**Agenda – Council – January 28, 2021**

**Report – Standing Policy Committee on Protection, Community Services and Parks – January 13, 2021**

**Item No. 1 Winnipeg Fire Paramedic Service Strategic Direction**

STANDING COMMITTEE RECOMMENDATION:

On January 20, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection, Community Services and Parks and submitted the following Council:

1. That Recommendations 2, 3, and 4 be referred to the 2022 Budget Review Process, namely:

   "2. That the recommendations accepted by the Public Service, outlined in Appendix 2, be approved and implemented, subject to funding being identified in a Council approved budget.

   3. That subject to the approval of recommendation 2, the financial implications be referred to the 2021 budget process for consideration.

   4. That net proceeds from land sales arising from the consolidation of fire paramedic stations be used to fund recommendations identified in a Council approved budget arising from recommendation 3."

2. That the Proper Officers of the City be authorized to do things necessary to fulfill the intent of the foregoing.

**Report – Standing Policy Committee on Protection, Community Services and Parks – January 13, 2021**

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 20, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection, Community Services and Parks and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On January 13, 2021, the Standing Policy Committee on Protection, Community Services and Parks recommended to the Executive Policy Committee and Council that Recommendations 2, 3, and 4 be referred to the 2022 Budget Review Process.

COUNCIL DECISION:

On June 26, 2020, Council concurred in the recommendation of the Standing Policy Committee on Protection, Community Services and Parks and adopted the following:

1. That the Winnipeg Public Service be granted an extension of time of 120 days to report back on Recommendation 8, as approved by Council on March 20, 2020, namely:

   "8. That the Winnipeg Public Service be directed to report back within 90 days with a plan to increase uptake in the proactive smoke alarm program by 25% in fiscal year 2023."

2. That Recommendation 10, as approved by Council on March 20, 2020, be amended to read as follows:

   "10. That the Winnipeg Public Service be directed to present on the proposed Winnipeg Fire Paramedic Service Master Plan at each of the five Community Committees within 120 days."

3. That Recommendations 2, 3, and 4 be further laid over for 180 days, namely:

   "2. That the recommendations accepted by the Public Service, outlined in Appendix 2, be approved and implemented, subject to funding being identified in a Council approved budget.

**Report – Standing Policy Committee on Protection, Community Services and Parks – January 13, 2021**

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

3. That subject to the approval of recommendation 2, the financial implications be referred to the 2021 budget process for consideration.

4. That net proceeds from land sales arising from the consolidation of fire paramedic stations be used to fund recommendations identified in a Council approved budget arising from recommendation 3."

On March 20, 2020, Council concurred in the recommendation of the Standing Policy Committee on Protection, Community Services and Parks and adopted the following:

1. That Recommendations 1 and 5-10 be concurred in, namely:

"1. That the Fire Underwriters Survey for the City of Winnipeg, attached as Appendix 4, the Community Risk Assessment Standards of Cover, attached as Appendix 5, and the Winnipeg Fire Paramedic Service Master Plan, attached as Appendix 3, be received as information.

5. That the 5% allocations to each of the Historical Building Program and Enhanced Land Marketing Program, as approved by Council, be waived for the land sale arising from the consolidation of Marion Street and Windsor Park Stations.

6. That the Winnipeg Public Service provide verbal updates to the Standing Policy Committee on Protection, Community Services and Parks every September and December on the following:

A. Implementation of the Master Plan including investment strategies and action plans coordinated with all city departments that leverages respective expertise.

B. Data updates (growth strategies, community risk factors) that impact planning, prioritization, relationship with stakeholders of key risk types given fire and life safety risks.

**Report – Standing Policy Committee on Protection, Community Services and Parks – January 13, 2021**

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

7. That the Winnipeg Public Service provide verbal updates every quarter to the Standing Policy Committee on Protection, Community Services and Parks with respect to progress on Waverley West as a priority, identifying steering committee or a project core team members to consider project scope.

8. That the Winnipeg Public Service be directed to report back within 90 days with a plan to increase uptake in the proactive smoke alarm program by 25% in fiscal year 2023.

9. That the Winnipeg Public Service report back to the appropriate committee of Council on the need for a shared service agreement with the Rural Municipality of MacDonald for fire protection.

10. That, subject to the approval of Recommendation 1, the Winnipeg Public Service be directed to conduct public engagement sessions on the proposed Winnipeg Fire Paramedic Service Master Plan in each Community Committee area of the City."

2. That subject to the approval of Recommendation 10, that Recommendations 2, 3 and 4 be laid over for 90 days, namely:

"2. That the recommendations accepted by the Public Service, outlined in Appendix 2, be approved and implemented, subject to funding being identified in a Council approved budget.

3. That subject to the approval of recommendation 2, the financial implications be referred to the 2021 budget process for consideration.

4. That net proceeds from land sales arising from the consolidation of fire paramedic stations be used to fund recommendations identified in a Council approved budget arising from recommendation 3."

3. That the Proper Officers of the City be authorized to do all things necessary to complete the intent of the foregoing.

