

Joint Meeting of the Emergency
Preparedness and Protective Services
and Public Works and Infrastructure
Committee
Joint Report 2
April 22, 2026

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Réunion conjointe du Comité des
services de protection et de
préparation aux situations d'urgence
et du Comité de l'infrastructure et des
travaux publics
Rapport conjoint 2
le 22 avril 2026

Safe Access to Social Infrastructure By-law

Règlement concernant l'accès sécuritaire aux infrastructures sociales

Joint Committee recommendation(s) as amended

That Council approves:

1. the Safe Access to Social Infrastructure By-law, as described in this report and in the general form set out in Document 1;
2. that Section 3 of the Draft By-law 2026-XXX, set out at Document 1 to the Report on the Safe Access to Social infrastructure, be amended and replaced with the following wording:

“APPLICABILITY

3. For clarity, this by-law does not apply to labour union strikes, information pickets, or activities related to a labour dispute.”

Recommandation(s) du comité conjoint telles que modifiées

Que le Conseil approuve :

1. le *Règlement concernant l'accès sécuritaire aux infrastructures sociales* décrit dans le présent rapport et exposé dans sa forme générale au document 1.
2. que l'article 3 de la version provisoire du Règlement 2026-XXX, indiquée dans le document 1 du Rapport sur l'accès sécuritaire aux infrastructures sociales, soit modifié et remplacé par le libellé suivant :

« APPLICABILITÉ

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3. Pour plus de clarté, le présent règlement ne s'applique pas aux grèves syndicales, aux piquetages informatifs, ni aux activités liées à un conflit du travail. »

FOR THE INFORMATION OF COUNCIL

The Joint Committee approved the following DIRECTIONS TO STAFF:

Direction to Staff (Councillor S. Plante)

That once Bill C-9 receives royal assent and any attendant regulations are in place, staff be directed to examine the by-law to ensure that it is consistent and continues to be complimentary, not overlapping; and

That staff from Legal Services also be directed to monitor the legal environment, pending any future court decisions that will have an impact on this by-law and advise Council immediately following their assessment if it would impact the City of Ottawa's ability to successfully defend its by-law if a challenge was brought forward.

Direction to Staff (Councillor L. Johnson)

That staff be directed to report back to Council in Q4 2028, following two years of implementation of the Safe Access to Social Infrastructure By-law, with the report to include but not be limited to the following:

- a. Number of protected facilities
- b. Number of protests at protected facilities
- c. By-law Service requests to protected facilities (number, type), both annually and tied to demonstrations
- d. Number of notices of infractions issued under the by-law

- e. Number of demonstrations
- f. Cost of response to demos at protected facilities
- g. Complaints or service requests as indicators of localized impacts to social infrastructure and the surrounding communities due to implementation of the by-law.

POUR L'INFORMATION DU CONSEIL MUNICIPAL

Le comité conjoint a également approuvé les INSTRUCTIONS au personnel suivantes :

Instructions au personnel (Conseillère S. Plante)

Dès que le projet de loi C-9 recevra la sanction royale et que les règles connexes seront en place, il sera demandé au personnel d'examiner le règlement pour s'assurer qu'il est cohérent et qu'il continue d'être complémentaire sans causer de chevauchements; et

Il sera également demandé au personnel des Services juridiques de surveiller l'environnement juridique, advenant toute décision de la cour qui aurait une incidence sur le règlement, et, après son évaluation, d'informer immédiatement le Conseil de l'éventualité que la décision nuise à la capacité de la Ville d'Ottawa à défendre son règlement s'il devait être contesté.

Instructions au personnel (Conseillère L. Johnson)

Il sera demandé au personnel de présenter au Conseil, au quatrième trimestre de 2028, soit après les deux premières années d'application du *Règlement concernant l'accès sécuritaire aux infrastructures sociales*, un rapport qui fera état, entre autres choses, de ce qui suit :

- a. Le nombre d'établissements protégés

- b. Le nombre de manifestations tenues à des établissements protégés
- c. Les demandes des Services des règlements municipaux aux établissements protégés (nombre et type), annuellement et par manifestation
- d. Le nombre d'avis d'infraction délivrés en application du Règlement
- e. Le nombre de manifestations
- f. Le coût des interventions effectuées lors de manifestations aux établissements protégés
- g. Les plaintes ou les demandes de service comme indicateurs de l'incidence locale du Règlement sur les infrastructures sociales et les secteurs avoisinants

