



STAFF REPORT ACTION REQUIRED

City-Wide Security Plan

Date:	March 27, 2009
To:	Government Management Committee
From:	City Manager
Wards:	All
Reference Number:	P:\2009\Internal Services\F&re\Gm09012F&re – (AFS 8108)

SUMMARY

The City Manager was asked to report on a City-wide Security Plan prior to the 2008 Operating Budget process. In response to this request, a report titled “City-wide Security Plan”, was submitted to the February 11, 2008 Budget Committee. The report described the Corporate Security framework and the details of the required improvements and enhancements to produce a City-wide Security Plan to be completed and reported to City Council at a later date. This report responds to the amended recommendations included in that February 2008 staff report from the City Manager.

This report also provides comparator information on options used by five other major cities in North America as it relates to the role of Corporate Security and Agencies, Boards, and Commissions (ABC’s). Although the configurations of ABC’s varied greatly, staff have provided a profile of which major ABC functions are secured by the Corporate Security Unit of each city directly. With this benchmarking, this report also provides recommendations on the security framework and implementation for the City of Toronto’s ABC’s.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council adopt the City-wide Security Plan, including the revised Corporate Security framework, and the Corporate Security Policy as attached (Attachment 1).
2. The Corporate Security Unit be the corporate body responsible for protecting City divisional assets and setting the security standards for City-owned or operated facilities / properties.
3. Funding for each Division-wide security plan be submitted in future years operating and capital budgets based on operational priorities.
4. Budgeting for each Agency, Board, and Commission's security plan be submitted by the applicable Agency, Board, or Commission in future years operating and capital budgets based on operational priorities.
5. Corporate Security conduct a security review of Agencies, Boards, and Commissions without dedicated security management, such as the Arena Boards, Arts and Heritage Organizations, Toronto Public Library, and Board-run community centres and facilities, to ensure they comply with the Corporate Security framework.
6. All Agencies, Boards and Commissions with dedicated security management, including Exhibition Place, the Toronto Parking Authority, the Toronto Transit Commission, and the Toronto Zoo be requested to apply the security framework and report to their respective Boards regarding their own security plans in 2009.
7. The Corporate Security Unit coordinate the establishment of a Security Workgroup, comprised of representatives from the Agencies, Boards and Commissions with dedicated security management, for the purpose of guidance on effective implementation of the Corporate Security framework and the enhancement and effectiveness of City-wide security through information sharing.
8. The appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

Financial Impact

Any operating or capital budget impacts will be included in each agency, board, commission and/or division's future years operating and capital budgets based on operational priorities for consideration with future year's budget processes.

Security expenditures for each Division-wide security plan will continue to be budgeted by each division or by Facilities & Real Estate based on the milestones detailed in the “Corporate Facilities Management Transition Work Plan” (See Attachment 3 - Corporate Facilities Management Transition Work Plan Milestones for Security). Following the Work Plan, all security operating and capital budgets will be transferred to Corporate Security (Facilities & Real Estate) by 2011. For the 2012 budget process and beyond, it will be the responsibility of Facilities & Real Estate to submit a comprehensive security operating and capital budget request encompassing all City divisions for consideration.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its special meeting of March 31, 2008, Toronto City Council amended the recommendations included in the February, 2008 staff report from the City Manager, entitled “City-wide Security Plan” and approved:

- a) Further improvements and enhancements be made to the current Corporate Security framework with the objective of enhancing corporate standards and further centralizing those security functions which have City-wide implications.
- b) The Corporate Security Unit will undertake further consultation with the affected divisions and review existing divisional security plans and create plans for Divisions currently without plans and report back in the fall of 2008.
- c) Staff report to the Budget Committee in July 2008 on the comparator information and options utilized by other major cities, and staff report on the framework and implementation as they relate to ABCs.
- d) The framework for the City-wide Security Plan include advice on civilian oversight, independent complaints process, access and equity hiring and training and environmental design measure.
- e) The City Manager request all City Divisions to declare a moratorium on new Security staff hirings for 2009 until the City’s Security Plan is submitted to the Executive Committee.