# ADMINISTRATIVE REPORT

**Title:** **Winnipeg Fire Paramedic Service Strategic Direction**

**Critical Path: Standing Policy Committee on Protection, Community Services and Parks – Executive Policy Committee – Council**

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| J. Lane | J. Lane | P. Olafson, Interim CFO | M. Ruta, Interim CAO |

## EXECUTIVE SUMMARY

Significant population and associated neighbourhood growth within the City of Winnipeg has resulted in increasing pressure on existing Winnipeg Fire Paramedic Service (WFPS) resources. This pressure is related to an increase in fire, rescue and medical incidents.

WFPS has experienced increased fire incident frequency, added property loss, and lengthened response times in both fire and medical incidents. This growth trend and expanded service demand is expected to continue for the foreseeable future.

The WFPS has utilized multiple innovative practices in an attempt to mitigate increased strain on limited resources, but continued pressure is evident in multiple areas including reduced response times, staff well-being, and resource availability.

Three reports were commissioned by WFPS to assist in developing its strategic and financial plans to ensure current and future service demands are met.

1. Fire Underwriters Survey (FUS) providing data from surveys of fire protection programs throughout Canada and a comparative assessment of Winnipeg (Appendix 4).

2. Community Risk Assessment Standards of Cover prepared by Emergency Services Consulting International Inc. (ESCI) documenting community risks, response resources, deployment strategies and service levels (Appendix 5).

3. WFPS Master Plan prepared by Emergency Services Consulting International Inc. (ESCI) containing an analysis of present and future needs together with recommendations provided in the two documents noted above (Appendix 3).

The recommendations included in each report are transformative, moving from current state that has changed very little since unicity amalgamation to a future state that includes new traffic management technology, updated performance standards, industry best practices, and

preparation for a consistently growing population and call volume. The recommendations have been consolidated and are attached as Appendix 2.
Many of the recommendations have already been completed within existing resources, however major recommendations requiring significant capital and operating increases need further consideration in the City's 2021 budget process.

Details supporting the department's analysis are complex and therefore the Department of Customer Service and Communication has provided a summary document, attached as Appendix 1, to assist readers in understanding supporting data collected by the department, including the current status of each station, in assessing operating and capital requirements.

## RECOMMENDATIONS

1. That the Fire Underwriters Survey for the City of Winnipeg, attached as Appendix 4, the Community Risk Assessment Standards of Cover, attached as Appendix 5, and the Winnipeg Fire Paramedic Service Master Plan, attached as Appendix 3, be received as information.

2. That the recommendations accepted by the Public Service, outlined in Appendix 2, be approved and implemented, subject to funding being identified in a Council approved budget.

3. That, subject to the approval of recommendation 2, the financial implications be referred to the 2021 budget process for consideration.

4. That net proceeds from land sales arising from the consolidation of fire paramedic stations be used to fund recommendations identified in a Council approved budget arising from recommendation 3.

5. That the 5% allocations to each of the Historical Building Program and Enhanced Land Marketing Program, as approved by Council, be waived for the land sale arising from the consolidation of Marion Street and Windsor Park Stations.

6. That the proper officers of the City be authorized to do all things necessary to complete the intent of the foregoing.

## REASON FOR THE REPORT

To provide information for Council consideration relating to a study completed by the Fire Underwriters Survey (FUS) together with other studies mentioned in the Executive Summary regarding fire and paramedic operating and capital requirements.

## IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations in the report are not implemented the level of service for residents may decline, resulting in increased community risk, property loss, and decreased staff safety and well-being.

In the event the recommendations are not implemented, FUS will reduce its ratings evaluation for the City of Winnipeg leading to potential increases in insurance premiums for City residents including commercial facilities.

Upon approval of the recommendations, the Public Service will draft a formal letter to FUS detailing the measures that have and will be undertaken, subject to funding being identified in a Council approved budget, to preserve the Public Fire Protection Classification (PFPC) at Grade 2 and the Dwelling Protection Grade (DPG) at 1.

## HISTORY/DISCUSSION

The reports are third party independent assessments of the WFPS that are necessary to direct strategic planning. The WFPS has not previously undertaken a forward-looking assessment of this nature. The recommendations are therefore transformative, moving from current state that has changed very little since unicity amalgamation to a future state that includes new traffic management technology, updated performance standards, industry best practices, and preparation for a consistently growing population and call volume. The recommendations address serious infrastructure and operating capacity deficits that threaten the ability of the department to fulfill its response and regulatory mandates.

The three reports provide different views of the current and future needs of the service. The FUS provides the City's fire risk rating for insurance purposes. The FUS is primarily focused on property conservation. The Standards of Cover (SoC) takes a snapshot view of the current state of fire and EMS service in the City, and compares it to established standards in similar communities. The WFPS Master Plan provides recommendations to address the gaps identified in the FUS and SoC and to prepare the City for its current and future emergency service needs.

