original signed by

Tanis Yanchishyn, CPA, CA
Manager of Finance & Administration
CONSULTATION

This Report has been prepared in consultation with:

Winnipeg Police Service
City of Winnipeg Legal Services Department
Amalgamated Transit Union

Research from a number of various sources was also reviewed including: the Canadian Urban Transit Association; Motor Carrier Passenger Council of Canada; American Public Transportation Association; Centre for Urban Transit Research (Tampa, FL) and Transportation Research Board (Washington, D.C.). Consultation sessions were also held with the ATU and Winnipeg Transit Bus Operators.

OURWINNIPEG POLICY ALIGNMENT

The initiatives and potential concepts presented in this report are designed to enhance Transit safety through increased technology, supervisory presence, employee development, public awareness and collaboration with the Winnipeg Police Service. This is in accordance with OurWinnipeg, 01-2 “Safety and Security”. Specifically, Direction 6, “Take a broad-scaled, complete and collaborative approach to crime prevention”.

The initiatives and potential concepts set out in this report are also in accordance with the Sustainable Transportation portion of the report which calls for “A safe, efficient and equitable transportation system for people, goods and services”.

SUBMITTED BY

Department: Transit
Division: Operations
Prepared by: Randy Tonnellier, Acting Manager of Operations
Date: May 18, 2017
File No: