SUBJECT: Security Master Plan - (PW06021a) - (City Wide)

Discussion of this Confidential Report in camera is subject to Section 8.1, Subsection “(a)” of the City’s Procedural By-law and Section 239 of the Ontario Municipal Act as the subject matter pertains to the security of the municipality and potential staffing changes.

RECOMMENDATION:

(a) That the 2007 Operating Budget enhancement of $200,000 for security be included in the 2007 Operating Budget for Council’s consideration.

(b) That Council approve the security policy for the City of Hamilton as follows:

“The City of Hamilton is committed to providing a safe and secure environment in its facilities for employees, visitors and users of its facilities. Protection of assets from theft and unlawful activities or destruction is a major continuing objective. The City will make every effort to enhance security in its facilities by providing state of the art technology and access control, surveillance, and physical security.

The City’s approach to security will be based on prevention and deterrence. A foolproof security system does not exist, and the City, as an employer cannot guarantee a completely secure environment. The City, headed by Council, commits that every reasonable precaution will be taken to provide a safe and secure environment to the best of the City's abilities.

Employees of the City will be trained to provide support to the work of the security management function. Security staff will be held accountable for ensuring that City employees receive the appropriate training to record and report systematically all threats identified and incidences occurred and to ensure that the proper prevention and deterrence measures are implemented at City facilities.

It is in the best interests of all parties to provide support to the work of security staff in providing a safe and secure environment. Commitment to
the continual improvement of the security function is an integral part of this organization.”

(c) That the Security Master Plan, attached to Report PW06021a, be received.

Scott Stewart, C.E.T.
General Manager
Public Works

**EXECUTIVE SUMMARY:**

The purpose of this report is for City Council to receive the Security Master Plan, approve the Security Policy and obtain approval to include the projected costs in the 2007 capital and operating budget for Councils consideration during the budget process.

The Security Master Plan deals with strategic governance level issues and includes the proposed Security Policy for the City of Hamilton to be adopted.

The Security Management Plan includes a detailed Security Implementation Plan for internal use and detailed procedures, which are confidential information and may require administrative updates on a regular basis.

Order of Magnitude budgets required for support of corporate security functions are as follows:

- Capital Budgets, needed for capital items such as centralized surveillance system, integration, development of databases, training, security audits, etc. Approval of a Capital budget of approximately $6,000,000 for years 2008 to 2012 is required.
- Operations budgets associated with payroll costs needed to support new Security staff. An operational budget of $360,000 (estimated) will be required to support payroll costs for year 2008 and beyond on an annual basis. For the year 2007 an operational budget of $200,000 is required to support initial security staffing needs.

**BACKGROUND:**

The information/recommendation contained within this report has City wide implications.

As a valued corporate function, security has now emerged as an important component of every municipality’s overall risk identification and mitigation.

Current Municipal trends (Ottawa, Mississauga, and London) have defined a Corporate Security and Framework to protect people and property. Most Municipal governments are reviewing their security needs and operations. Mississauga and the City of Toronto have their own Master Plans.

It is within such a context that City of Hamilton embarked on this task to study how to better protect its people and property. This means ensuring the safety and security of all
its employees, elected officials, visitors using City facilities, and ensuring that valuable corporate assets are protected. In 2003, City Council approved funding for a Security Study with the stated aim of producing a Security Master Plan.

The Fleet and Facilities Division of the City of Hamilton retained the services of V2PM - Project Advisors, a management firm with security management expertise for the task in January 2004. Data collection including interviews of various department/division representatives started in April 2004.

The objective of this project can be summarized as follows:

- To establish staffing needs for the security function, i.e. identify security staffing needs which will be responsible for developing programs supporting the safety and security of City’s assets (people and property).
- To develop a Security Policy for the City of Hamilton.
- To establish guidelines for the proper operation of the security function and propose / recommend ways this can be achieved.
- To establish a path for the security function to develop and grow into a corporate function.

The City of Hamilton has approximately 9,000 municipal employees working in a wide range of disciplines and career fields. It owns/leases approximately 500 buildings.

The major findings of the security assessment can be summarized as follows:

- Current conditions at the City, as they relate to security, do not appear to stem from a clear strategic direction.
- The Security function is considered a sub-item under facility manager / management and is not dealt with as a corporate function integrated within the corporate structure.
- There is minor adaptation to changing security needs and lack of its own established security strategies. Emphasis is currently on response with no planned approach to prevention and/or deterrence.
- No standardized City wide policies or procedures for security.
- Management of security is fragmented with no central department/division responsible for the security function.
- No centralized I.T./Digital security systems, reporting systems or databases in place.
- Currently, security services (i.e. security guards and intrusion detection monitoring) are for the most part contracted out through various departments and divisions without any central coordinating authority. Corporate wide, the consolidated cost was approximately $1.5 Million (inclusive of internal staff) in the fiscal year 2005.
ANALYSIS/RATIONALE:

Security Policy: The Security Policy statement prescribes the adoption of safeguards to reduce the risk of injury to persons be they staff or visiting public, and is as follows:

“The City of Hamilton is committed to providing a safe and secure environment in its facilities for employees, visitors and users of its facilities. Protection of assets from theft and unlawful activities or destruction is a major continuing objective. The City will make every effort to enhance security in its facilities by providing state of the art technology and access control, surveillance, and physical security.

