

Ottawa Light Rail Transit Public Inquiry City's Response and Action Plan

**Technical Briefing
April 19, 2023**



Background – OLRT Public Inquiry

- Following the derailments of O-Train Line 1 on August 8 and September 19, 2021, the Ontario Government established the Ottawa Light Rail Transit Public Inquiry in December 2021
- The OLRT Public Inquiry was mandated to investigate circumstances that led to derailments and to make recommendations to help prevent similar issues from re-occurring in future large-scale projects
- The City co-operated fully with public inquiry:
 - Provided more than 500,000 documents
 - 13 City witnesses participated in public hearings
- On November 9, 2022, Council approved a report that detailed work performed by City staff to address and facilitate consideration of the anticipated the Public Inquiry Commissioner's final report
- Public Inquiry Commissioner's final report was released on November 30, 2022, and included 103 recommendations

City process – reviewing OLRT Public Inquiry Report

- Mayor Sutcliffe has committed the City to developing an action plan that would address the 103 recommendations in the report – most of which relate to the City of Ottawa
- Recommendations are far-reaching and touch on various City departments
- City departments that collaborated on this report and Action Plan include:
 - Transit Services
 - Finance and Corporate Services
 - Office of the City Clerk
 - Infrastructure and Water Services
- Transit Services was appointed to lead the review of the inquiry report and development of the Action Plan

City response – report and Action Plan

- OC Transpo began working on improving oversight over the O-Train system and improving the reliability of rail service immediately following the 2021 derailments
- The Companion Report and Action Plan to address the 103 recommendations reflects these past and ongoing efforts as well as lessons learned since the launch of rail service
- The findings of the Public Inquiry make it clear, however, that change is needed at the City and that clear action is required to rebuild trust with Council and the public
- In developing the Action Plan, the City adopted a holistic, cross-departmental approach as well as consultation with external partners to ensure our approach was robust and in keeping with industry best practices
- This work has led to many recommendations being already fully addressed
- City will address all the recommendations within its jurisdiction as soon as possible and will provide regular updates to Council and the public as progress is made

Parties involved in the Action Plan

- The Mayor's Office will be connecting with the Ontario Government with regard to the City's Action Plan and the recommendations that fall within the jurisdiction of the province
- City Departments involved in the Action Plan:
 - Office of the City Manager
 - Office of the City Clerk
 - Finance and Corporate Services
 - Infrastructure and Water Services
 - Transit Services
- Rideau Transit Group and Rideau Transit Maintenance
- A third-party independent review by Roland Berger Inc.

Delivering the Action Plan

- The City's formal Response to the OLRT Public Inquiry will consist of a Companion Report, providing an overview of the City's response and an update on work done by the City to respond to the Inquiry recommendations as well as the preliminary recommendations that Council approved in November 2022
- The Companion report includes six attached documents:
 - A summary of the City's Approach to responding to the Public Inquiry
 - The full Final Report of the Public Inquiry
 - The Executive Summary of the Public Inquiry, including the recommendations
 - The City's Action Plan responding to all 103 recommendations
 - A summary of lessons learned from Stage 1 LRT and how they have been applied
 - A summary of the independent third-party review of the Action Plan

OLRT Public Inquiry Report

Office of the City Clerk



Ensuring Accountability of City Staff

- The Delegation of Powers Policy requires that, “Every delegation of a power or duty of Council shall be accompanied by a corresponding accountability and transparency mechanism” and that enhanced accountability and transparency mechanisms, including consultation and reporting over and above what may be required under the *Delegation of Authority By-law*, are considered in high-profile or sensitive matters.
- As part of the 2022-2026 Council Governance Review report, the Office of the City Clerk recommended that the Council and Committee report template be amended to include a new “Delegation of Authority Implications” section that would summarize the delegated authority being requested, or where existing authority is being exercised and how and when the authority will be reported out.
- Legal Services is undertaking a review of the Employee Code of Conduct that will reinforce staff’s obligations with respect to transparency and accountability, including the Delegation of Powers Policy and the *Delegation of Authority By-law*.