### Fire Underwriters Survey (FUS)

In 2014 the City of Winnipeg contracted the services of SCM Opta Information Intelligence Inc. to evaluate the community's fire protection programs. The purpose of the assessment is to determine whether the community's current fire insurance grading classifications are representative of the fire protection programs and fire protection resources that are currently in

place within the community. Recommended improvements that were achievable within existing budgets were implemented over three years, and an update was performed in 2018.

The FUS provides a community's insurance ratings based on its risk of major fire events and the resources available to protect the community from, prevent, and mitigate those events. The ratings are used by insurance companies and brokerages representing more than 85 percent of the private sector property and casualty insurers in Canada to determine insurance premium rates. FUS provides recommendations to municipalities where improvements will enable them to better deal with fire protection problems.

The FUS uses two ratings. The Public Fire Protection Classification (PFPC) grading system evaluates the ability of a community's fire protection programs to prevent and control major fires that may occur in multi-family residential, commercial, industrial, and institutional buildings and during construction developments. The PFPC is a numerical grading system scaled from 1 to 10. Class 1 is the highest grading possible and Class 10 indicates that little or no fire protection is in place. The Dwelling Protection Grade (DPG) assesses the protection available for buildings such as single-family dwellings. The DPG is a numerical grading system scaled from 1 to 5. One (1) is the highest grading possible and five (5) indicates little or no fire protection is provided.

A community's FUS should be updated approximately every five years. However, the last FUS for Winnipeg was completed in 1988 with a PFPC Grade 2 and a DPG Grade 1.

The 2014 survey yielded a PFPC of 4, bordering on 5. This had the potential to raise insurance premiums on affected properties by 11 – 15% per annum. The 2014 DPG remained at 1. With the 2018 revisions, the PFPC has improved to 3, just bordering on 4. The DPG remained constant at 1.

FUS will provisionally maintain the previous PFPC and DPG ratings (2 for PFPC and 1 for DPG) if the City of Winnipeg provides a letter of intent to follow recommendations to restore previous ratings within a reasonable time period. Otherwise, the reduced PFPC 3 and DPG 1 ratings will be assigned to Winnipeg, resulting in potential insurance premium increases.

**Community Risk Assessment Standards of Cover (SoC)**

In 2017, Emergency Services Consulting International Inc. (ESCI) was selected as the successful bidder in an open competitive RFP process to comprehensively perform a Standards of Cover analysis and Master Plan for the WFPS. Extensive site visits and consultations occurred during the year. Drafts were received, reviewed for accuracy, and updated with new and developing information. The final reports were received in April 2019.

The SoC is an assessment of community risks, response resources, deployment strategies, and service levels. This report follows the Center for Public Safety Excellence (CPSE) Community Risk Assessment: Standards of Cover, Sixth Edition model that develops written procedures to determine the distribution and concentration of a fire and emergency service agency's fixed and mobile resources. The purpose for completing such a document is to assist the agency in ensuring a safe and effective response force for fire suppression, emergency medical services, and specialty response situations. The report achieves the following:

- Identifies the unique characteristics of its community,

- Applies a methodology to perform an all-hazard risk assessment,
- Determines response strategies relative to the community's unique hazards and risks,
- Assesses the historical quality of emergency response performance,
- Identifies specifically where quality performance exists and where quality of performance is challenged (gaps), and
- Establishes plans for quality maintenance or improvement as might be necessary.

The SoC proposed that operating fewer stations (24 stations), properly positioned and configured, could improve response performance over the current 30 facility model. The repositioning of the facilities provides greater balance in travel time coverage over the current deployment, and the opportunity to remodel, reconfigure, or rebuild stations with a focus on egress from all areas of the station for improved turnout time and provides adequate space for vehicle assets.