The City’s approach to security will be based on prevention and deterrence. A foolproof security system does not exist, and the City, as an employer cannot guarantee a completely secure environment. The City, headed by Council, commits that every reasonable precaution will be taken to provide a safe and secure environment to the best of the City’s abilities.

Employees of the City will be trained to provide support to the work of the security management function. Security staff will be held accountable for ensuring that City employees receive the appropriate training to record and report systematically all threats identified and incidences occurred and to ensure that the proper prevention and deterrence measures are implemented at City facilities.

It is in the best interests of all parties to provide support to the work of security staff in providing a safe and secure environment. Commitment to the continual improvement of the security function is an integral part of this organization.”

Legal Framework:

1. The City of Hamilton as a landlord and an employer has to comply with many legal requirements like Occupiers Liability Act and Bill C-45, which make them liable for the safety and security of its employees.

2. The legal framework affecting the security policy and recommendations is two-fold. One of them relates to confidentiality while the other is about possibly declaring City owned properties – “private property”.

3. Based on discussions and advice from City’s Legal Department, the decision was made to separate the final document into two reports:
   - Security Master Plan (Policy)
   - Security Management Plan (Guidelines & procedural level)

The Security Master Plan Policy (attached to Report PW06021a) deals with strategic governance level issues and requires Council’s approval for implementation. The Security Management Plan includes detailed implementation plan, procedures, and risk classifications of facilities and security recommendations, which are confidential information for internal staff use only and may require administrative updates on a regular basis.

The benchmarking study performed on City of Mississauga (CoM) revealed that their first step in establishing a security program was to establish that all property owned by CoM is a private property. Similarly City of Hamilton should formally and legally adopt the concept of City property as “private property”.

**ALTERNATIVES FOR CONSIDERATION:**

An alternative for consideration is to continue to provide security functions on an ad hoc basis within the organization. For the reasons outlined in this report, this approach is not recommended.

**FINANCIAL/STAFFING/LEGAL IMPLICATIONS:**

**Financial:**

Capital and Operational budgets are required for the implementation of the recommendations.

**ORDER OF MAGNITUDE CAPITAL BUDGET:**

<table>
<thead>
<tr>
<th>No.</th>
<th>Item</th>
<th>$ (Cdn)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Allowance for a Security Control Centre including furniture, monitors, server and the building renovations</td>
<td>$750,000</td>
</tr>
<tr>
<td>2</td>
<td>Allowance for Integration of Access Control, Panic Buttons, Security Alarms and all similar functions, into the Surveillance System</td>
<td>$500,000</td>
</tr>
<tr>
<td>3</td>
<td>Allowance for common database for Incident Reporting and to maintain the database for prohibited entrants</td>
<td>$100,000</td>
</tr>
<tr>
<td>4</td>
<td>Security Upgrades to all Facilities classified as Risk Category 1 (47 facilities X $ 50,000/facility)</td>
<td>$2,350,000</td>
</tr>
<tr>
<td>5</td>
<td>Security Upgrades to all Facilities classified as Risk Category 2 (180 facilities X $ 5,000/facility)</td>
<td>$900,000</td>
</tr>
<tr>
<td>6</td>
<td>Contingency 15%</td>
<td>$690,000</td>
</tr>
<tr>
<td>7</td>
<td>Total Global Order of Magnitude Capital Costs (Sub-total 1)</td>
<td>$5,290,000 +/-</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>No.</th>
<th>Item</th>
<th>$ (Cdn)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Training: Basic Security Training for all City Employees (Assumed to be on-line)</td>
<td>$150,000</td>
</tr>
<tr>
<td>2</td>
<td>Training: Advanced training for selected staff (Assumed 10% of staff)</td>
<td>$250,000</td>
</tr>
<tr>
<td>3</td>
<td>Security Audits: For all Risk Category 1 facilities (47 facilities)</td>
<td>$235,000</td>
</tr>
<tr>
<td>4</td>
<td>Contingency 15%</td>
<td>$95,250</td>
</tr>
<tr>
<td>5</td>
<td>Total Global Order of Magnitude Other Costs (Sub-total 2)</td>
<td>$730,250  +/-</td>
</tr>
</tbody>
</table>
ORDER OF MAGNITUDE OPERATIONAL BUDGET:

<table>
<thead>
<tr>
<th>No.</th>
<th>Item</th>
<th>$(Cdn)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Security Manager (2007)</td>
<td>$102,300</td>
</tr>
<tr>
<td>2</td>
<td>Security Systems Supervisor (2007)</td>
<td>$84,860</td>
</tr>
<tr>
<td></td>
<td><strong>Subtotal of 2007 Operational Cost:</strong></td>
<td>**$187,160 ***</td>
</tr>
<tr>
<td>3</td>
<td>Security Operations Supervisor (2008)</td>
<td>$84,860</td>
</tr>
<tr>
<td>4</td>
<td>Security Investigations Supervisor (2008)</td>
<td>$84,860</td>
</tr>
<tr>
<td></td>
<td><strong>Total Global Order of Magnitude Operational Costs for the year 2008 and beyond:</strong></td>
<td><strong>$356,880</strong></td>
</tr>
</tbody>
</table>

* These costs are annualized and would be adjusted for 2007 based on actual time of implementation.

