

Subject: Public Safety Service 2023 Annual Report

Objet : Rapport annuel 2023 du Service de sécurité publique

File Number: ACS2024-EPS-PSS-0002

**Report to/ Rapport au Emergency Preparedness and Protective Services
Committee/ Comité des services de protection et de préparation aux situations
d'urgence on 17 October 2024**

and Council 30 October 2024

**Submitted on October 8, 2024 by Beth Gooding, Director Public Safety Service/
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Ward: Citywide

REPORT RECOMMENDATION(S)

That the Emergency Preparedness and Protective Services Committee recommend
Council:

1. Receive the Public Safety Service 2023 Annual Report for information.
2. Approve the proposed Emergency Management Program By-law as described in this report and in the general form set out in Document 1, and repeal By-law 2018-098.

RECOMMANDATION(S) DU RAPPORT

Que le Comité des services de protection et de préparation aux situations d'urgence
recommande au Conseil :

1. de prendre acte du Rapport annuel 2023 du Service de sécurité publique à titre informatif;
2. d'approuver le Règlement municipal proposé sur le programme de gestion des situations d'urgence tel qu'il est décrit dans le présent rapport et selon la forme générale établie dans le document 1, et d'abroger le Règlement n° 2018-098.

EXECUTIVE SUMMARY

The Public Safety Service is responsible for providing a safe and secure environment for City employees, residents, and visitors. It is comprised of the following functions:

- Emergency Management
- Corporate Security
- Public Safety Systems (Corporate Radio and 9-1-1)
- Systems Coordination Support (specific to corporate security systems)

This report presents an overview of the Public Safety Service's achievements in 2023 including performance metrics. Please note that for 9-1-1, the Public Safety Service manages a service level agreement with the Ottawa Police Services Board for the City's 9-1-1 emergency call intake function; updates on that program are being tabled in a separate report.

This report is also recommending a repeal and replacement of the current Emergency Management by-law 2018-98. Staff are recommending updates to the by-law to ensure that it reflects the City's current organizational structures and position titles and meets inclusive language standards.

The services provided by Public Safety Service continue to align with the 2023 – 2026 Term of Council Priority of a city that is green and resilient with the strategic objective of (19) Increasing resiliency to extreme weather and changing climate conditions by strengthening community capacity for climate preparedness and emergency response.

RÉSUMÉ

Le Service de sécurité publique a pour mandat d'assurer un environnement sûr et sécuritaire aux employés, aux résidents et aux visiteurs de la Ville. Ce mandat est constitué des fonctions suivantes :

- Gestion des situations d'urgence
- Sécurité municipale
- Systèmes de sécurité publique (système de radiocommunication municipal et 9-1-1)
- Systèmes de coordination (pour les systèmes de sécurité municipale)

Le présent rapport donne un aperçu des réalisations du Service de sécurité publique en 2023, notamment les indicateurs de rendement. Veuillez prendre note que pour le 9-1-1, le Service de sécurité publique gère une entente de niveau de service avec la Commission des services policiers d'Ottawa pour la fonction de prise d'appels d'urgence au 9-1-1 de la Ville; des mises à jour concernant ce programme sont déposées dans un rapport distinct.

Le présent rapport recommande également une abrogation et un remplacement de l'actuel Règlement municipal de gestion des situations d'urgence n° 2018-98. Les membres du personnel recommandent des mises à jour au règlement afin d'assurer qu'il reflète les structures organisationnelles et titres de postes actuels de la Ville et réponde aux normes de langage inclusif.

Les services fournis par le Service de sécurité publique continuent de s'harmoniser à la priorité du mandat du Conseil 2023 – 2026 d'une ville qui est verte et résiliente avec l'objectif stratégique (19) d'accroître la résilience aux phénomènes météorologiques extrêmes et aux effets des changements climatiques en renforçant la capacité communautaire de préparation et réponse aux situations d'urgence climatique.

BACKGROUND

The Public Safety Service reports annually to the Emergency Preparedness and Protective Services Committee as a requirement under the Committee's Terms of Reference. The report covers the Service's operations and key accomplishments.

The Public Safety Service is responsible for protecting City employees and assets, as well as preparing for, responding to, and recovering from large scale planned events and emergencies. The Public Safety Service is comprised of four functions – Emergency Management, Corporate Security, Public Safety Systems (Corporate Radio and 9-1-1) and Systems Coordination Support (specific to corporate security systems). For more information on the 9-1-1 service, please refer to the 2023 9-1-1 Annual Report ACS2023-EPS-PSS-0002.