Ensuring Council's Oversight

- In accordance with the *Municipal Act, 2001*, Council as a whole approves decisions and resolutions on all matters, including project decision-making, during public meetings held pursuant to the Act. Council's decisions and resolutions are encompassed in the *Confirmation By-law* which, enacted at the end of every Council meeting, provides that every Council decision is made by by-law.
- At its public meetings, Council may also establish project-specific governance mechanisms that provide for specific delegations of authority, along with related accountability and transparency mechanisms such as “reporting out” requirements.
- The conduct of Members who participate in decision-making must adhere to any requirements set out in the [Code of Conduct for Members of Council](#), including obligations with respect to transparency.

Facilitating Access to Contractual Documents

- The City must adhere to the *Municipal Freedom of Information and Protection of Privacy Act* (MFIPPA).
- In the absence of a compelling statutory reason that the information should not be made available, the following approaches may be considered:
 - Council may elect to establish, by way of resolution, a formal process for accessing the information subject to any applicable statutory and/or contractual provisions.
 - Council and/or a Standing Committee/Commission may elect to receive certain information *in camera*, in keeping with the *Municipal Act, 2001*.
- The City may also publicly disclose certain contracts and related information, subject to redactions to address any statutory and contractual requirements, through Ottawa.ca and its Routine Disclosure pages.

OLRT Public Inquiry Report

Finance and Corporate Services



Project Management Framework and Business Case Policy

- Ensuring a common and consistent application of project management principles and practices throughout the City
- Further supported by the Enterprise Risk Management Policy
- Aligned with the globally recognized Project Management Institute (PMI) and International Organization for Standardization (ISO)
- Reviewing the Policy as part of the scheduled review cycle – completed by Q4 2023
- Proposed amendments brought to Committee & Council for consideration and approval

Public Private Partnerships (P3)

- Public Private Partnership (P3) Policy outlines the City's approach to evaluating and pursuing P3s
- Updating the Policy to incorporate the recommendations of the report and expand and clarify staff's responsibilities
- Updates will be completed by Q3 2023
- Build upon previous recommendations related to P3s from City Audits and External Consultant Reports

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Infrastructure and Water Services



Infrastructure and Water Services

- Infrastructure and Water Services Department employs a robust project management system
- \$2.2 billion investment in infrastructure renewal during previous Term of Council
- Project delivery processes:
 - are aligned with corporate policy and globally recognized best practices, based on a foundation of continuous improvement
 - allow for consistent and timely monitoring and tracking
 - enhance stakeholder communications & engagement
 - facilitate transparent reporting to Council

Infrastructure and Water Services

- Infrastructure and Water Services has solid project delivery practices
- Examples of potential improvements to delivery practices include:
 - language to address optimism bias
 - updated processes for cost estimating
 - avoidance of setting budgets too early
 - earlier stakeholder engagement
- Currently reviewing methodology and processes with a view of continuous improvement and enhancing the quality of services and products
- Infrastructure and Water Services will continue to work with colleagues across the organization, support the update of corporate policies and make necessary changes to departmental processes as a result of this report

OLRT Public Inquiry Report

Transit Services



Re-building the Partnership with RTG

- Council-approved Global Settlement with RTG in early 2023:
 - Resolves Notice of Default from 2021 derailments
 - RTG is committed to resolving existing train issues sustainably before Stage 2 East opens
- City and RTG/RTM staff meet daily to work collaboratively on addressing issues and improving service to the public. Regular meetings are also held to advance root cause analyses.
- Technical Working Group established with focus on identifying and addressing:
 - Train wheel wear and rail head degradation
 - Excess vibrations affecting roller bearings
 - Axel replacements
- Partnership approach to focus on delivering the best service for Ottawa's residents

Rail Operations - Improving Service Delivery

The City and RTG are focused on improving service delivery on Line 1. Lessons learned from Stage 1 are being fully incorporated into Stage 2 Light Rail operational procedures and processes.