Breakdown of the payroll expenditure are provided in the table below:

<table>
<thead>
<tr>
<th>Position</th>
<th>Grade</th>
<th>2006 Pay</th>
<th>Gov't Benefits</th>
<th>Employer Benefits</th>
<th>OMERS</th>
<th>Contingency</th>
<th>WSIB</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Security Manager</td>
<td>8</td>
<td>83,193</td>
<td>4,478</td>
<td>4,801</td>
<td>6,658</td>
<td>2,320</td>
<td>853</td>
<td>102,300</td>
</tr>
<tr>
<td>Security Systems Supervisor</td>
<td>6</td>
<td>68,306</td>
<td>4,188</td>
<td>4,530</td>
<td>5,230</td>
<td>1,905</td>
<td>703</td>
<td>84,860</td>
</tr>
<tr>
<td>Security Operations Supervisor</td>
<td>6</td>
<td>68,306</td>
<td>4,188</td>
<td>4,530</td>
<td>5,230</td>
<td>1,905</td>
<td>703</td>
<td>84,860</td>
</tr>
<tr>
<td>Security Investigations Supervisor</td>
<td>6</td>
<td>68,306</td>
<td>4,188</td>
<td>4,530</td>
<td>5,230</td>
<td>1,905</td>
<td>703</td>
<td>84,860</td>
</tr>
</tbody>
</table>

**Total Security Payroll Costs at Step 1:** 356,880

**Important Note:**
All amounts are based on 2006 figures + 2.5% CPI adjustment.

**Staffing:**
A new Security Office is proposed within the appropriate Department.

**Rationale for Staffing:**
1. The choice of department within which the Security Office should go is left to the discretion of CMT.

   Security is a corporate function that connects with all other Divisions and Sections in a similar way as Purchasing, and/or Finance.

2. The attached Security Master Plan recommends a Security Division led by a Director. While, in the long run, this is still the desired outcome, at this time, the proposed Security Office, led by a Manager is an efficient way to launch this initiative.

At the corporate governance level, integration of this area is desirable, for efficiency purposes, knowledge build-up and clearer accountability.

That is why it is recommended, in the proposed Master Plan, that all the above noted functions listed under .3 be integrated into one division. As it would be headed by a Director, the remaining managerial and supervisory levels flow from there.


This area is currently led by “co-ordinator” within the Fire Department.

As witnessed in recent international events, Emergency Preparedness is more than the work of First-Responders, as it requires strong management capabilities to co-ordinate simultaneous actions and activities with uniformed and / or civilian personnel.

At this time, business continuity should be added as a corporate function to make sure the provision of essential services to the public in times of emergency.

Therefore it is recommended that the emergency preparedness (and business continuity) function be realigned to be led by a Manager within the newly created Division.

Legal:
The legal implications are twofold:

1. As a landlord and an employer the City may be exposed to claims if a security management function with its risk mitigation procedures is not in place.

2. Declaring City properties “private properties” would enable the City to better control its facilities against unacceptable behaviour by enforcing bans and other measures.

Policies Affecting Proposal:
There are no policies affecting this matter.

Relevant Consultation:
The process of developing the Security Master Plan began with a presentation to the CMT. The latter approved a list of City staff for interviews from the following departments/divisions and Boards.

Public Works Department
   Fleet & Facilities
   Water and Waste Water
   Transit
   Operations & Maintenance
   Red Hill Valley Project

Hamilton Emergency Services

Human Resources, Health & Safety

Community Services Department
   Culture and Recreation
CITY STRATEGIC COMMITMENT:

By evaluating the “Triple Bottom Line”, (community, environment, economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.

Community Well-Being is enhanced. ☑ Yes ☐ No
Public services and programs are delivered in an equitable manner, coordinated, efficient, effective and easily accessible to all citizens.

Environmental Well-Being is enhanced. ☑ Yes ☐ No
Human health and safety are protected.

Economic Well-Being is enhanced. ☑ Yes ☐ No
Investment in Hamilton is enhanced and supported. Risk to the Corporation is mitigated.

Does the option you are recommending create value across all three bottom lines?
☑ Yes ☐ No

Do the options you are recommending make Hamilton a City of choice for high performance public servants?
☑ Yes ☐ No
The creation of a respectful, desirable and supportive workplace.
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<td>4.2 Proposed Capital Spending Phasing</td>
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</tbody>
</table>
EXECUTIVE SUMMARY

In 2003, City Council approved funding for a Security Study with the stated aim of producing a “Security Master Plan”.

In 2004, the work commenced based on a three (03) stage process.

It was then realized that the report had to be produced at two (02) levels: the strategic, governance level, i.e. the “Security Master Plan” while a “Security Management Plan” would be produced for internal use.

The reasons are many and include legal implications pertaining to information confidentiality.

Based on our analysis and findings, a total of 8 specific recommendations to be approved by City Council were arrived at. The said recommendations are summarized below.

Summary of Recommendations to Council:

1. That the Security Policy for CoH be submitted to Council for approval and be adopted.

2. That a legal process be initiated to have all CoH facilities be declared as “private property”.

3. That the creation of a new Security Division headed by a Director under an appropriate Department along with the other new positions of Managers and Supervisors be submitted to Council for approval.

4. That the security function be dealt not as a reactive approach but as one based on prevention and deterrence.

5. That Council approves the creation of a Security Control Centre for Security.

6. That Council approves the City Hall mezzanine floor as the location for the Security Control Centre for security for all CCTV systems, intruder alarms, panic alarms, motion detectors and the security databases.