ISSUE BACKGROUND

Proper security not only involves the protection of assets but also enhances the overall health and safety of employees and visitors. A safe and secure workplace assists the City in delivering its vital services to the public in an effective, safe and sustainable manner.

Organizational reputation, the uninterrupted reliability of the technical infrastructure and normal business processes, the protection of physical and financial assets, the safety of employees and customers, and the preservation of public confidence all rely in some measure upon the effectiveness of the security program.

Senior management have a statutory obligation to ensure employees, patrons, and assets are appropriately protected and to ensure security programs are in place that appropriately identify and anticipate areas of risk and set in place a cohesive strategy across all functional lines to mitigate or reduce those risks through deterrence, detection, and response. Having City facilities with various degrees of (non-standard) physical and operational security, poses a higher risk of incident occurrence and possible litigation. Facilities of similar type must have a similar base standard of security regardless of division or location within the City and also need to be benchmarked against other similar businesses.

Prior to the development of the City-wide Security Plan, City Divisions were divided into three categories:

- 1) those in corporate space where Corporate Security has a direct responsibility to provide services;
- 2) those where the Division has landlord responsibilities and Corporate Security provides all security services, with some on a chargeback basis; and
- 3) those where the Division has landlord responsibilities and Corporate Security provides mandated security services, but not all physical and operational security services at all locations.

As security was not standardized, the City could not take advantage of the sharing of resources, cost-effectiveness, expertise, and existing infrastructure.

In order to provide a strategic plan to guide present security operations and future year operating and capital requests, a framework was applied to create or update a Divisional Security Plan for each division.

In the case of Agencies, Boards, and Commissions (ABCs), there are ABCs without any dedicated security management and a few with dedicated security management including Exhibition Place, the Toronto Parking Authority, the Toronto Transit Commission, and the Toronto Zoo. These ABC's have dedicated security management and programs because of unique operational, physical, and legislative security requirements, as well as, for the most part very defined property limits. There exists little coordinated security between ABC's and between ABC's and Corporate Security.

COMMENTS

In response to City Council's request, A City-wide Security Plan was created to improve and enhance the Corporate Security framework with the objective of enhancing corporate standards and further centralizing those security functions which have City-wide implications.

Specifically, the City-wide Security Plan and the Corporate Security Policy:

- outlines the Corporate Security framework;
- provides a strategic framework to increase the security of assets;
- clarifies the roles and responsibilities between Corporate Security and City divisions.
- emphasizes security policies and the responsibilities of various staff;
- highlights additional policies that relate to security; and
- highlights relevant legislation and its effect on security at City facilities.

In response to City Council's request to enhance corporate standards and further centralize those security functions which have City-wide implications, it is recommended that the Corporate Security Unit be the corporate body responsible for protecting City divisional assets and setting the security standards for City-owned or operated facilities / properties.

The centralization of the security function allows existing and future security resources to be properly coordinated, shared and responsive towards those areas in demonstrated need according to threats, thus augmenting the overall level of security. These resources include: staffing, security system hardware and security software infrastructure, contracts, knowledge, and expertise. Centralization also allows applicable City sections to focus on the delivery of their core services.

Centralized security management will:

- a) provide an appropriate, consistent baseline standard of security for all employees, visitors, and assets;
- b) allow existing and future security resources to be properly coordinated, shared and responsive to those areas in demonstrated need according to threats, thus augmenting the overall level of security;
- c) provide a consistent standard of reporting security incidents in order for appropriate documentation, investigation and follow-up to occur; and
- d) allow applicable operations to focus on the delivery of their core services.

Divisional Security Plans

The Corporate Security Plan addresses a number of security standards, guidelines, and best practices that effect numerous areas of operating and capital security, including but not limited to, staffing, procedures, policies, and threat assessments, as well as, system design, procurement, installation, integration, interoperability, programming, and maintenance. It must be recognized that external standards, guidelines, and best practices are constantly evolving as it relates to all aspects of security and the City of Toronto, with its various types of infrastructure, facilities, and operations, must maintain its awareness and adherence to these standards.