- Line 1
 - Improved information sharing, issue resolution through joint operational debriefs conducted following service events. Weekly reviews of maintenance and operational plans
 - Quality control / quality assurance reviews reviewing critical processes and procedures
 - Improved communication and process flows for work order management
- Line 2
 - System troubleshooting guides, scenarios and applicable reference materials for operating staff finalized and practiced prior to launch
 - Information sharing and confirmation of resources, responsibilities and communication channels including work order management incorporated into plans
 - Contractual processes and work order guides defined and implemented prior to launch

Relationship reset

- Significant efforts have been made to repair the relationship between RTG and the City of Ottawa:
 - In January, the City and RTG reached a settlement to resolve various issues. The settlement is demonstrative of both parties' acknowledgement of the importance of cooperation, and the collaborative resolution of issues.
 - RTG and its subcontractors have enhanced transparency on all ongoing issues allowing City staff improved access to information.

Safety & Ongoing reliability

- System safety and reliability is paramount and drives all operational decisions.
- The root cause of the last derailment is currently being thoroughly investigated by independent third parties appointed by Alstom and RTG.
- These investigations and tests seek to identify both the root cause as well as a sustainable solution which, in addition to other factors, will consider:
 - The wheel to rail interface
 - Review of the axel bearing design
 - Early detection mechanisms
- Pending the outcome of these investigations, several mitigations have been implemented to ensure system safety

Engineering Services – Improving Reliability

The City is working with RTG to improve or resolve ongoing issues with the O-Train system and meet daily to advance projects including:

- Increased oversight through the creation of a new service area: Transit Engineering Services
- Completing outstanding root cause analyses, including the axle bearing analysis
- Investigating permanent solutions to interface issues and condition monitoring systems with the assistance of the National Research Council
- Continuing regular inspections of key systems, including the overhead catenary system
- Increasing oversight over maintenance through third party experts

Safety Management – Ensuring Safety of Passengers and Staff

- Chief Safety Officer with a dedicated focus on OC Transpo's Safety Management System (SMS)
- The SMS establishes an overarching structure for continued refinement and implementation of safety practices across OC Transpo. SMS framework is continuously reviewed and updated to provide a structured, integrated approach to safety and risk management
- For Stage 2, an Independent Safety Auditor was engaged early in the design process to provide oversight from the outset of the safety certification processes.
- The Independent Safety Auditor will be supported by a Systems Integration Verifier (a new role created for Stage 2) that will work to ensure the full integration of the Transit Operations Control Centre (TOCC) communication systems with station communication devices
- As part of the launch of Line 2, safety procedures and protocols will be codified in the Maintenance Safety Case and the Operators' Safety Case and independently validated in advance of the system handover
- Protocols, procedures and operational guides will be incorporated into the training plans for operational staff and jointly developed and updated in partnership with maintenance teams

Looking Ahead to Stage 2

- Technical lessons learned from Stage 1 have been fully incorporated into Stage 2 Light Rail
- Oversight functions in place for construction and for operations:
 - Independent Certifier, Systems Integration Verifiers, and Independent Safety Auditor for Stage 2
 - Regulatory Monitoring and Compliance Officer (RMCO) for Confederation Line
 - Transport Canada and Canadian Transportation Agency for Trillium Line
 - Reporting to Council, Transit Commission and Light Rail Sub-Committee
- Stage 2 Testing and Commissioning:
 - Clearly defined verification and validation processes as part of CENELEC standards
 - Longer 21-day trial running program with embedded contractual testing criteria
 - Plan for daily updates to Council on performance results and Technical Briefing to Council on final outcomes of trial running prior to selecting opening date

OLRT Public Inquiry Report

Moving forward



External review of Action Plan

- Roland Berger was contracted to provide an independent third-party review of the Action Plan
- Conducted interviews with key City staff involved in overseeing Action Plan
- Independent assessment found that Action Plan is generally robust, exhaustive, and highly-relevant to the 103 OLRT Inquiry Report recommendations
- Assessment recommends a focus on transparent and consistent communications with regards to status of the 103 recommendations, with which City staff agree and commit to achieving