**Master Plan**

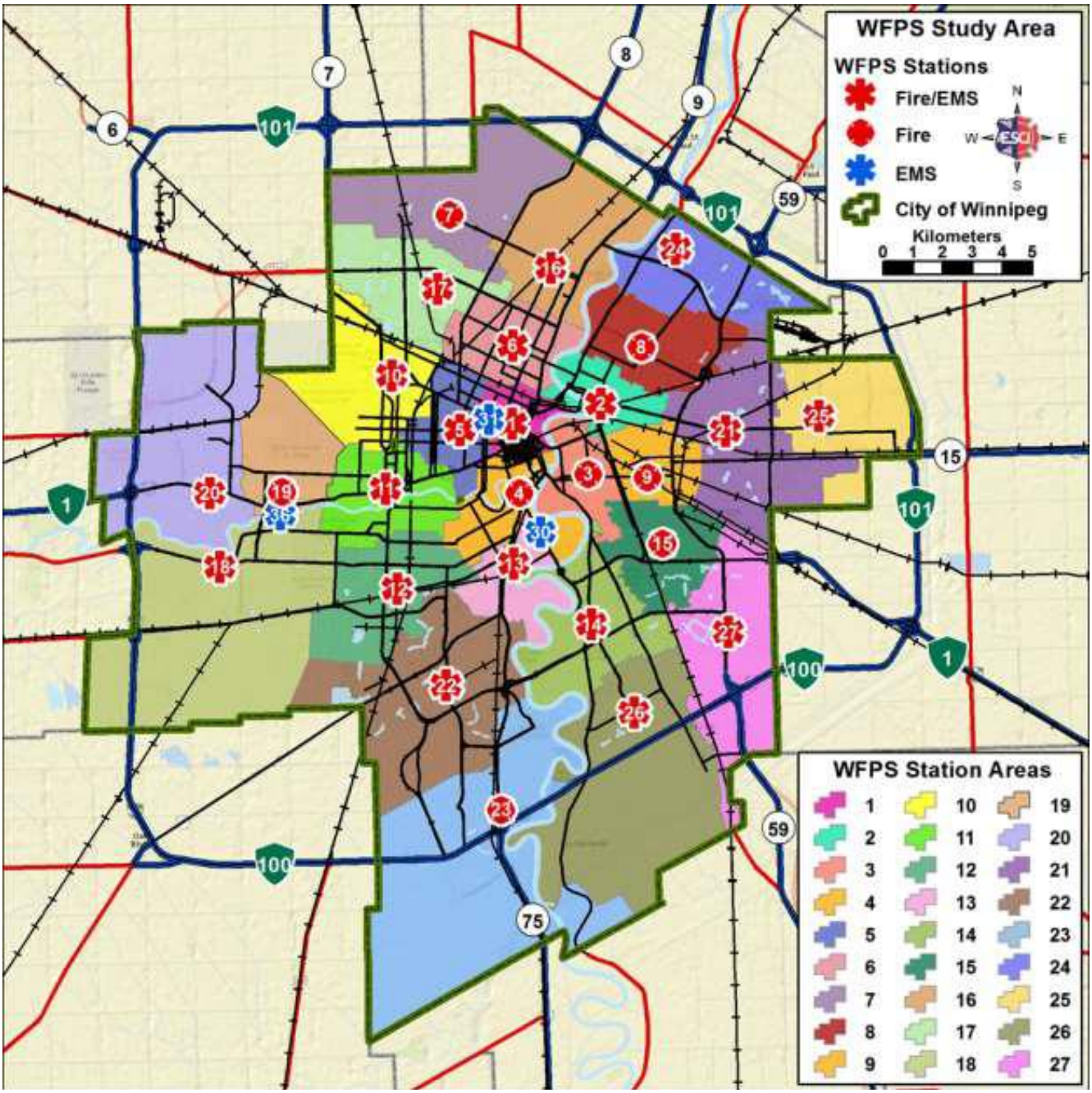
Concurrent with the SoC, ESCI prepared a master plan to evaluate the department in relation to the community's current risks, anticipated community growth (and therefore associated risk), and recommend steps to position the department to address growth with appropriate resources and infrastructure. In short, a master plan keeps the department from lagging behind community growth and development. It is an effective policy-making and budgeting tool as well. Knowing where and how the community will grow into the future and what the fire paramedic service will need in terms of policy and budget support to address it—well in advance—is a critical element for City Council deliberation.

The major infrastructure changes in the recommendations are supported by the implementation of an emergency vehicle traffic pre-emption system. In essence, emergency vehicle pre-emption gives green lights to traffic in the direction of travel of an emergency vehicle. The proposed system leverages the highly innovative traffic management network that was recently established in the city. Using a centralized control methodology integrated with the new computer-assisted dispatch (CAD) system approved in the 2019 budget will permit city-wide implementation of this essential program at a small fraction of the cost of traditional commercially-available emergency vehicle pre-emption. The system allows each station to effectively provide service to a larger area due to faster and safer responses.