DISCUSSION

Office of Emergency Management

The Office of Emergency Management ensures the safety of all residents and visitors by:

- Planning and preparing prior to an emergency or large-scale planned event
- Responding and ensuring the continuation of essential services during an emergency
- Helping the City recover after an emergency

Definition of emergency escalation levels

Monitoring involves informing services, departments, and partners to be cognizant of an evolving situation and to understand how the situation may impact their normal operations.

Enhanced Operations involves a situation outside of normal operations that requires City-wide coordination, including potentially the mobilization of the Emergency Operations Centre. The situation is imminent or occurring and could threaten public

safety, public health, the environment, property, critical infrastructure, and/or economic stability.

Activated Operations involves a situation that requires the engagement of Senior Management and mobilization of the Emergency Operations Centre for decision-making and strategic support.

A State of Emergency is considered when the City has entered into the Activated Operations level. Only the Head of Council or their delegate may declare a State of Emergency on behalf of the municipality.

Situations in 2023

Table 1 outlines the number of situations by type throughout 2023. The total number of unique events in 2023 was 28.

Table 1: 2018- 2023 Number of Situations

Level of Escalation	2018	2019	2020	2021	2022	2023
Monitoring	67	33	47	81	46	22
Enhanced Operations	6	7	6	1	6	6
Activated Operations	0	1	1	2	3	0
State of Emergency	0	1	1	1	1	0
Total	73	42	55	85	56	28

In 2023, the Office of Emergency Management coordinated the City’s response to the following major situations:

- January to February: Planned demonstrations downtown
- March 10: President of the United States visit to Ottawa
- April 5: Ice storm

- April 18: Spring flooding
- August 10: Significant rainfall/urban flooding event

In 2023, the City was in Monitoring for 134 days and Enhanced Operations for 53 days.

2023 Spring Freshet

The City of Ottawa has a Spring Freshet Task Force that is led by the Public Works Department, with support from the Office of Emergency Management and other partners. Should conditions in any year escalate, such that there is the potential for significant flooding requiring a City-wide emergency response, the lead department transfers over to Emergency and Protective Services to coordinate that response through the Emergency Operations Centre. That threshold was met in 2023 when various factors led to an onset of flooding slightly beyond what is considered a normal range.

As a result, the City mobilized the Emergency Operations Centre under the direction of the Office of Emergency Management.

As part of its flood response, the City provided 173 loads of sand and maintained 28 sandbag filling stations at different locations for residents to access. City staff also filled approximately 100,000 sandbags for distribution to higher-risk neighborhoods. In addition, the City barricaded flooded roads and closed off problematic culverts, as well as deployed portable toilets and water to impacted areas in West Carleton-March Ward where septic systems and private wells were affected by flooding.

The City visited 340 properties to provide information about flood preparation and recovery, and to conduct safety checks.

On May 17th, the Emergency Operations Centre transitioned to flood recovery and on June 21st the City returned to normal operations in relation to the 2023 Spring Freshet.

Hazard Assessment, Mitigation and Prevention

The Hazard Assessment, Mitigation and Prevention Program is a formal process that enables the Office of Emergency Management to identify the hazards most likely to impact the City of Ottawa, their potential consequences, and any gaps in mitigation.

In 2023, the Office of Emergency Management worked with subject matter experts to formally identify the following key hazards:

1. Tornado
2. Earthquake
3. Active Threat
4. Fire and/or Explosion
5. Road and/or highway incident
6. Infectious Disease
7. Aviation incident
8. Rail incident
9. Flood
10. High Winds
11. Cyber Attack

Public Education and Awareness Program ‘Are You Ready?’

The City of Ottawa’s “Are You Ready?” program provides residents and businesses with information on how to prepare for an emergency or disaster. Residents can visit ottawa.ca to learn more about how to plan for the first 72 hours of an emergency or contact the [Office of Emergency Management](#) for more information.

In 2023, the Office of Emergency Management delivered nine Are You Ready? presentations and continued to manage the Emergency Management Handbook for Members of Council and the [Community Emergency Toolkit](#) for community associations, faith-based groups, and other organized entities.