Independent assessment of OC Transpo's internal action plan

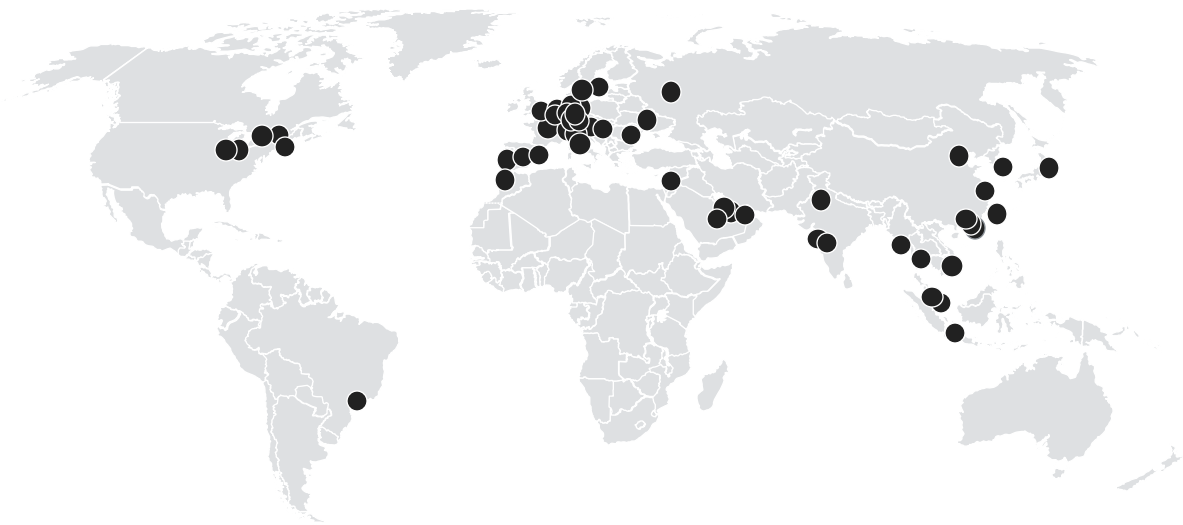
Technical briefing

April 19, 2023

Roland Berger is a global consultancy with deep expertise on rail and infrastructure topics, mandated to perform this third-party review of the internal action plan

Roland Berger at a glance

Our profile



Founded **1967** in Germany
51 offices in **35** countries with **3,000** employees of **67** nationalities
About **320** Partners
~**1,000** international customers