Documentation / Documentation

1. Interim Manager's Report, Emergency and Protective Services, dated April 8, 2026 (ACS2026-EPS-PPD-0002)

Rapport de la gestionnaire par intérim, Services de protection et d'urgence, daté le 8 avril 2026 (ACS2026-EPS-PPD-0002)
2. Extract of draft Minutes, Joint Meeting of the Emergency Preparedness and Protective Services and Public Works and Infrastructure Committee, April 17, 2026

Extrait de l'ébauche du procès-verbal, Réunion conjointe du Comité des services de protection et de préparation aux situations d'urgence et du Comité de l'infrastructure et des travaux publics, le 17 avril 2026

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**Extract of Minutes 2
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April 17, 2026**

**Extrait du procès-verbal 2
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aux situations d'urgence et du Comité de
l'infrastructure et des travaux publics
Le 17 avril 2026**

Safe Access to Social Infrastructure By-law

File No. ACS2026-EPS-PPD-0002 - City-wide

Ryan Perrault, General Manager, Emergency & Protective Services Department, Samantha Montreuil, Legal Counsel, Legal Services and Jerrod Riley, Specialist, By-law Review, Emergency & Protective Services Department presented an overview of the report and answered questions from the Commission. A copy of the slide presentation is filed with the Office of the City Clerk.

The following staff also responded to questions from Committee:

1. Alain Gonthier, General Manager, Public Works Department
2. Stuart Huxley, City Solicitor, Legal Services
3. Deputy Chief Paul Burnett, Ottawa Police Services
4. Roger Chapman, Director, By-law and Regulatory Services, Emergency and Protective Services Department
5. Jake Gravelle, Associate Director, By-law and Regulatory Services, Emergency and Protective Services Department

Subsequently, the following residents spoke before the Committee and provided comments on the item:

1. Karin Galldin (OCHU/CUPE)

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2. Mark Sandler (Alliance of Canadians Combatting Antisemitism)
3. Richard Robertson (B'nai Brith Canada)
4. Luc Chartrand
5. Sam Hersh
6. Rob MacDonald
7. Nick LePine
8. Robin Browne (613/819 Black Hub)
9. Paul Champ (Champ & Associates)
10. Michael Polowin
11. Emily Quaile
12. Andrea Chandler
13. Patrick Laplante
14. Shaheen Lotun
15. Namrata Tilokani
16. Tom Ledgley
17. Donald Ross Macloud
18. David Sachs (Jewish Federation of Ottawa)
19. Ted Cohen
20. Krystal Tandon
21. Myriam Masssabki
22. Shiv Bhasker
23. Jodi Green
24. Josh Lalonde

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25. Danielle Keenan
26. Jay Jayaraman
27. Kul Kapoor
28. Megan Linton
29. Krishna Sahay (Canadian Hindu Alliance)
30. Beth Bretzlaff (Anglican Diocese of Ottawa)
31. Sharon Katz
32. Lindsey Barr
33. Tanishq Bansal
34. Aviva Shapiro
35. Jay Mehta
36. Rishabh Sarawat
37. Ragini Sharma

Additionally, written correspondence was received by and filed with the Office of the City Clerk and distributed to Committee Members:

1. Email from Mark Sandler dated April 14, 2026;
2. Email from Nancy Greene dated April 15, 2026;
3. Email from Sarah D. Beutel dated April 15, 2026;
4. Email from Don Lalonde dated April 16, 2026;
5. Email from Kevin Whalen dated April 16, 2026;
6. Email from Clarke Hamel dated April 16, 2026;
7. Email from Paul Champ dated April 16, 2026;
8. Email from Mallory Richard dated April 16, 2026;

9. Email from Lyla Jones, dated April 16, 2026;

10. Email from Jay Chada, dated April 17, 2026.

Succeeding the Committee's discussion, the following Directions to Staff were presented:

Direction to Staff (Councillor S. Plante)

That once Bill C-9 receives royal assent and any attendant regulations are in place, staff be directed to examine the by-law to ensure that it is consistent and continues to be complimentary, not overlapping; and

That staff from Legal Services also be directed to monitor the legal environment, pending any future court decisions that will have an impact on this by-law and advise Council immediately following their assessment if it would impact the City of Ottawa's ability to successfully defend its bylaw if a challenge was brought forward.