The Corporate Security framework is the basis for each Divisional Security Plan. The Corporate Security Unit undertook consultations with the affected divisions, updated existing divisional security plans, and created plans for divisions that previously did not have one.

Each Divisional Security Plan:

- 1) Documents the current security features in place for each facility;
- 2) Completes a threat assessment by analyzing statistics, reports and operating risks;
- 3) Determines the security features required to address the risks highlighted in the Threat Assessment, with consideration given to industry standards and benchmarks;
- 4) Highlights the gap between the current security features and the recommended security features;
- 5) Presents a multi-year operating and capital plan to achieve the recommended security features in a suggested priority sequence; and
- 6) Provides a multi-year operating and capital plan to maintain the recommended security features.

The Divisional Security Plan is a joint document created and updated between Corporate Security and each division.

It must be recognized that each Divisional Security Plan is a fluid document that requires on-going updates. Security threats change often according to external and internal forces such as security occurrences, security measures implemented in the previous year, and new legislative or policy requirements and therefore the priority of selected security measures must also change to adapt.

Each Divisional Security Plan shall be referenced to guide future year divisional operating and capital requests based on operational priorities and within approved budget levels. Divisions shall be engaged throughout the implementation of their plan through

Service Level Agreements, applicable meetings, and other required structures or processes.

An important consideration for each division's plan is the potential change in standard for the type of facility and the benchmarking effect that change may cause. The City operates a number of services that are also provided in the private sector, such as Childcare Services, Hostels, and Long Term Care Homes that look to maintain a similar standard of that City facilities maintain. While the City has an important obligation to protect it's staff and visitors, certain divisions need to be cautious of setting an unattainable benchmark for private sector facilities.

Security expenditures for each Division-wide Security Plan will continue to be budgeted by each division or by the Facilities & Real Estate division based on the milestones detailed in the "Corporate Facilities Management Transition Work Plan" (Attachment 3 - Corporate Facilities Management Transition Work Plan Milestones for Security). Following the Work Plan, all security operating and capital budgets will be transferred to Corporate Security (Facilities & Real Estate) by 2011. For the 2012 budget process and beyond, it will be the responsibility of Facilities & Real Estate to submit a comprehensive security operating and capital budget request encompassing all City divisions for consideration.

The Corporate Facilities Management Transition Work Plan was provided to all Division Heads in a July 7, 2008, memo from the City Manager entitled "Corporate Facilities Management Review". The Corporate Facilities Management Framework acknowledges that the Facilities and Real Estate division is the corporate body responsible for setting the standards for ensuring all City-owned facilities are operated and maintained in a manner that meets operational needs and protects these assets into the future, as well as, sets a scheduled for the transferring all facilities operating and facilities capital budgets in divisions with landlord responsibilities to Facilities & Real Estate by 2011.

Attachment 2, a Sample Divisional Security Plan Index, provides an outline of the comprehensive areas covered in each Division's Security Plan.

Additional Considerations for the Framework on the City-wide Security Plan

In response to City Council's request, the Corporate Security Policy (Attachment 1) includes advice and/or procedures on civilian oversight, independent complaints process, access and equity hiring and training and environmental design measure. In order to appropriately address these areas, consultation occurred with various City sections including the Community Safety Secretariat and the Diversity Management & Community Engagement Section. These areas are addressed by a statement on civilian oversight -highlighting the internal and external reporting mechanisms, an internal and external complaints process, a statement on equity hiring and training, and the use of Crime Prevention Through Environmental Design principles when designing and implementing security measures.

Agencies, Boards, and Commissions Comparator Information

Comparator Information and Options Utilized By Other Major Cities

A number of large Canadian and American cities were contacted for comparison information related to the security management of Agencies, Boards, and Commissions. Responses were received from the Canadian cities of Ottawa, Mississauga, and Vancouver and the American cities of Los Angeles and Chicago.

The comparison chart below indicates with a yes or no if that city's Corporate Security Unit provides direct security management of those classifications of facilities. Only two cities contacted had City-owned zoos.

