

**Subject: Update on the LRT Action Plan – Response to OLRT Public Inquiry  
Recommendations**

**File Number: ACS2024-TSD-TS-0001**

**Report to Light Rail Sub-Committee on 29 February 2024  
and Council 6 March 2024**

**Submitted on February 20, 2024 by Renée Amilcar, General Manager, Transit  
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**Ward: Citywide**

**Objet : État d'avancement du Plan d'action du TLR – Réponse aux  
recommandations découlant de l'enquête publique sur le train léger  
sur rail d'Ottawa**

**Numéro de dossier : ACS2024-TSD-TS-0001**

**Rapport présenté au Sous-comité du train léger**

**Rapport soumis le 29 février 2024**

**et au Conseil le 6 mars 2024**

**Soumis le 20 février 2024 par Renée Amilcar, Directrice générale, Services de  
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**Quartier : À l'échelle de la ville**

## **REPORT RECOMMENDATION(S)**

- 1. That the Light Rail Sub-Committee receive the Status Update of the Action Plan for the Ottawa Light Rail Transit Public Inquiry's recommendations,**

**attached as Document 1 to this report, for information; and**

- 2. That the Light Rail Sub-Committee recommend that Council direct Transit Services to provide further updates to the Transit Commission on any remaining items in the Action Plan that are still in progress, which relate to Transit operations, until such time that all recommendations are closed.**

## **RECOMMANDATION(S) DU RAPPORT**

- 1. Que le Sous-comité du train léger prenne acte à titre informatif de l'état d'avancement du plan d'action visant à donner suite aux recommandations découlant de l'enquête publique sur le train léger sur rail d'Ottawa qui est joint au présent rapport en tant que Document 1; et**
- 2. Que le Sous-comité du train léger recommande au Conseil de demander aux Services de transport en commun de fournir à la Commission du transport en commun de nouvelles mises à jour sur tous les points restants du Plan d'action qui sont encore en cours de réalisation concernant les opérations du transport en commun, jusqu'à ce que toutes les recommandations soient closes.**

## **BACKGROUND**

On April 28, 2023, Light Rail Sub-Committee received the City's Action Plan ([ACS2023-TSD-TS-00030](#)) to address the Ottawa Light Rail Public Inquiry recommendations. Council received the report on May 10, 2023.

As part of developing the City's Action Plan, Transit Services coordinated a third-party review of the Plan which provided an independent perspective to ensure the responses to the Public Inquiry recommendations are robust, tangible and demonstratable. The review was undertaken by Roland Berger Inc. and formed part of the April report.

On September 29, 2023, Light Rail Sub-Committee received the Action Plan Status Update – Response to OLRT Public Inquiry Recommendations ([ACS2023-TSD-TS-0016](#)). Council received the report on October 11, 2023.

As of October 2023, the City of Ottawa had completed, or integrated into revised corporate policies, 56 of 103 recommendations. The City is responsible for 95 of the recommendations as eight of them lie within the jurisdiction of the provincial and federal governments and cannot be implemented through this action plan.

Transit Services, working as the lead department, committed to providing status updates until the Public Inquiry recommendations have all been completed or in good standing order. To increase transparency, the City has posted the Action Plan on [octranspo.com](http://octranspo.com) and [Ottawa.ca](http://Ottawa.ca).

## **DISCUSSION**

### **Introduction**

The 103 recommendations outlined in the OLRT Public Inquiry Report reflect directly on Stage 1 LRT, as well as more general issues related to public infrastructure projects. Specific to LRT, the recommendations span several areas, including procurement models, contractual arrangements and the Project Agreement, design of the system, testing and commissioning, and the timing of substantial completion. The report also includes recommendations for the federal and provincial governments to address.

The collaborative approach taken by the City to address the 103 recommendations of the Public Inquiry has been very successful with significant progress made since the Action Plan was presented to Light Rail Sub-Committee (LRSC) on April 28, 2023 ([ACS2023-TSD-TS-00030](#)). An update was provided to LRSC and Council in Q3 2023 through the Action Plan Status Update – Response to OLRT Public Inquiry Recommendations ([ACS2023-TSD-TS-0016](#)). The collaboration continues and includes City departments, RTG/RTM/Alstom, and stakeholders.