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Lastly, motions were introduced and voted on by the Committee.

Report Recommendation(s)

That the Emergency Preparedness and Protective Services Committee and Public Works and Infrastructure Committee recommend that Council approve the Safe Access to Social Infrastructure By-law, as described in this report and in the general form set out in Document 1.

For (15): R. Brockington, T. Tierney, D. Hill, C. Kitts, S. Desroches, L. Dudas, G. Gower, A. Hubley, L. Johnson, C. Kelly, W. Lo, M. Luloff, S. Plante, A. Troster, and Isabelle Skalski

Against (2): J. Bradley, and S. Devine

Carried as amended (15 to 2)

Motion No. EPPSC-PWIC 2026 - 02-01

Moved by S. Devine

WHEREAS Council recognizes the importance of protecting safe access to vulnerable social infrastructure, including schools, places of worship, healthcare facilities, and care homes, and affirms that specific conduct such as intimidation, harassment, obstruction, and violence are unacceptable and should be firmly addressed; and

WHEREAS Council's original direction to staff emphasized that the scope of the by-law should be narrowly tailored to avoid infringement on Charter rights, and that protective zones should not apply to demonstrations that are not specifically directed at a protected facility; and

WHEREAS the draft Safe Access to Social Infrastructure By law contains multiple conduct based prohibitions—such as obstruction, interference, intimidation, noise—that are directly connected to the objective of safe access; and

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WHEREAS Section 17(2)(a) of the draft by law goes materially further by stating that within a safe access zone, “no person shall conduct or participate in a demonstration”, regardless of whether such activity would impede safe access; and

WHEREAS other safe access by laws adopted in Ontario regulate specific forms of harmful conduct or targeted expression that impede access, while Ottawa’s draft by law prohibits demonstrations or protests as a category within a safe access zone regardless of conduct or targeting; and

WHEREAS Council is mindful of its obligation to ensure that any limits on freedom of expression and peaceful assembly imposed by municipal by law are rea-sonable, demonstrably justified, and capable of meeting the requirements of section 1 of the Canadian Charter of Rights and Freedoms, including the tests set out in R. v. Oakes; and

WHEREAS a categorical prohibition on demonstrations, rather than a prohibition targeted at conduct that interferes with access, significantly increases the risk that the by law would fail the minimal impairment and proportionality requirements of the Oakes analysis; and

WHEREAS the City’s own public engagement shows strong support for protecting access and preventing intimidation or harassment, while also showing broad public acceptance of lawful, peaceful protest activities; and

WHEREAS Council wishes to ensure that the Safe Access to Social Infrastructure By law protects users of community facilities and remains consistent with Council’s direction, the consultation record, and constitutional requirements;

THEREFORE BE IT RESOLVED that the draft Safe Access to Social Infrastructure By law be amended by deleting the content of Section 17(2)(a), thereby removing the prohibition that “no person shall conduct or participate in a demonstration” within a safe access zone.

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For (3): J. Bradley, S. Devine, and S. Plante

Against (14): R. Brockington, T. Tierney, D. Hill, C. Kitts, S. Desroches, L. Dudas, G. Gower, A. Hubley, L. Johnson, C. Kelly, W. Lo, M. Luloff, A. Troster, and Isabelle Skalski

Lost (3 to 14)

Motion No. EPPSC-PWIC 2026 - 02-02

Moved by A. Troster

WHEREAS the Draft By-law already defines “labour dispute” means a dispute or difference concerning terms, tenure or conditions of employment or concerning the association or representation of persons in negotiating, fixing, maintaining, changing or seeking to arrange terms or conditions of employment, regardless of whether the disputants stand in the proximate relation of employer and employ-ee.”

THEREFORE, BE IT RESOLVED THAT Section 3 of the Draft By-law 2026-XXX, set out at Document 1 to the Report on the Safe Access to Social infrastructure, be amended and replaced with the following wording:

“APPLICABILITY

3. For clarity, this by-law does not apply to labour union strikes, information pickets, or activities related to a labour dispute.”

Carried