7. That an Order of Magnitude Capital Budget of $500,000 for implementation of the recommendations for the year 2007 be submitted to Council for approval and a capital budget of $ 5,500,000 be set aside for a period from 2008 – 2012 (5 years).
8. That an Order of Magnitude Operational Budget of $350,000 required to support payroll costs in year 2007 be submitted to Council for approval. That an Order of Magnitude Operational Budget of $515,000 required to support payroll costs for year 2008 on an annual basis be submitted to Council for approval.

Respectfully submitted,

V2PM – Project Advisors,
Portfolio PM – Security PM

Mel Gedruj, CSPM, PMP, OAA
President
1. INTRODUCTION

1.1 PURPOSE

On 01 January 2001, the Town of Ancaster, Dundas and Flamborough, the township of Glanbrook and the City of Hamilton and Stoney Creek were amalgamated and became the City of Hamilton (CoH). CoH is located at the west end of Lake Ontario.

According to the 2001 Census, Hamilton’s population is 490,270 - after adjusting for the Census undercount, Hamilton's population is estimated to be over 503,000. Hamilton has the ninth largest population of all Canadian cities and is the fourth largest of all Ontario cities, preceded by Toronto, Ottawa and Mississauga. CoH is one of the areas largest employers.

As a valued corporate function, security has now emerged as an important component of every municipality’s overall risk identification and mitigation. Current Municipal trends (Ottawa, Mississauga, London) have defined Corporate Security and Framework to protect people and property. Most Municipal governments are reviewing their security needs and operations. Mississauga and the City of Toronto have their own Master Plans. It is within such a context that CoH embarked on a mission.

Municipalities are confronted with a complex set of management functions- Public facilities, recreational venues and art works displays as well as an open interaction with the general public. If we add to the asset base, a multi-billion dollar infrastructure network of water utilities, sewer lines, roads, buildings and Information Technology systems, the magnitude of the task is then better understood.

A coherent Security Master Plan will provide a unified approach to a number of parts i.e. people and infrastructure. The whole would be viewed through the lens of an integrated citywide vision. It will take into consideration the specific needs of various geographical areas and their relationship to the central City authority, i.e., City Hall.

The program should seek, through this exercise, to identify reasonably foreseeable external and internal risks / threats to the security of people and hard assets. Risk assessments will cover system widely acknowledged risks as well as ones specific to departmental activity.

V2PM, based on their Project Management and Security background and credentials, was retained by CoH's Fleet and Facilities Division to manage this project. V2PM’s role is to provide all management functions designed to complete this assignment and to produce the actual Master Plan Document.

Along the process of developing the Security Master Plan, it was decided to separate the final report into two documents.

- Security Master Plan
• Security Management Plan

The logic behind this decision was discussed with CoH’s legal department.

The proposed Security Master Plan is the document that deals with the strategic governance level issues requiring Council endorsement for implementation. It also includes the proposed Security Policy for the CoH to be adopted. No details of the security implementation plan and procedures contemplated will be listed in a comprehensive way.

The proposed Security Management Plan is the detailed Security Implementation Plan for internal use and detailed procedures and counter measures which are confidential information. The Security Management Plan is expected to be subject to constant administrative updates on a regular basis to accommodate the changing Security needs.

This is the proposed Security Master Plan to be submitted to Council for approval.
1.2 **NEED / OBJECTIVE**

1.2.1 **Need**

CoH owns / leases a number of facilities / structures and are classified as different types as follows:

<table>
<thead>
<tr>
<th>Type</th>
<th>No. of Facilities / Structures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corporate Buildings</td>
<td>25</td>
</tr>
<tr>
<td>HECFI</td>
<td>3</td>
</tr>
<tr>
<td>Social and Public Health (Lodges Included)</td>
<td>16</td>
</tr>
<tr>
<td>Yards</td>
<td>29</td>
</tr>
<tr>
<td>Cemetery</td>
<td>7</td>
</tr>
<tr>
<td>Waste</td>
<td>6</td>
</tr>
<tr>
<td>Water &amp; Wastewater (Yards, Water treatment plants, Pumping stations)</td>
<td>92</td>
</tr>
<tr>
<td>Arena</td>
<td>21</td>
</tr>
<tr>
<td>Parks</td>
<td>145</td>
</tr>
<tr>
<td>Pools</td>
<td>15</td>
</tr>
<tr>
<td>Heritage</td>
<td>19</td>
</tr>
<tr>
<td>Historic</td>
<td>11</td>
</tr>
<tr>
<td>Recreation and Community Centres</td>
<td>60</td>
</tr>
<tr>
<td>Library</td>
<td>27</td>
</tr>
<tr>
<td>Fire</td>
<td>28</td>
</tr>
<tr>
<td>Lodges</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>506</strong></td>
</tr>
</tbody>
</table>

CoH employs approximately 9,300 people.

CoH has experienced in the recent past, various incidents that included financial loses, injury to people, etc.

Also the event of September 11, 2001 has awakened governments and corporations to the security needs of the 21st century. The altered consciousness, resulting from that shock compiled with the natural disasters that have plagued the world in recent years led to a compelling argument for Security and Emergency Preparedness.

It is within such a context that CoH embarked on this task to study how to better protect its assets, i.e. people and property. This means ensuring the safety and security of all its employees, elected officials, visitors / users using CoH facilities,
and ensuring that the corporate assets valued at billions of dollars are well protected.