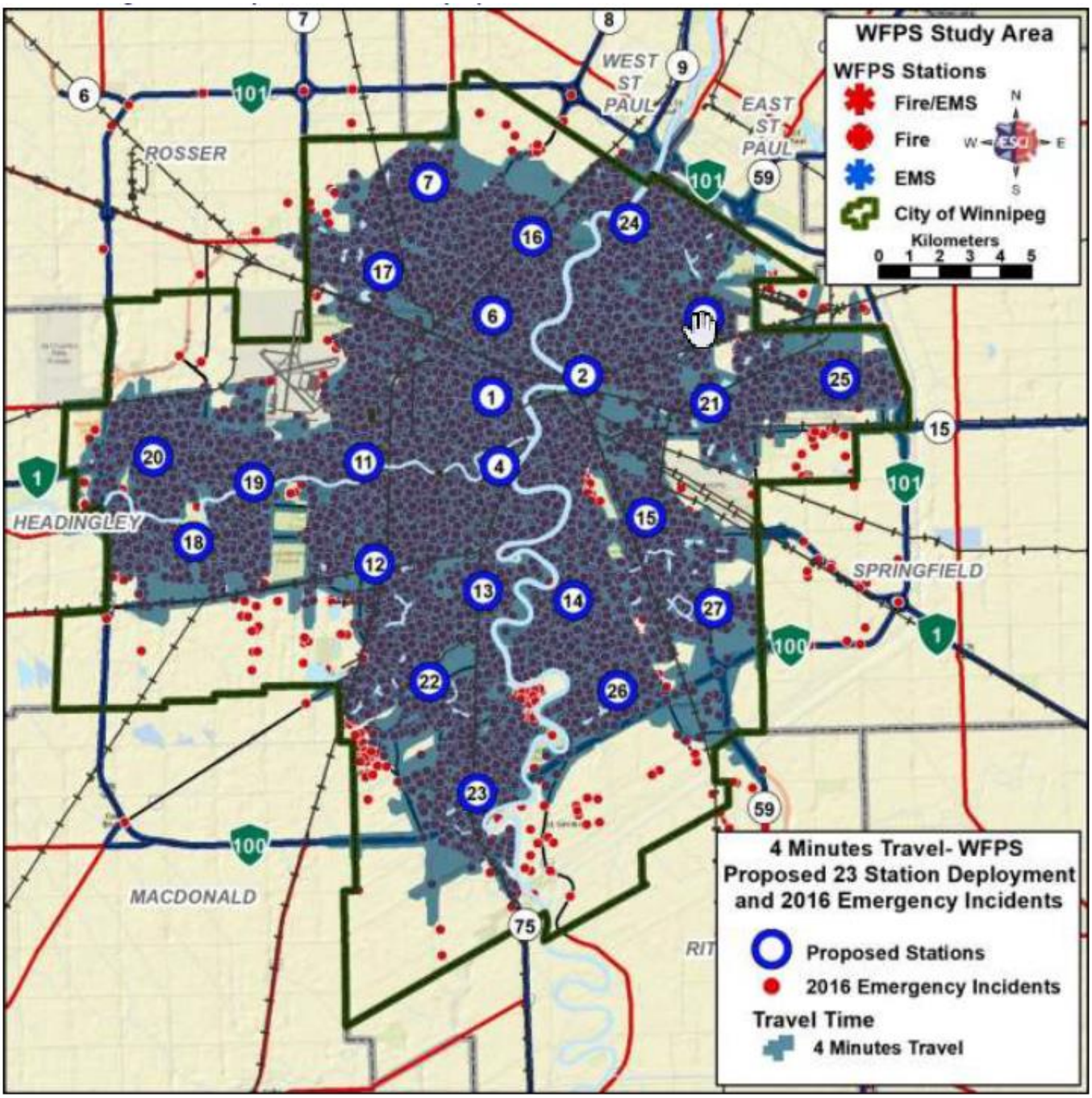
With the pre-emption system in place, the report recommends the consolidation of current and expanded response resources within 23 stations from the existing 30, and one new station in Waverley West. Since over half of the existing stations predate unicity amalgamation, their locations are based on the old municipal boundaries. Furthermore, those same stations are identified as end of life. Therefore, this is an opportunity to reduce the service's footprint and simultaneously replace aging infrastructure in more optimal locations.

A significant recommendation of the report is that no reduction of response personnel or vehicles should occur. The report recommends increasing and repurposing of response and support resources for greatest efficiency and efficacy.

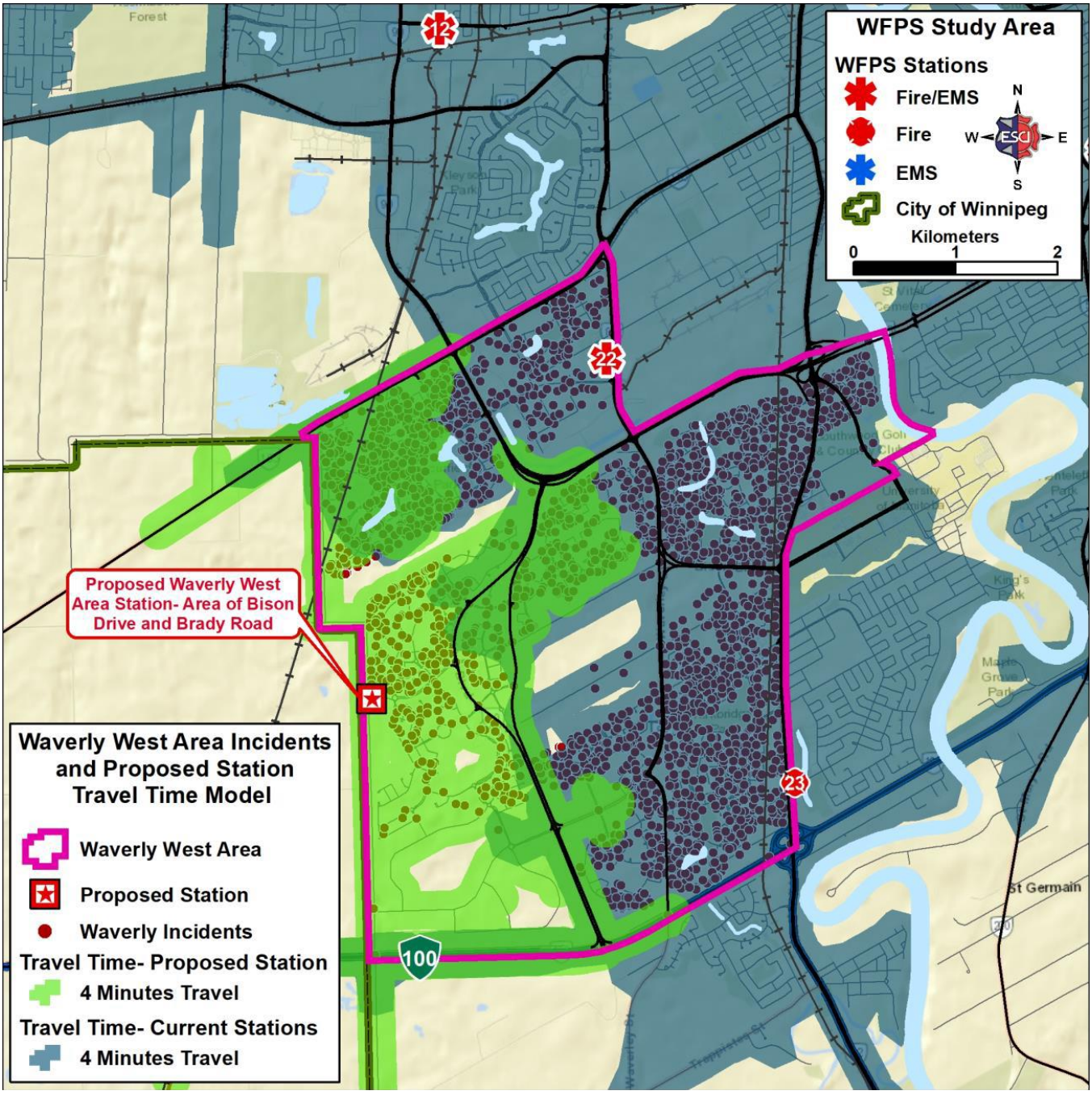
The map below illustrates current WFPS station coverage with 27 fire and fire/EMS stations and 3 stand-alone EMS stations:



The following map depicts the proposed WFPS station coverage with 23 fire and fire/EMS stations:



The following map depicts the proposed Waverley West station in the area of Bison Drive and Brady Road:



There are suggested improvements that apply solely to paramedic services. Council has directed the Public Service to operate on a full cost recovery basis. Potential investment required for ambulance operations will form part of contract negotiations with Shared Health. To inform the negotiation process, the WFPS (in 2019) provided Shared Health with a detailed report setting out the service pressures and investment requirements to address the significant issues the paramedics face on a daily basis. This report expands the foundational documents recommendations related to the paramedic service and forms the basis for the financial analysis later in this report.

## Discussion

The Fire Underwriters Survey, the Community Risk Assessment Standards of Cover, and the Winnipeg Fire Paramedic Service Master Plan contain recommendations that address significant infrastructure and operating capacity deficits that threaten the ability of the Department to fulfill its response and regulatory mandates, and to maintain the City's fire insurance risk rating.

A significant investment is required in order to meet regulatory mandates such as the response time requirements of the National Fire Protection Association (NFPA). These include:

- Reducing from 30 stations to 23 plus a net new station in Waverley West
- Implementing traffic pre-emption

Other significant investments include:

- Updating stations to meet current health and safety requirements which would minimize personnel exposure to fire-contaminated equipment and vehicle exhaust
- Updating stations to ensure there is no negative effect on the City's fire insurance rating
- Updating the training facility to ensure there is adequate capacity for the Department's current training requirements, including live fire training which is currently not possible due to structural failures of the burn house
- Increasing the current staffing complement in the fire and injury prevention branch to ensure that provincially-and locally-mandated inspections occur, and to perform more pro-active prevention measures
- Improving fire heavy fleet, along with additional ladder units and crews to meet response time standards

A high level summary of these reports are outlined in the WFPS 2020 Strategic Direction Detail (Appendix 1).

All recommendations are summarized in Appendix 2 and are broken out into 4 categories:

1. Recommendations which require additional funding.
2. Recommendations the Public Service has completed within existing resources.
3. Recommendations the Public Service are currently working on within existing resources.
4. Recommendations from the Fire Underwriters Survey and Community Risk Assessment Standards of Cover which the Public Service is not in agreement with and will not be completing.

Appendix 2 details the required additional capital and operating budget for these recommendations through to 2034. The most notable capital investments are the construction of six consolidated stations and one new station in Waverley West. Operating investments include human resources and fleet lease costs.

The accepted recommendations contain the elements necessary to prepare the Service to appropriately meet the current and future fire and paramedic protection and response needs of the City of Winnipeg. It will also ensure that the Public Service meets all of its regulatory mandates and maintains the FUS rating to 2 (from the current 3). These elements will be integrated into the Service's strategic plan and submissions for the 2021 budget process for consideration.

It is possible that partnership arrangements could be negotiated with Capital Region neighbours that would see the Winnipeg Fire Service responding to calls beyond the City boundary. This may generate additional funding that would offset the cost of the investments proposed in this report (no funding from this source is included in this analysis). The proposed Waverley West station would be ideal for this sort of arrangement given its proximity to neighbouring areas outside the City boundary.