Training and Exercise Program

Every municipality in Ontario under the Ontario Emergency Management and Civil Protection Act is required to conduct training and exercises to ensure the readiness of municipal staff to manage and respond to emergencies.

In 2023, a total of 388 participants received in-class or virtual training on their specific roles and responsibilities in an emergency. Of the participants, 373 were internal staff and 15 were external partners.

Tables 2 and 3 provide additional information on breakdown of courses offered and the number of participants in attendance at each.

Table 2: 2018-2023 Training and Exercise Courses

Name of Course	2018	2019	2020	2021	2022	2023
Introduction to Emergency Management	5	5	6	10	12	7
Duty Officer Training	5	5	5	2	5	n/a
Emergency Operations Centre Control Group	6	5	12	5	12	9
EM 200: Basic Emergency Management	0	2	0	1	0	1
IMS 100: Introduction to Incident Management Systems	Online	Online	Online	12	12	12
IMS 200: Basic Incident Management Systems	5	5	5	11	16	5
IMS 300: Intermediate Incident Management System	0	2	1	0	1	1
Emergency Management Scribe	6	7	5	1	2	1
Total	27	31	35	42	60	24

Table 3: 2018-2023 Number of Participants in Courses and Exercises

Name of Course	2018	2019	2020	2021	2022	2023
Introduction to Emergency Management	106	113	111	190	288	124
Duty Officer Training	50	56	47	5	5	n/a
Emergency Operations Centre Control Group	23	21	20	7	19	13
EM 200: Basic Emergency Management	0	52	0	12	0	17
IMS 100: Introduction to Incident Management Systems	99	109	50	59	85	59
IMS 200: Basic Incident Management Systems	117	97	98	132	308	110
IMS 300: Intermediate Incident Management System	0	43	25	0	13	24
Emergency Management Scribe	77	38	32	23	40	41
Total	472	529	383	428	758	388

External partner agencies that participated in training included representatives from the municipalities of Cornwall, The Nation, Beckwith Township, Akwesasne, as well as the Akwesasne Police. In addition, staff from the Ottawa Hospital, the Royal Hospital, the Hospital Emergency Preparedness Committee of Ottawa and the Canadian Red Cross participated as external partners.

Annual Training Exercise

In accordance with the Ontario Emergency Management and Civil Protection Act, the City is required to conduct an annual training exercise for the Emergency Operations Centre Control Group. In 2023, the City's annual exercise was conducted in November.

Emergency Management Program By-law Update

Ontario's Emergency Management and Civil Protection Act requires that every municipality develop a municipal emergency plan (to be reviewed annually), as well as put in place formal governance to oversee and direct emergency management programming.

In 2007, Council enacted the Emergency Management By-law, which incorporates the City's Emergency Management Program and its Municipal Emergency Plan.

Council last approved a repeal and replacement of the by-law in 2018. Staff are recommending updates to the by-law, in the general form set out in Document 1, to ensure it reflects current organizational structures, position titles, inclusive language standards and that it is simplified to avoid future amendments following City organizational changes.

Minor amendments include:

- Updating the definition of "situation" to align with the approved definition within the Municipal Emergency Plan.
- Updating record retention requirements to match current policy requirements for official business records.
- Updating position titles.
- Updating for inclusive language, for example changing "his or her" to "their."

Significant amendments include:

- Consolidating Schedules A and B into a new Schedule A, as the membership of the Emergency Management Program Steering Committee and the Emergency Operations Centre Control Group are the same, as detailed in the City's Municipal Emergency Plan.
- Adding a requirement to align with the Municipal Emergency Plan that states that significant revisions to the Emergency Management Program and/or the Municipal Emergency Plan will be reported on annually to Council. This information will be provided by the Public Safety Service in its annual report, as required.

Corporate Security Program

Corporate Security is committed to providing a safe and secure environment for all persons at City facilities through the delivery of security services. These services include:

- 24/7 Security Operations Centre
- Security Guard Services at City administrative facilities
- Physical security system design and installation (Access Control, Intrusion Alarm, CCTV)
- Incident management and investigation services
- Photo Identification services
- Security-related education/ training to staff (including for the Protective Measures Program)
- Event security planning for special events at City facilities
- Security audits at City facilities

Corporate Security responded to over 26,500 service requests in 2023 with upwards of 14,300 related to Photo Identification services. Staff in the Photo Identification Centre created over 5,900 identification/access cards and performed thousands of access modifications.