As of February 2024, 89 of the 103 recommendations are complete or have been incorporated into ongoing City policies for implementation in future projects. The City is responsible for 95 of the recommendations as eight of them lie within the jurisdiction of the provincial and federal governments. For those actions outside of the City's capacity to action, the Action Plan committed the City to raising the recommendations with the appropriate government body, which has been completed.

The recommendations within the Action Plan, attached as Document 1, are now labelled with one of the following designations:

**Complete** – these items are considered closed and require no further action.

**Accepted and Implemented** – these items are considered closed as they have now become part of regular business practices or protocols.

**In Progress** – these items have been actioned and may fall within the regular scope of operations or refer to broader projects whose oversight falls more appropriately within

the Terms of Reference of another standing Committee of Council, such as the Transit Commission. Others reflect work that has been incorporated fully into the work to deliver Stage 2 Light Rail and so can be reported on to the Light Rail Sub-Committee in the context of ongoing construction updates. Recommendations for future updates on progress for these items are noted in Recommendation 3 and the Disposition of this report.

The number of recommendations that are Complete, and Accepted and Implemented is 89, with eight additional recommendations lying within the jurisdiction of the provincial and federal governments. The number of recommendations considered In Progress is six.

Since the last update in September 2023, 15 recommendations were completed when the Business Case and Project Management Policy report was approved by Council in November 2023 ([ACS ACS2023-CMR-OCM-0009](#)).

As a result of the work done by City staff, and consultation with RTM/RTG, Transit Services Department is recommending that the LRT Action Plan – Response to OLRT Public Inquiry Recommendations be considered complete. For the six recommendations that are still considered to be “In Progress”, staff recommend that further updates be brought before the Transit Commission until such time as these action items are considered complete or fully implemented as part of regular business practices. This approach respects the division of responsibilities and oversight that Council has made between the Light Rail Sub-Committee and the Transit Commission, and allows the Light Rail Subcommittee’s attention to be focused fully on Stage 2 construction as the southern extension advances towards an anticipated launch later in 2024.

### **Work since last update**

With respect to the themes of the Public Inquiry, as outlined in Table 1 of the Action Plan (Document 1), staff have made substantial development in the following key areas, which were also outlined in a November 29, 2023, memo to Council:

#### Rebuilding relationships

- City management took immediate steps to build a more collaborative relationships with the new Council and to rebuilding trust with the public through increased transparency.
- Significant efforts have been made to repair and strengthen the relationship with the Rideau Transit Group.

### Commitment to transparency

- The City now proactively publishes all memos sent to Council on Ottawa.ca.
- OC Transpo's Commitment to Transparency webpage was launched and supports public reporting on the Action Plan and the status of each recommendation.
- A strong communication strategy to support the opening of Line 2 and 4 has been developed.
- Staff has established new processes to ensure consistent, timely briefings for Council and the media when an issue of significance occurs related to LRT.

### Commitment to safety

- An independent safety auditor for all three Stage 2 extensions was engaged early in the design process to provide oversight from the outset of the safety certification processes.
- Many lessons learned from Stage 1 light rail have already been incorporated into Stage 2.
- Transit Research Associates is engaged to monitor safety issues and remedial actions to ensure the continued safe operation of the system.

### Commitment to service delivery

- OC Transpo is committed to improving rail service reliability. Actions taken to date include:
  - The creation of a new Transit Engineering Services team;
  - Investigating permanent solutions to interface issues and condition monitoring systems;
  - Continuing regular inspections of key systems; and
  - Increasing oversight over maintenance through third party experts.

### Renewing City of Ottawa policies

- Many of the Public Inquiry's recommendations reflect best practices that are most appropriately addressed through updates to City policies and procedures.

This work includes:

- Supply Services has updated the City's P3 Policy and Administrative procedures;
- Legal Services is conducting a review of the Employee Code of Conduct;
- A Records Management Plan has been developed; and
- Amendments to the Corporate Business Case and Project Management Policy and Framework was approved by Council ([ACS2023-CMR-OCM-0009](#)).