1.2.2 Objective

The objective of this project can be summarized as follows:

- To establish ownership of the security function, i.e. create a Security Division, which will be responsible for the safety and security of CoH’s assets (people and property).
- To develop a Security Policy for CoH.
- To establish guidelines for the proper functioning of the security function and propose / recommend ways this can be achieved.
- To establish a path for the security function to develop and grow into a corporate function.

1.3 Mandate / Scope

1.3.1 Mandate

- To establish a Security Policy for CoH intended to protect its people and property.
- To develop a Master Plan for the Security Division.
- To develop a Management Plan for the implementation / creation of the Corporate Security Function.

1.3.2 Scope

The scope of this study was to develop a framework for the Security Function and to provide ways for implementation. The development of an Order of Magnitude Budget for the implementation of the recommendations was also included in the Scope.

However, the Scope does not include the following:

- Life Safety aspect which is sometimes tied to security.
- Emergency Plan
• Information Technology Data Security

• Business Recovery

However during our data collection process, cursory review of CoH’s Emergency Plan and an interview with the I.T. department was performed.

1.4 **METHODODOLOGY**

• Data Collection

• Assessment

• Benchmarking

• Analyze various options available to CoH

• Recommendations

• Develop Order of Magnitude Budgets (OMB)
2. SECURITY POLICY

2.1 PURPOSE

CoH depends on its personnel and staff to deliver services to the public.

It must manage resources with due diligence and take appropriate measures to safeguard them.

CoH Security Policy prescribes the apprehension of safe guards to reduce the risk of injury to persons, be they staff or visiting public. It is designed to protect employees, visitors, produce confidentiality, availability and value of assets and maintain service delivery levels. Also of importance is the protection of critical infrastructure including I.T. and water and wastewater.

2.2 DEFINITION OF SECURITY

Human Security can be said to have two main aspects. It means, first safety from such chronic threats as hunger, disease and repression. And second, it means protection from sudden and hurtful disruptions in the daily life pattern – whether in homes, in jobs or in communities.

Security is defined, for the purpose of this report, as follows:

Human Security
“Protection from sudden and hurtful disruptions in the patterns of daily work”

Asset Security
“Protection of assets from thefts and unlawful damage or destruction”
2.3 PROPOSED SECURITY POLICY STATEMENT

“The City of Hamilton is committed to providing a safe and secure environment in its facilities for employees, visitors and users of its facilities. Protection of assets from theft and unlawful activities or destruction is a major continuing objective. The City will make every effort to enhance security in its facilities by providing state of the art technology and access control, surveillance, and physical security.

The City’s approach to security will be based on prevention and deterrence. A foolproof security system does not exist, and the City, as an employer cannot guarantee a completely secure environment. The City, headed by Council, commits that every reasonable precaution will be taken to provide a safe and secure environment to the best of the City’s abilities.

Employees of the City will be trained to provide support to the work of the security management function. Security staff will be held accountable for ensuring that City employees receive the appropriate training to record and report systematically all threats identified and incidences occurred and to ensure that the proper prevention and deterrence measures are implemented at City facilities.

It is in the best interests of all parties to provide support to the work of security staff in providing a safe and secure environment. Commitment to the continual improvement of the security function is an integral part of this organization.”

Recommendation:

1. That the Security Policy for CoH be submitted to Council for approval and be adopted.
2.4 **LEGAL FRAMEWORK: “PRIVATE PROPERTY”**

2.4.1 **Ownership**

Territoriality and Ownership, both legal and symbolic are fundamental concepts in security management.

It would be highly advisable that CoH’s Legal Counsel confirm that all property owned by CoH would be considered “private property”. All properties must be considered a place of “business”. Patrons are customers in the same way that moviegoers are customers in a movie theatre.

The benchmarking study of the City of Mississauga (CoM) revealed that the first step by CoM in establishing a security program was to establish that all property owned by CoM is a private property, be it a park, arena, or other facility.

**Recommendation:**

2. That a legal process be initiated to have all CoH facilities be declared as “private property”.
3. IMPLEMENTATION PLAN

3.1 SECURITY MANAGEMENT STRUCTURE – SERVICE DELIVERY MODEL

3.1.1 Security Division – Proposed Organizational Chart

The new Security Division with the following structure under an appropriate department is proposed. The security function is proposed to be headed by a Director, reporting to a General Manager, with three (03) Managers under him/her. Manager of Security deal with different sections of the security function.

* Potential realignment of existing City Staff

* Approximately $1.5 Million is currently being spent by various departments. The role of the proposed Security Division will be to assist in the establishing of the quality criteria for the procurement of goods and services that are purchased by various departments.

** Field Security Staff

**

Director: Risk, Security & Emergency Preparedness

Responsibilities include:
- Strategic planning for all three (03) areas of knowledge
- Provide overall direction to the three (03) Managers reporting to the Director
• Provide leadership in coordinating with other relevant Departments
• Oversee the development of corporate standards and their testing
• Supporting the General Manager and CMT in the three (03) areas under supervision

**Manager: Risk**

As per current responsibilities.

**Manager: Emergency Preparedness**

Responsibilities include:
• To update the Emergency Response plan
• To co-ordinate drill and roll calls
• To organize training and knowledge acquisition for the benefit of the City
• To co-ordinate Business Continuity with IT and facilities to produce a Business Continuity plan
• To initiate new procedures and improve existing ones
• To coordinate compliance with current legislation

**Manager: Security**

Responsibilities include:
• To provide complete, effective Security Management
• Direct work of areas supervised
• Policy formulation
• Compliance with corporate policy and legislated requirements
• Direct the regular & comprehensive security assessment for corporate assets.
• Maintain statistical data for analysis and action.
• Oversee and direct Contract Management on security projects.