**Financial implications arising from the recommendations**

The foundational documents recommend significant investment for the Fire Paramedic Service in order to achieve the response and prevention standards expected within a municipality the size of Winnipeg.

This investment is required in order to maintain the 1988 PFPC grading at level 2. If no investment is made, the Fire Underwriters Survey assessments would apply and the PFPC grading would drop to a 3-4 level. This could result in insurance rates increasing between 11% and 15%.

The investments affect all areas of the Department and require a significant increase to both capital and operating budgets in order to implement.

Appendix 2 contains a list of proposed investments aligned with the recommendations that require additional funding. Those recommendations that have been or will be completed within existing budgets have been excluded from this financial implications review.

The following tables set out the high level capital and operating expenditure budget implications of the recommendations over the final three years of the current multi-year budget period (2021 to 2023). There is nothing proposed in the 2020 Preliminary Budget to address the remaining

recommendations requiring additional funding. Funding implications for both operating and capital are forecasted to 2034 in Appendix 2.

The analysis assumes proceeds from sales of surplus property arising from the consolidation of Fire Paramedic Stations are used to fund the recommended funding requests (via the Land Operating Reserve).

**Capital expenditure (Authorization) ($'000)**

| Loan length | Item | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|
| 15 years | Uninterruptable power supply | 0 | 0 | 0 | 0 | 0 |
| 30 years | Station consolidation and relocation | 0 | 13,439 | 10,927 | 0 | 0 |
| 15 years | Traffic pre-emption | 0 | 0 | 0 | 168 | 1,150 |
| 15 years | Station capital maintenance | 0 | 0 | 0 | 0 | 3,450 |
| | Fleet Management Agency (FMA) | 0 | 0 | 0 | 3,712 | 1,150 |
| | **Total** | **0** | **13,439** | **10,927** | **3,880** | **5,750** |

**Capital funding (Authorization) ($'000)**

| Notes | Capital funding source | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|
| 1 | Land sale | 0 | 600 | 0 | 0 | 0 |
| 2 | Growth fee | 0 | 0 | 7,000 | 0 | 0 |
| | External debt 30 years | 0 | 12,839 | 3,927 | 0 | 0 |
| | External debt 15 years | 0 | 0 | 0 | 168 | 4,600 |
| | FMA capital funds | 0 | 0 | 0 | 3,712 | 1,150 |
| | **CoW Total** | **0** | **13,439** | **10,927** | **3,880** | **5,750** |

**Notes and assumptions:**

1 Land sale based on 90% of assessed value (land sale cashflow timing is two years after project authorization). Historical Building and Enhanced Land Marketing Program allocations are considered waived for this land sale.

2 Growth fee based on limited initial application (new residential development, only in select geographies) and initial reduced rate (50% of full rate) and applied against growth based investments.

The net balance of capital will be funded from external debt.

Land sale will be deducted first from 30 year debt and second from 15 year debt if applicable.

FMA – in addition to the investments shown above, from 2026 (shown within the full analysis in Appendix 2), there will be further vehicle acquisitions (one ladder) as well as existing vehicle replacement. The department is aware that all of these costs are not currently factored into the fleet replacement plan. As such there is an expectation that additional capital funding will be required to enable FMA to fund these acquisitions.

Shared Health - there are no Shared Health capital funding implications arising from the capital expenditure noted above. The expectation is that ambulance service occupation and usage of

City station assets will be funded from annual lease charges relating to the proportion of space occupied. This will become an operating revenue and cover all related debt funding costs associated with station reconfigurations, as well as capital maintenance and all operating costs (routine maintenance, utilities, etc.).

The financial analysis provides for construction inflation of 3% per annum.

**Operating expenditure ($'000)**

| Notes / (SH percent) | Item | 2021 | 2022 | 2023 |
|---|---|---|---|---|
| | External debt repayment (30 years) | 0 | 237 | 674 |
| | External debt repayment (15 years) | 0 | 0 | 0 |
| 3 | Internal debt interest repayment (bridge) | 0 | 0 | 9 |
| | Total external debt | 0 | 237 | 683 |
| 4 | Less: SH property lease payments | 0 | 0 | 0 |
| | Net external debt | 0 | 237 | 683 |
| | Departmental accreditation | 0 | 0 | 0 |
| (50%) | Assistant Chief WFPS Training | 0 | 0 | 0 |
| | Additional ladder crew | 0 | 0 | 0 |
| | Operating lease for three ladders | 0 | 0 | 0 |
| | Operating lease for vehicle replacement | 0 | 0 | 0 |
| | Heavy fleet mechanics | 0 | 0 | 0 |
| (100%) | EMS training staffing | 0 | 0 | 0 |
| | Fire prevention staffing | 0 | 0 | 0 |
| | Fire protection staffing | 0 | 0 | 0 |
| (25%) | Public Education staffing/resource | 0 | 0 | 0 |
| | Fire investigation staffing | 0 | 0 | 0 |
| | Community risk reduction program | 0 | 0 | 0 |
| | Emergency management scenarios | 0 | 0 | 0 |
| (100%) | Paramedic resourcing | 0 | 0 | 0 |
| | Total | 0 | 237 | 683 |
| | CoW total | 0 | 237 | 683 |
| | SH total | 0 | 0 | 0 |

**Operating funding ($'000)**

| Notes | Operating funding source | 2021 | 2022 | 2023 |
|---|---|---|---|---|
| 5 | SH contract payment | 0 | 0 | 0 |
| 6 | Future property tax (from sale of land) | 0 | 0 | 0 |
| 7 | Revenue from Fire Operations | 0 | 0 | 0 |
| | Total | 0 | 0 | 0 |
| | **Shortfall in funding** | **0** | **237** | **683** |

**Notes and assumptions:**

3 Interim financing will be required as a one year bridging loan to support the Windsor Park and Marion consolidation given the assumptions around land sale.