In addition to the transparency items noted above, and as with previous status updates of the Action Plan, City staff will inform key stakeholders with the progress that has been accomplished. These stakeholders include: Transportation Safety Board of Canada; Transport Canada; Infrastructure Canada; National Capital Commission; Government of Ontario's Ministry of Transportation; and Rideau Transit Group.

The following recommendations have been updated. Further details can be found in the Action Plan, identified as Document 1.

### Transit Services

Transit Services continues to work with RTG/RTM/Alstom and third-party experts to address the recommendations within the report and work towards a permanent solution with respect to the issues facing the light rail vehicles. The work accomplished to address the vehicles reflects directly on a number of the recommendations within the Action Plan. Transit Commission and Council were provided updates through:

- Councillor orientation session and technical briefing on August 9, 2023, to address the status of LRT issues related to the wheel hub assembly, axles and bearings.
- September 2023 Action Plan Status Update report provided to LRSC and Council.
- Root Cause Analysis report provided to Transit Commission on October 12, 2023 ([ACS2023-TSD-ENG-0020](#)).
- Incidents Affecting LRT Vehicles and Services report provided to Transit Commission on October 12, 2023 ([ACS2023-TSD-ENG-0021](#)).

To continue with providing information to Council and the public, TRA and RTG will provide updates at Transit Commission later this year. TRA has been supervising the work resulting from the OLRT Public Inquiry Report and has committed to providing feedback to the City. RTG will present an update on axle bearings. A few recommendations relate to the approvals and processes of substantial completion for future light rail projects. TSD staff can confirm that, as noted in the Action Plan (Document 1), these activities are in progress. They will be tracked through completion of Line 2 and Line 4 (Trillium Line) and Line 1 and Line 3 (Confederation Line) extensions, and be reported out through Transit Commission.

Since the previous report to Light Rail Sub-Committee, the work and consultation undertaken by Transit Service and its partners completed recommendations 62, 65, 67, 68, 70-78, 85, 99-103. Those recommendations include:

76 – Staff of the public entity and the private-sector service providers must ensure that council (or such persons or entity responsible for project oversight) is provided with timely, complete, and accurate information about the infrastructure to allow for effective and transparent oversight.

78 – The public entity should not overload the maintainer with work orders and should avoid entering batch orders where response times need to be met, in particular at inconvenient hours of the day, where avoidable.

85 – Where avoidable, safety-critical maintenance should not be performed over two different shifts.

101 – The operating profile should be adjusted as necessary to ensure the safety and reliability of the OLRT1 system by reducing stress on the vehicle components and avoiding excessive wear.

103 – The parties should consider the use of a detection system as a potential remedial option for overheated roller bearings.

### Finance and Corporate Services (FCS)

An important development in the completion of the Action Plan was Council's approval of the Amendments to the Corporate Business Case and Project Management Policy and Framework report ([ACS2023-CMR-OCM-0009](#)).

The Policy and Project Management Framework was updated using information from a number of sources, including:

- The recommendations from the staff report Update on the Ottawa Light Rail Transit Public Inquiry and Recommended Next Steps ([ACS2022-CMR-OCM-0001](#)).
- The recommendations from the Provincial Ottawa Light Rail Transit (OLRT) Public Inquiry Report ([OLRT Public Inquiry](#)).

The Amendments to the Corporate Business Case and Project Management Policy and Framework report complete recommendations 1-6, 8, 9, 13-17, 21 and 47. Those recommendations include:

1. Public entities, and their representatives, should take care to ensure that the priorities they set for complex infrastructure projects are appropriately applied throughout the planning and implementation stages of the project.
2. Public entities should consider ways they can identify and address the root causes of cognitive biases.
3. Public entities should also strive to avoid “uniqueness bias” – the belief that the project being planned is unique and not comparable to others.
4. Public entities should avoid, wherever possible, introducing complexity into the major components of the project.
5. Public entities should ensure, from the project outset, that they have access to the expertise that will be required throughout the project, in order to effectively engage in and oversee the project’s development from planning through to public launch.
8. Public entities should clearly communicate (to elected officials, the public, and other stakeholders, as appropriate) any restrictions, caveats, or limitations applicable to cost estimates developed during the planning of complex infrastructure projects.
9. Public entities should avoid setting budgets too early, and remain flexible as project cost estimates evolve during the planning for such projects.