**Security Operations Section headed by a Supervisor:**

Responsibilities include:
• Surveillance
• Access control monitoring
• Co-ordination of security personnel including ongoing guard duties and patrolling
• All security training for employees as well as security guards

**Security Systems Section headed by a Supervisor:**

Responsibilities include:

• Security integration and security technology
• Security system installation in new or existing buildings and maintain and upgrade all security systems
• Issue and maintain and manage access cards for employees / visitors
• Archiving of videotapes

**Security Investigations Section headed by a Supervisor:**

Responsibilities include:

• Develop an event recording format to be a standard for CoH
• Co-ordinate with IT department and Security Systems Section to link the event reporting to the event-recording database.
• Maintain and review the database of incident reports
• Maintain and review the database of prohibited entrants
• Re-assign risk category numbers to facilities based on incident/event reports
• Reviewing the guidelines for proposed security measures at all facilities based on incident/event reports
• Conduct risk assessment audits
• Review current trends in security and plan for the future

### 3.1.2 Security Staff

Once the Security Division is created, the various options available for Security Personnel, i.e., outsourced, co-sourced, or in-house will be evaluated and exact requirements for security staff will be arrived at by the Security Division and submitted to Council for approval. Security staff is required for the 24/7 surveillance at the Security Control Centre and for performing patrolling and guard duties at the various CoH facilities.
The Security Division shall be responsible to carry out further analysis to decide on the detailed requirements for outsourced, co-sourced, or in-house security staff and submit a report with the nature and number of security staff required.

Currently, security services (i.e. security guards and intrusion detection monitoring) are for the most part contracted out through various departments and divisions without any central coordinating authority. Corporatewide, the consolidated cost was approximately $1.5 Million (inclusive of internal staff) in the fiscal year 2005.

### 3.1.3 Rationale for Staffing

1. The choice of department within which the Security Division should go is left to the discretion of CMT and Council. Security is a corporate function that connects with all other Divisions and Sections in a similar way as Purchasing, Facilities or Finance.

2. Security, Loss Prevention, Emergency Preparedness and even Business Continuity are all based on Risk Management.

   At the corporate governance level, integration of this area should be desirable, for efficiency purposes, knowledge build-up and clearer accountability.

   That is why it is recommended that all the above noted functions be integrated into one division. As it would be headed by a Director, the remaining managerial and supervisory levels flow from there.

3. A note on Emergency Preparedness

   This area is currently led by “co-ordinator” within the Fire Department.

   As witnessed in recent international events, Emergency Preparedness is more than the work of First-Responders, as it requires strong management capabilities to co-ordinate simultaneous actions and activities with unformed and civil personnel.

   At this time, business continuity should be added as a corporate function to make sure the provision of essential services to the public in times of emergency.

   Therefore it is recommended that the emergency preparedness (and business continuity) function be realigned to be led by a Manager within the newly created Division.
Recommendation:

3. That the creation of a new Security Division headed by a Director under an appropriate Department along with the other new positions of Managers and Supervisors be submitted to Council for approval.
3.2 SECURITY INTEGRATION

3.2.1 Security Division – Security Control Centre

The City Hall is proposed to be the new headquarters for the Security Division. The Emergency Operations Centre (EOC) is currently located in the City Hall and is where the Emergency Control Group, Emergency Support Group, and other support personnel assemble to share information, evaluate options and make decisions regarding the administration of an emergency and provide support to the emergency site. The location of the Security Control Centre in close proximity to the EOC might be very advantageous and benefit both operations.

After a preliminary analysis, City Hall’s mezzanine floor was selected as the most ideal location for the Security Control Centre.

Centralized Monitoring Station

The new approach to security is to be based on prevention and deterrence. To enable the implementation of this approach, the Security Control Centre should have a centralized monitoring station. Security staff will monitor all images captured by surveillance cameras in all CoH facilities from this central location.

The intrusion alarm, panic alarm, and motion detector monitoring has to be from this location as well, in close proximity to the central monitoring station and managed by the same security staff.

Security Database

The incident/event database, prohibited entrants database, and the access cards database will all be managed and archived at the Security Control Centre.

Event Reporting Structure

The Security Investigations Section shall be responsible to produce a standard event reporting procedure for reporting all events related to security city-wide.

Event Recording Database

All the events reported should go into a database, which keeps the data to derive statistics and assist in allocating resources to various departments / divisions / sections / facilities. A yearly report generated from the database should give the summary of the number of events, severity of the event and consequences. This report could be used, by the corporate security group, to verify/change the risk rating assigned to each facility.
Each division should use this database internally. The Security Investigations Section should review the events/incidents recorded by CoH staff members on a periodical basis and based on the statistics, make cases to request more resources from the corporate security group.

This will be the basis of Security Resource Allocation system for CoH.

**Prohibited Entrants Database**

This database should have the name and details of people including their pictures prohibited from entering the CoH premises in accordance with the Trespass Act. Another database CoH may maintain, in accordance with the privacy laws, is a list of potentially dangerous people & repeat offenders.

**Access Cards Database**

The Security Systems Section should be in charge of managing the access cards database.