In-depth experience

Public transport



Infrastructures

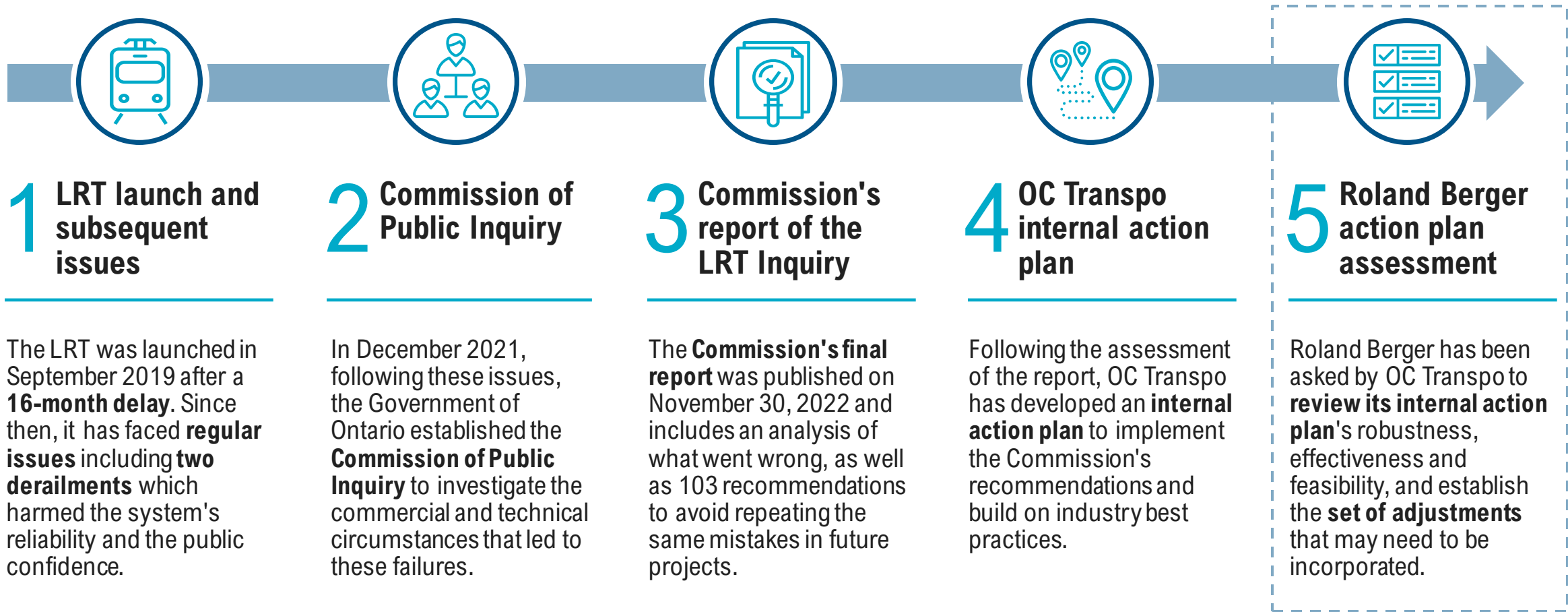


Governments/NGO



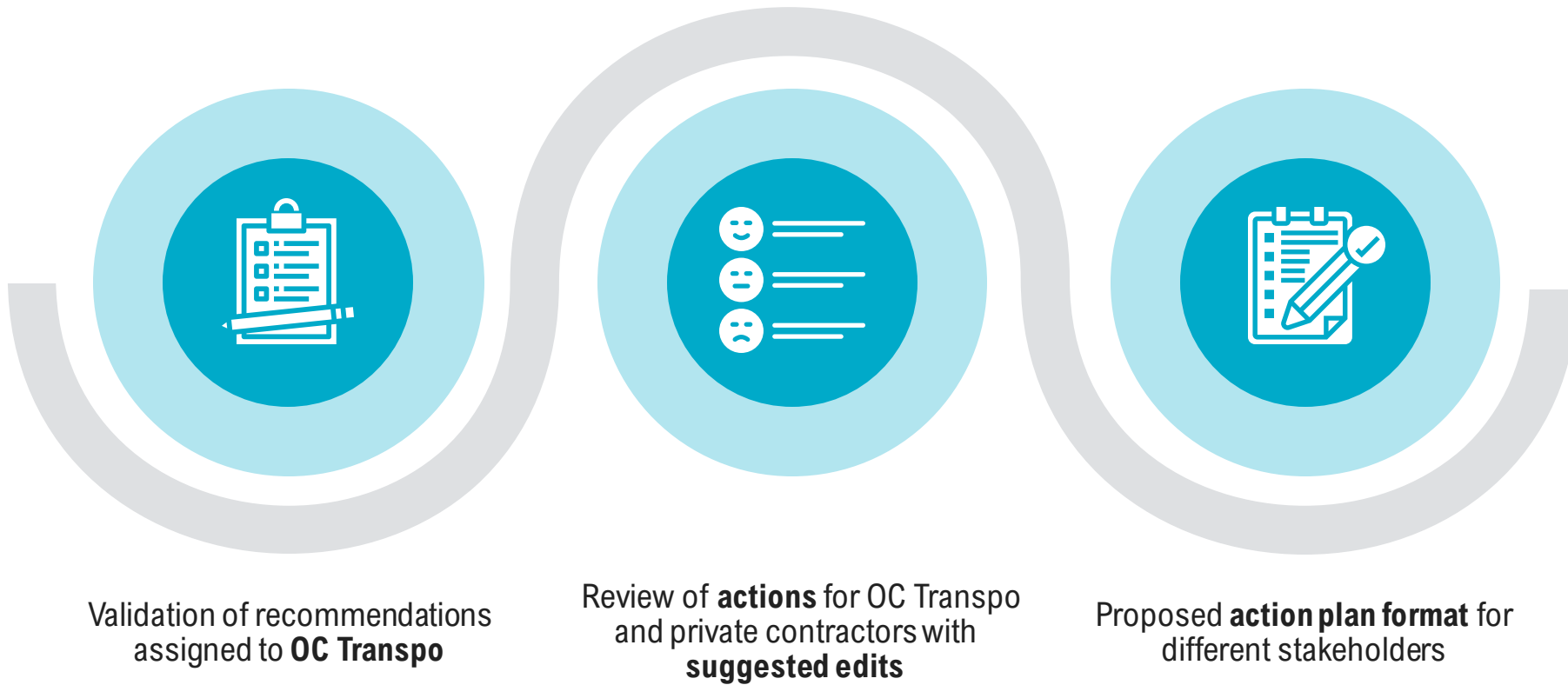
OC Transpo has developed an action plan to implement recommendations from the OLRT Public Inquiry report, and has sought an independent partner to assess it