The work completed to address the recommendations includes more prominence of project tiering and project gating, as well as new criteria for independent project reviews.

As noted in the previous status update, the City has made significant progress on a

number of recommendations based on Supply Services update to the P3 Policy and Administrative Procedures.

### Tracking Recommendations In Progress

As noted in the Action Plan, six recommendations are still considered to be in progress. For example, there are recommendations related to substantial completion; substantial completion will take place for Line 2 and Line 4 (Trillium Line) and then longer term through the Line 1 and Line 3 extensions of Confederation Line. The maintenance contract with RTM is for 30 years and some of the recommendations reflect upon maintenance oversight. Those recommendations include:

- 71 – On a new system or where the maintainers are new to the system, the public entity must allow for a learning curve and avoid putting undue pressure on the maintainers by, for example, generating unnecessary or overly voluminous work orders for the purpose of “testing” the system.
- 81 – To minimize disputes and delays in resolving issues, it is important to clearly define the distinction between issues relating to maintenance and those that may be covered by the warranty of the constructor, as well as who bears responsibility for each.
- 82 – The constructor should be required to make an objective assessment of the anticipated retrofit work and scale the resources that it will make available post-handover to match that assessment.
- 96 – The City, RTG and its subcontractors, and Alstom must follow through on the outstanding investigations regarding the root cause of the August 8, 2021 derailment, act on the findings, and ensure that any root cause of this derailment is addressed.
- 97 – A permanent solution to the wheel/rail interface issues needs to be identified and implemented in a timely manner. This solution may involve using a different type of wheel, replacing the track or part of the track, additional track reprofiling, enhancing the axle design to withstand the forces coming from the track, or even modifying the track alignment to address the issue of sharp curves. A wheel/rail interaction study should be undertaken to determine the appropriate solution(s). All parties should work co-operatively to implement the solution(s).
- 102 – Alstom should follow through with its plans to replace the spline axles on the LRVs following the problems with excessive wear to the splines that were

identified in its presentation dated June 30, 2021.

Although there are a few remaining items that are considered in progress, staff believe that further updates on this work can be made through regular operational reports to the Transit Commission or through construction updates to the Light Rail Sub-Committee. As a result, staff recommend that the Action Plan be closed and considered complete.

It is important to note that the “In Progress” items will continue to be monitored moving forward and that staff will provide updates to the Transit Commission or to the Light Rail Sub-Committee (as appropriate) on any specific issues if the work and oversight outlined in the Action Plan changes.

## **FINANCIAL IMPLICATIONS**

During the planning phase for future projects, additional costs may be required to enable a co-development phase with preferred bidders. This additional time and effort are required to help reduce project complexity, more clearly investigate project risks, and jointly establish a framework for delivery of the works. This change in approach, if used, would require a change in strategy for funding projects including with respect to participation by other levels of government. The approach would also require the allocation of additional funds or redistribution of planned funds to the co-development period between procurement and project delivery. More generally, additional time contingency and budget contingency should be added to future projects.

During the project delivery phase, additional funding may be required to allow for incremental design and construction improvements that are outside of the base contract requirements and that are focused on ensuring the final system is designed with the public interest in mind. During Stage 1, the team invested in additional intrusion detection systems, additional cameras, an additional elevator at Tremblay Station, and integrated station entrances to improve safety, accessibility, and security of the system. During Stage 2, the team has invested in a series of changes to improve the performance of the infrastructure, mitigate noise concerns, and to accommodate connectivity enhancements to the stations. Increases in contingency or discretionary funding would enable staff to further prioritize investments or upgrades that would benefit the performance of the system. The ability for staff to intervene with targeted performance changes, could be used to help overcome the limitations that can arise with performance-based specifications.

To accommodate additional trial operations or bedding in periods, additional funding will be required to operate and maintain new light rail lines during these transition periods.

Funding will be required to maintain transit service capacity with replacement bus services, parallel bus services, or other services to accommodate customer needs up to the final transition to full service. There is a cost trade-off to be made between dictating longer testing periods in the construction term as compared to accommodating additional trial operations during the maintenance term.