The system that is recommended includes a picture identification card for all employees of CoH, which would be required to enter the restricted areas or the ‘Employees Only’ areas of a facility.

The identity card can be combined with the programmed access card and be used to allow or restrict cardholders to selected facilities or even selected areas of a facility.

**Recommendations:**

4. That the security function be dealt not as a reactive approach but as one based on prevention and deterrence.

5. That Council approves the creation of a Security Control Centre for Security.

6. That Council approves the City Hall mezzanine floor as the location for the Security Control Centre for security for all CCTV systems, intruder alarms, panic alarms, motion detectors and the security databases.
3.3 **Facilities Classification and Risk Categories**

3.3.1 **Facilities Classification**

Strictly for the security function, a new classification of all CoH facilities are proposed based on their security needs and nature of their operations. The categories of the facilities have been classified into the following:

- **Critical Infrastructure Facilities (CI)**
- **Public Interaction Facilities (PI)**
- **Corporate Facilities (C)**

Each of the facilities has been assigned a Risk Category number based on a number of criteria. The nature of the facility, the activities involved and the history of the facility are a few out of the many criteria.

The Risk Category number for each facility should be reviewed and revised on a yearly basis based on the event reports at that location. Meaning, a facility in a low Risk Category should be changed to a Medium or a High Risk Category if the number of security incidents reported at that facility increases.

**The Three Categories:**

The following methodology was used for assigning the facilities into the three categories.

**Public Interaction Facilities: (PI)**
All facilities of CoH where the General Public can come into the facility without a prior appointment to interact with the City staff for various purposes are classified as Public Interaction Facilities. (City Hall, Arenas, Parks, Library).

**Corporate Facilities: (C)**
All facilities of CoH where the Facility handles Corporate function (Risk & Legal, Public Works) are classified into Corporate facilities.

**Critical Infrastructure Facilities: (CI)**
All facilities of CoH, which handles or are linked to the Critical Infrastructure of the City, are classified into this group. (Public Transit, Water & Wastewater Division).

**Risk Categories:**

The Risk Category numbers from one (01) to three (03) were assigned to all facilities. Risk Category 1 meant high risk and 03 meant low risk.
3.4 **EMERGENCY PREPAREDNESS**

3.4.1 **Emergency Plan**

Once the Security Division is created, it should operate in close coordination with the Emergency Operations Centre located in the City Hall.

3.4.2 **Quick Reference Guide**

Develop a Quick Reference Guide, which shall have all the Emergency Contact List and the actions to be taken in case of emergency.

The guide may be expanded to include Emergency Medical Procedures. Security Division to coordinate with the Public Health Department if this is the case.

3.5 **BUSINESS RECOVERY SYSTEMS (I.T.)**

Due to the sensitive and critical nature of I.T., the steps taken at this time should be state of the art. The consulting team did not probe any further as privacy issues were paramount with this particular function.
3.6 **CPTED (Crime Prevention Through Environmental Design): Principles**

CPTED is mainly used when designing and building a new facility. This is a proactive crime fighting technique that believes that the proper design and effective use of the built environment can lead to a reduction in the fear and incidence of crime, as well as an improvement in the quality of life. In existing facilities, CPTED principles can be used to identify improvements to the built environment to address a number of safety and security issues by providing ways to improve access control, natural surveillance and territoriality, thus decreasing the probability of the problems from occurring.

When conducting security audits in existing buildings, a review of CPTED principles must be performed by the consulting firm that is conducting the audit.

When designing a new building, the CPTED principles has to be followed and it should be made mandatory that the consulting firm should use the services of a CPTED specialist.

3.7 **TRAINING**

Due to the high costs of training, consideration should be given for on-line training. Training could be at various levels. Training for all employees of CoH could involve an education / awareness program designed to help them provide support to the Security Division.

Security Division shall develop detailed training for Managers, Supervisors, Security Division employees, money handlers, mail / package handlers, etc.

3.8 **Proactive Approach**

An approach solely based on enforcement will not consistently and continually deal with the issues at hand. This is a reactive approach. For a long-term solution, a proactive strategy has to be implemented.

A multi-faceted approach involving all the stakeholders must be implemented. The stakeholders who should play a part of the problem solving mechanism includes but is not limited to:

- Police
- Government agencies
- Social services
- Outreach agencies
- Schools
- Parents
- Community centers
- Addiction counseling agencies
- Education and training agencies

If a CoH facility is noticed to have problems with loitering, trespassing, soliciting, etc., do not have these agencies (government or not) stand idle and wait until the problem escalates. These agencies should come out to the site (with all the stakeholders) and target those causing the problem. These groups will form the basis of the toolbox for dealing with these problems. This approach is proactive and termed **crime prevention through social development**.
### 4. BUDGET REQUIREMENTS