Project background



Our team has validated and characterized the recommendations from the public inquiry report, reviewed the proposed actions, and evaluated the action plan format

Assessment process



Our assessment was informed by the best practices gathered from a benchmark of public-private partnerships, incl. 8 transit-related projects and 2 other projects

Overview of case studies included in the benchmark

Transit projects	Other projects
       	 

We have used a SMART action framework to assess each proposed individual action, and ensure ease of implementation and end results

SMART framework

Specific

- Is the action well defined?
- What needs to be accomplished?
- Who is going to be involved?
- Where will this take place?
- Why do we want to conduct this action?
- Why is this action important?

Measurable

- How will I know success has been achieved?
- How much change needs to occur?
- How many accomplishments or actions will it take?

Achievable

- How can I accomplish this action?
- Do I have, or can I get, the resources to achieve this action?
- Is the action a reasonable stretch (i.e., neither out of reach not too easy)?
- Are the actions I plan to take likely to bring success?

Relevant

- Is this a worthwhile action to target?
- Does the action address the corresponding recommendation?
- Is this meaningful to the organization and its partners?
- Would it delay or prevent the organization from achieving a more important action?
- Is this the right time?
- Does this match our other efforts/needs?

Timely

- What is the deadline for completing this action?
- When do I need to start taking action?
- What can the organization do today?

Defining SMART actions is improving OC Transpo's ability to complete the actions and successfully reach its goals, while giving stakeholders the confidence that the action plan is robust and realistic

Overall, the Internal Action Plan has been assessed as robust and feasible

Review of the action plan

Roland Berger's assessment

- OC Transpo's action plan in response to the Public Inquiry is **robust, exhaustive, and highly relevant** to the Public Inquiry Report's recommendations
- Roland Berger is confident in OC Transpo's ability to **implement the recommendations** and the **positive effect** these actions will have on **Stage 2 and future infrastructure projects**



As a result of the review of the Action Plan, Roland Berger considers that:

40/40

Actions are fully equipped for successful implementation in OLRT1 and OLRT2

11/40

Actions are being strengthened to ensure successful implementation beyond OLRT

The ultimate success of these actions will depend on:

- 1 A clear prioritization and sequencing of these actions over time
- 2 The availability of human and financial resources to implement these actions
- 3 The access to relevant capabilities and skills for each action

Roland Berger also provided OC Transpo with an outline for the communication of their Action Plan to various stakeholders

Audiences for the Action Plan and considerations for format

City Council	Government	Client Teams	Public & Media
<div>Objective</div> <ul style="list-style-type: none">• Provide the City with actionable path to improve its' oversight and delivery of future projects	<div>Objective</div> <ul style="list-style-type: none">• Reassure that the recommendations are acknowledged and share Action Plan for other projects in Ontario	<div>Objective</div> <ul style="list-style-type: none">• Ensure that lessons have been learned and new best practices are exhaustively understood by Client teams and supervisors directly and indirectly involved	<div>Objective</div> <ul style="list-style-type: none">• Strengthen reputation and ensure the establishment of trust and transparency between Client and the public

Next steps

- Report, Action Plan and this presentation will be published on Ottawa.ca later today
- Report and Action Plan will be considered at Light Rail Sub-Committee meeting on Friday, April 28, including any public delegations
- Progress on recommendations from Public Inquiry will be updated and made public via ottawa.ca and octranspo.com
- At least two formal updates will be provided to the Light Rail Sub-Committee in September and December of 2023 and significant updates will be reported to Council as soon as is practical
- All recommendations are expected to be complete or in progress by end of 2023
- Continued collaborative work with our partners to improve light rail service

“The public must be able to trust that the government is making decisions based on complete, accurate, and timely information. Anything less risks undermining the public trust. These recommendations seek to ensure that government decision makers have the information they require to oversee the delivery of complex infrastructure projects.”

- The Honourable William Hourigan, Commissioner