## **LEGAL IMPLICATIONS**

The legal implications arising out of, or associated with, Management's response to the recommendations made by the Ottawa Light Rail Commission Inquiry are incorporated into and inform the various elements of the Action Plan. As such, there are no legal impediments to the Sub-Committee's and City Council's receipt and approval of the recommendations contained in this Report.

## **COMMENTS BY THE WARD COUNCILLOR(S)**

This is a city-wide report.

## **CONSULTATION**

Transit Services Department consulted with Roland Berger Inc. to review the LRT Public Inquiry Report, the recommendations within the report and the updates provided by the City of Ottawa within the Action Plan.

Roland Berger is an international business management consulting company with expertise in Transportation. They provided insight and overview for the actions proposed by City departments, with a focus on the TSD responses.

## **ACCESSIBILITY IMPACTS**

All components of the Stage 1 LRT project adhered to the *Accessibility for Ontarians with Disabilities Act (AODA)*. The recommendations set out in the commissioner's final report do not make specific reference to the accessibility of Stage 1 LRT.

Any policy or procedural development, as well as customer communications and public engagement identified in the report's recommendations will include the application of the City's Equity and Inclusion Lens. Staff will continue to engage persons with disabilities and accessibility stakeholders to ensure that their perspectives are considered and incorporated, and to promote inclusion.

Staff will also ensure that any applicable accessibility legislation, standards and guidelines are adhered to during the execution of the projects and initiatives identified in

this report.

## **ASSET MANAGEMENT IMPLICATIONS**

The City of Ottawa' Comprehensive Asset Management program uses widely accepted asset management practices and long-range financial planning, in compliance with provincial asset management regulations, to manage the City's infrastructure portfolio worth over \$70 billion to provide for the safe delivery of reliable and affordable services to the community.

Asset management is an internationally recognized and implemented practice that supports informed, transparent decision making, giving Council a framework to provide direction on the appropriate balance of service delivery, cost, and risk, through a process of optimizing the lifecycle management of the City's assets which support the services it delivers.

The implementation of the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. The report identifies potential improvements to the Business Case and Project Management Policy and Project Management Framework. These are guiding documents to the Comprehensive Asset Management program, and as such, any changes to these core documents will be reviewed and reflected in the program.

## **ECONOMIC IMPLICATIONS**

As detailed throughout the LRT Public Inquiry Report, there are a number of recommendations related to large-scale infrastructure projects. Projects such as Stage 2 LRT and the new Ottawa Main Library (Ādisōke) create significant economic benefits from construction through to future employment opportunities.

Implementing the recommendations from the inquiry, including those related to federal, provincial and municipal partnerships, procurement models, and project agreements could ensure more confidence from the private sector in working with the City of Ottawa.

## **RISK MANAGEMENT IMPLICATIONS**

The LRT Public Inquiry Report reveals a number of risks associated to the procurement, design, governance and implementation of the Confederation Line. The City is taking these recommendations very seriously and following up on each of the 103 recommendations.

The risks associated with the LRT Public Inquiry Report are being tracked and mitigated through the City's Action Plan.

## **RURAL IMPLICATIONS**

The LRT Public Inquiry Report includes recommendations related to current and future infrastructure projects. These projects may be located in rural areas or affect rural residents. Implementing the recommendations from the report will improve procurement, design and implementation of those projects.

The City's transportation network, including light rail transit, is designed to provide options for all residents. Once completed, Stage 2 LRT will span from Trim Rd. to Moodie Dr. and south all the way to Riverside South. Rural residents will have access to Park and Ride lots at various stations which will allow them to easily use public transit.

## **TERM OF COUNCIL PRIORITIES**

The 2023-2026 Term of Council Priorities include:

- A city that is more connected with reliable, safe and accessible mobility options. Specifically, to improve transit reliability.
- A city that is green and resilient. Specifically, to improve key infrastructure through asset management.

## **SUPPORTING DOCUMENTATION**

Document 1 - Q1 2024 Update - Action Plan - Public Inquiry Recommendations

## **DISPOSITION**

Transit Services, working as the lead department, will continue to monitor the In Progress recommendations to ensure that the work required is completed. Staff will provide updates to Transit Commission on any specific issues if the work and oversight outlined in the Action Plan changes. Staff will confirm to Council when all the in-progress items have been completed.