#### 4.1 SUMMARY OF ORDER OF MAGNITUDE BUDGET

**ORDER OF MAGNITUDE CAPITAL BUDGET:**

<table>
<thead>
<tr>
<th>No.</th>
<th>Item</th>
<th>$ (Cdn)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Allowance for a Security Control Centre including furniture, monitors, server and the building renovations</td>
<td>$750,000</td>
</tr>
<tr>
<td>2</td>
<td>Allowance for Integration of Access Control, Panic Buttons, Security Alarms and all similar functions, into the Surveillance System</td>
<td>$500,000</td>
</tr>
<tr>
<td>3</td>
<td>Allowance for common database for Incident Reporting and to maintain the database for prohibited entrants</td>
<td>$100,000</td>
</tr>
<tr>
<td>4</td>
<td>Security Upgrades to all Facilities classified as Risk Category 1 (47 facilities X $50,000/facility)</td>
<td>$2,350,000</td>
</tr>
<tr>
<td>5</td>
<td>Security Upgrades to all Facilities classified as Risk Category 2 (180 facilities X $5,000/facility)</td>
<td>$900,000</td>
</tr>
<tr>
<td>6</td>
<td>Contingency 15%</td>
<td>$690,000</td>
</tr>
<tr>
<td>7</td>
<td><strong>Total Global Order of Magnitude Capital Costs (Sub-total 1)</strong></td>
<td><strong>$5,290,000 +/-</strong></td>
</tr>
</tbody>
</table>

**Order of Magnitude Yearly Capital Costs: Others/Unknowns**

<table>
<thead>
<tr>
<th>No.</th>
<th>Item</th>
<th>$ (Cdn)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Training: Basic Security Training for all City Employees (Assumed to be on-line)</td>
<td>$150,000</td>
</tr>
<tr>
<td>2</td>
<td>Training: Advanced training for selected staff (Assumed 10% of staff)</td>
<td>$250,000</td>
</tr>
<tr>
<td>3</td>
<td>Security Audits: For all Risk Category 1 facilities (47 facilities)</td>
<td>$235,000</td>
</tr>
<tr>
<td>4</td>
<td>Contingency 15%</td>
<td>$95,250</td>
</tr>
<tr>
<td>5</td>
<td><strong>Total Global Order of Magnitude Other Costs (Sub-total 2)</strong></td>
<td><strong>$730,250 +/-</strong></td>
</tr>
</tbody>
</table>
## ORDER OF MAGNITUDE OPERATIONAL BUDGET:

<table>
<thead>
<tr>
<th>No.</th>
<th>Item</th>
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</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Security Director (2007)</td>
<td>$131,620</td>
</tr>
<tr>
<td>2</td>
<td>Security Manager (2007)</td>
<td>$102,300</td>
</tr>
<tr>
<td>3</td>
<td>Emergency Preparedness Manager (Upgrade) (2007)</td>
<td>$25,625</td>
</tr>
<tr>
<td>4</td>
<td>Security Systems Supervisor (2007)</td>
<td>$84,860</td>
</tr>
<tr>
<td></td>
<td><strong>Subtotal of 2007 Operational Cost:</strong></td>
<td><strong>$344,405</strong></td>
</tr>
<tr>
<td>6</td>
<td>Security Investigations Supervisor (2008)</td>
<td>$84,860</td>
</tr>
<tr>
<td></td>
<td><strong>Total Global Order of Magnitude Operational Costs for the year 2008 and beyond:</strong></td>
<td><strong>$514,125</strong></td>
</tr>
</tbody>
</table>

Breakdown of the payroll expenditure are provided in the table below:

<table>
<thead>
<tr>
<th>Position</th>
<th>Grade</th>
<th>2006 Pay</th>
<th>Gov’t Benefits</th>
<th>Employer Benefits</th>
<th>OMERS</th>
<th>Contingency</th>
<th>WSIB</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Security Director</td>
<td>11</td>
<td>108,207</td>
<td>4,966</td>
<td>5,257</td>
<td>9,060</td>
<td>3,018</td>
<td>1,109</td>
<td>131,620</td>
</tr>
<tr>
<td>Security Manager</td>
<td>8</td>
<td>83,193</td>
<td>4,478</td>
<td>4,801</td>
<td>6,658</td>
<td>2,320</td>
<td>853</td>
<td>102,300</td>
</tr>
<tr>
<td>Emerg. Prep. Manager</td>
<td>8</td>
<td>UPGRADE</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>25,625</td>
</tr>
<tr>
<td>Security Systems Supervisor</td>
<td>6</td>
<td>68,306</td>
<td>4,188</td>
<td>4,530</td>
<td>5,230</td>
<td>1,905</td>
<td>703</td>
<td>84,860</td>
</tr>
<tr>
<td>Security Operations Supervisor</td>
<td>6</td>
<td>68,306</td>
<td>4,188</td>
<td>4,530</td>
<td>5,230</td>
<td>1,905</td>
<td>703</td>
<td>84,860</td>
</tr>
<tr>
<td>Security Investigations Supervisor</td>
<td>6</td>
<td>68,306</td>
<td>4,188</td>
<td>4,530</td>
<td>5,230</td>
<td>1,905</td>
<td>703</td>
<td>84,860</td>
</tr>
</tbody>
</table>

**Total Security Payroll Costs at Step 1:** **514,125**

### Important Note:

1. All amounts are based on 2006 figures + 2.5% CPI adjustment.
4.2 PROPOSED CAPITAL SPENDING PHASING

Recommendations:

7. That an Order of Magnitude Capital Budget of $500,000 for implementation of the recommendations for the year 2007 be submitted to Council for approval and a capital budget of $5,500,000 be set aside for a period from 2008 – 2012 (5 years).

8. That an Order of Magnitude Operational Budget of $350,000 required to support payroll costs in year 2007 be submitted to Council for approval. That an Order of Magnitude Operational Budget of $515,000 required to support payroll costs for year 2008 on an annual basis be submitted to Council for approval.

END OF PROPOSED SECURITY MASTER PLAN