City	Art Centres	Libraries	Parking Authority	Police Stations	Transit	Zoo
Mississauga	Yes	Yes	No	No	Yes	N/A
Ottawa	Yes	Yes	Yes	Yes*	No	N/A
Vancouver	Yes	Yes*	No	No	No	N/A
Chicago	Yes	Yes	No	No	No	No
Los Angeles	Yes	Yes	No	No	No	Yes
Toronto	Yes	No	No	No	No	No

* Security system management only.

It is apparent from the comparisons of the represented major cities that art centres and libraries are secured by each city's Corporate Security Unit. The City of Toronto is the exception where the Toronto Public Library currently maintains their own security.

It is also apparent that public parking lots, police stations and transit systems are typically stand-alone from each city's Corporate Security Unit. Parking Authorities are normally a separate agency for each of the comparative Cities. As it relates to Police Stations, each city's security of Police stations is completed by the Police themselves. The sole exception is the City of Ottawa who currently manage the security access control systems for the Police stations. In all but the case of the City of Mississauga, Transit Security is completed by each Transit System's Police Service or Transit Special Constables.

As only two of the cities polled had zoos, and in only one of those the Corporate Security Unit had responsibility, there is no clear consensus for security responsibility. While the City of Los Angeles' Corporate Security Unit manages security operations at the zoo, both the City of Chicago and the City of Toronto have separate Security Units that report to the Agency, Board, or Commission that manages the zoo.

Of the five cities represented, only two of these cities had formal City-wide security plans approved by their city's Council. The other three cities either have no city-wide plan or have only had the plan approved by senior staff.

For the purpose of benchmarking, the city most closely resembling the City of Toronto is the City of Los Angeles (estimated population of 3.8 Million). In 2003, Council members introduced a proposal to create a Corporate Security Unit (the Office of Public Safety) by merging the City's various security services into one centralized division under the Department of General Services. At the time, several non-proprietary departments, including the Library, Zoo, Recreation and Parks, the Convention Center and General Services each had independent security sections. The City reports that it has realized efficiencies by combining security functions, and has standardized training, improved response times and increased accountability.

Framework and Implementation as it Relates to ABCs

In the case of Agencies, Boards and Commissions (ABC's) without any dedicated security management, the lack of available, standardized, and coordinated security resources may create additional risks to people and public assets. Based on the comparator information and discussions with Corporate Security management for the benchmarked cities, it is recommended that Corporate Security conduct a security review of Agencies, Boards, and Commissions without dedicated security management, such as the Arena Boards, Arts and Heritage Organizations, Toronto Public Library, and Board-run community centres and facilities, to ensure they comply with the Corporate Security framework.

In the case of Agencies, Boards and Commissions (ABC's) with dedicated security management, including Exhibition Place, the Toronto Parking Authority, the Toronto Transit Commission, and the Toronto Zoo, in order to provide optimized standardization, it is recommended that each ABC review and apply the security framework and report to their respective Boards regarding their own security plans in 2009.

While there exists informal dialogue and information sharing between Corporate Security, the security representatives of the ABC's, and the Toronto Police Service, there are opportunities for the formal enhancement of the relationship. The security of the City as a whole would benefit from the implementation of a City-wide Security Workgroup coordinated by the Corporate Security Unit with the goal of implementing the Corporate Security framework and enhancing overall security effectiveness through information sharing.

This report describes the City-wide Security Plan, including the revised Corporate Security framework, and the Corporate Security Policy (Attachment 1). This report also provides the comparator information and options utilized by other major cities as it relates to Corporate Security and ABC's, and reports on the framework and implementation for ABCs. It is anticipated that the implementation of this strategic plan will enhance the safety of employees and visitors, as well as, the overall security of all City assets.

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SIGNATURE

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ATTACHMENTS

- Attachment 1 Corporate Security Policy
- Attachment 2 Sample Divisional Security Plan Index
- Attachment 3 Corporate Facilities Management Transition Work Plan Milestones For Security