Approximately 1,900 alarms were received by the Security Operations Centre in 2023, which continues a trend of annual decreases attributed to the Security Operations Centre no longer monitoring the Ottawa Police Service facilities. In 2023, 639 mobile alarm responses and/or security patrols were performed, which is an increase from previous years due to more proactive overnight patrols performed at some City facilities.

The overall number of security-related incidents reported in 2023 was 1,887. This is close to pre-pandemic levels and represents an on-going increase over the past three years.

In 2023, the top incident types included 467 reports of causing a disturbance, 240 responses to drugs and alcohol on City property, and 235 responses to personal incidents (e.g., assault, harassment, threat of violence etc.). Increases in demand for Corporate Security will be considered through the 2025 draft budget process.

Table 4 shows a detailed breakdown of the type of reported security incidents received by Corporate Security 2018-2023.

Table 4: 2018-2023 Reported Security Incidents

Incident Type	2018	2019	2020	2021	2022	2023
Break and Enter	8	20	22	16	12	19
Causing a Disturbance	378	444	178	227	290	467
Demonstration/Protest	19	27	13	10	26	41
Drug and Alcohol on City Property	90	185	74	74	164	240
Fraud and Waste	5	4	4	1	0	0
Other Non-Security	422	482	212	62	55	79
Personal Incidents	178	194	102	111	151	235
Suspicious Activity	156	179	87	76	140	220
Theft	241	277	72	68	151	220
Trespassing	38	60	63	55	109	161
Vandalism	104	145	83	93	173	205
Total Number of Incidents	1,639	2,017	910	793	1,271	1,887

Education and Awareness

As outlined in Table 5, security advisors delivered 31 security awareness education sessions to City staff in 2023 and completed 26 security audits at City facilities. There were 196 security projects completed in 2023 and security advisors provided planning and support services for 125 events.

Table 5: Number of education sessions, security audits and security projects 2018-2023

Activity	2018	2019	2020	2021	2022	2023
Security Awareness Education sessions	14	15	4	2	14	31
Security audits at City facilities	9	8	18	7	13	26
Security projects	150	131	223	178	163	196

Program Development and Audit Update

Corporate Security continued to address recommendations stemming from the Office of the Auditor General’s 2019 Audit of Corporate Security. This was a comprehensive program audit that included a range of recommendations related to policy development and reporting practices, procedures for Photo Identification card management, risk-based planning, false alarm reduction, and security guidelines for Council meetings, among others.

From 2019-2022, Corporate Security closed out 11 out of 17 audit recommendations. In 2023, staff began developing a corporate security framework with a view to confirming the mandate, vision, guiding principles and key activities of the Corporate Security program. The conclusion of this work will close out most of the remaining audit recommendations.

As part of its audit follow-up work, Corporate Security has made a significant reduction in the overall number of false alarms by revisiting system programming standards and working collaboratively with clients in City facilities to address accidental alarms. Corporate Security implemented a weekly automated report to Facility Operations Area Managers that highlights all false alarms where a mobile responder was dispatched to a City facility for situational awareness and follow-up. The number of false alarms for the period of January 1 to October 31 for 2017 (original data set), to 2023 are outlined in Table 6:

Table 6: Total number of false alarms from 2017 to 2023

Year	Total False Alarms
Jan 1 – Oct 31, 2017	1421
Jan 1 – Oct 31, 2018	915
Jan 1 – Oct 31, 2019	744
Jan 1 – Oct 31, 2020	209
Jan 1 – Oct 31, 2021	232
Jan 1 – Oct 31, 2022	248
Jan 1- Oct 31, 2023	288

Corporate Security also continues to support new provisions initiated in 2022, in support of the personal security of Members of Council. In December 2022, Council approved that elected officials can receive the following personal/home security supports, if they so choose:

- A home security audit conducted by Corporate Security personnel;
- Up to \$4,000 to fund personal/home security measures such as an alarm panel and security cameras; and
- Up to \$100 per month for reimbursement of any security measure monthly monitoring fees.

Corporate Radio System

The Public Safety Service is responsible for managing and operating the City's Corporate Radio system. The service's responsibility includes managing the contract between Bell Mobility Radio and the City of Ottawa, as well as the administration of approximately 7,000 radios used by the Ottawa Police Service, City departments, and

external partners (e.g., Canada Border Services Agency, Ottawa International Airport Authority, and Canadian Air Transport Security Authority).

The Corporate Radio System continues to ensure that the City has a reliable, public safety-grade radio service available for first responders and other frontline users. A governance structure for the City's Corporate Radio system was developed in 2022 and continues to provide a formal mechanism through which to share information, prioritize user requirements, and enable collaborative decision-making, across the City's client departments and services.

Conclusion

The Public Safety Service continues to provide a safe and secure environment for all City of Ottawa residents and visitors. Key deliverables for the Public Safety Service were met in 2023. The Service will continue to work with other City departments and services, as well as external partners to continue to deliver on its commitments.

Staff are recommending a repeal and replace of Emergency Management by-law 2018-98 in order to ensure it reflects current organizational structures, position titles and inclusive language standards.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

LEGAL IMPLICATIONS

There are no legal impediments to receiving the information in this report.

COMMENTS BY THE WARD COUNCILLOR(S)

There are no comments from Ward Councillors as this report is city-wide in nature.

CONSULTATION

There were no consultations undertaken related to the recommendations of this report. The Public Safety Service is committed to consulting and collaborating with residents and community partners to ensure the safety of all in Ottawa.

ACCESSIBILITY IMPACTS

Public Safety Services operates in accordance with the *Accessibility for Ontarians with Disabilities Act, 2005* and the *Integrated Accessibility Standards Regulation, O.Reg. 191/11*. The City's Office of Emergency Management has been working with the City's Accessibility Office to better understand the experience of people with disabilities during emergencies. This work will continue throughout 2024.

DELEGATION OF AUTHORITY IMPLICATIONS

Section 5 of the [Delegation of Authority By-law](#) (2023-67) states that "in cases of emergency or special circumstances where it is necessary to act within the normal mandate of a department, but such action is not strictly within the terms of a delegated authority, a General Manager or Director, in respect of their specific department, may take such action as necessary to rectify the situation." Further, in Schedule F of the Delegation of Authority By-law, the General Manager of Emergency and Protective Services and the Director of Public Safety Service are provided with administrative authority:

- to approve, amend, extend, and execute agreements for emergency management and planning, corporate security services and corporate radios;
- to approve and implement operational policies, practices, and procedures for corporate security; and
- to issue notices to the public in an emergency situation.

The Public Safety Service reports annually to Emergency Preparedness and Protective Services Committee with the other service areas in Emergency and Protective Services. The last reporting was on March 21 via the Use of Delegated Authority in 2023 by Emergency and Protective Services report ([ACS2024-EPS-GEN-0001](#)).

There are no new delegated authority requirements associated with this information report.

CLIMATE IMPLICATIONS

The Public Safety Service is a key partner in the City's Climate Resiliency Strategy. Forecasting studies led by the City's Climate Resiliency group indicate that Ottawa is expected to become warmer and wetter over the next several decades. This warming due to climate change favors conditions conducive to extreme weather such as storms, tornadoes, and wildfires. The Climate Vulnerability and Risk Assessment identifies the additional pressures from the expected increase in frequency, duration, or intensity of extreme weather events as a top climate risk.

INDIGENOUS, GENDER AND EQUITY IMPLICATIONS

The Public Safety Service is committed to the Corporate Diversity and Inclusion Plan. Recognizing that priority populations are disproportionately impacted by emergencies, the Public Safety Service is working on formal actions as part of the City's Anti-Racism Strategy and applying the Women and Gender Equity Lens, to incorporate an equity, diversity and inclusion lens into the City's emergency preparedness, response, and recovery work.

RISK MANAGEMENT IMPLICATIONS

Public Safety Service considers and manages risk in all the branches within the service area. These risks have been articulated throughout the report as well as their mitigation strategies.

RURAL IMPLICATIONS

There are no specific rural implications associated with the recommendations of this report. However, the Public Safety Service does consider the varying needs of those living in different parts of the city when developing emergency plans.

TERM OF COUNCIL PRIORITIES

The services provided by Public Safety Service continue to align with the 2023 – 2026 Term of Council Priority of a city that is green and resilient with the strategic objective of (19) Increasing resiliency to extreme weather and changing climate conditions by strengthening community capacity for climate preparedness and emergency response.

DISPOSITION

The Public Safety Service will implement any direction arising from receipt of this information report.

Upon approval, the Public Safety Service, in conjunction with Legal Services, will prepare the required by-law amendments for enactment by Council.