4 SH contribution to station use will be through a property lease arrangement. The tables above reflect leasing for only those stations impacted by the investment need. Full transition to leasing for unaffected stations will be achieved as part of the new contract negotiation.

5 Full or partial SH investments are subject to confirmed funding as part of the EMS contract.

6 Tax revenue flows two years after sale of land.

7 Fire Operations revenue is forecast in line with current recovery levels (approximately 30% cost recovery).

The operating cost of the amended station network overall is expected to remain similar to the cost of the current station network.

External debt repayment reflects the net borrowing requirement after other related capital revenue streams are considered (land sale and growth impact fee). Borrowing cost cover interest at the prevailing rate, principal repayment and any associated debt placement costs. As mentioned elsewhere in this report, a number of recommendations with budget implications relate solely to the ambulance service. These recommendations (See Appendix 2 - MP22, MP28, MP29, MP30, MP34, MP35) require significant investment and have been allocated to the Shared Health contract payment funding source in the financial analysis. This approach ensures the full cost recovery principle is maintained for the City of Winnipeg.

As the ambulance service is fully funded by Shared Health, all investment proposals relating to ambulance service remain subject to Shared Health funding approval. The City and Shared Health are currently negotiating a new agreement.

The investments with either full or partial Shared Health funding are shaded for ease of reference with annotation as to the expected cost share.

**Operating implications beyond 2023**

In some instances costs are not anticipated until beyond 2023 and so appear in the preceding table as zero values but do have associated investments shown in Appendix 2.

In addition, a number of recommendations in the external supporting documents prepared by FUS and SoC reference enhancements to the Fire and EMS training centers (See Appendix 2 - FUS11, SOC10, MP52, MP53, MP54). Work is currently underway to determine departmental requirements for a training academy. As such there is no investment currently reported in the financial analysis, however a high level estimate sets the project at around $50 million. Once this scoping work is complete a working proposal will be brought forward in a future year budget process.

As mentioned previously, the Shared Health property lease payment will cover all debt funding costs associated with station reconfigurations, as well as capital maintenance and all operating costs (routine maintenance, utilities, etc.), with appropriate apportionment between fire and the ambulance service. This will be benchmarked with external market lease rates to ensure fairness and consistency.

The Department would strategically locate station expansions to ensure that the additional capacity created would also serve the Department for future growth in fire response need in the event that Shared Health were to withdraw the contract for ambulance services.

Revenue from Fire Operations assumes a continuation of cost recovery currently experienced in the branch of approximately 30% of cost. A review of the pricing and charging policies within Fire Operations will be undertaken during 2020. This review is expected to recommend changes to the pricing model and charging practices going forward.

To implement the recommendations of the foundational documents there are considerable capital and operating impacts which will result in additional cost to both the City of Winnipeg and Shared Health. This analysis has identified a number of funding sources which help to reduce the funding impact. However, there remains a significant shortfall in funding required to meet the recommendations.

The financial analysis provides for general inflation of 2% per annum.

## FINANCIAL IMPACT

**Financial Impact Statement** **Date:** February 11, 2020

**Project Name:** **First Year of Program** **2021**

Winnipeg Fire Paramedic Service Strategic Direction

| | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|
| **Capital** | | | | | |
| Capital Expenditures Required | $ - | $ 13,439 | $ 10,927 | $ 3,880 | $ 5,750 |
| Less: Existing Budgeted Costs | - | - | - | - | - |
| Additional Capital Budget Required | $ - | $ 13,439 | $ 10,927 | $ 3,880 | $ 5,750 |
| **Funding Sources:** | | | | | |
| Debt - Internal | | | | | |
| Debt - External | | 12,839 | 3,927 | 3,880 | 5,750 |
| Grants (Enter Description Here) | | | | | |
| Reserves, Equity, Surplus | | | | | |
| Other - Growth impact fee | | | 7,000 | | |
| Other - Land Operating Reserve | | 600 | | | |
| Total Funding | $ - | $ 13,439 | $ 10,927 | $ 3,880 | $ 5,750 |
| Total Additional Capital Budget Required | $ 33,996 | | | | |
| Total Additional Debt Required | $ 26,396 | | | | |
| **Current Expenditures/Revenues** | | | | | |
| Direct Costs | $ - | $ 237 | $ 683 | $ 5,986 | $ 10,064 |
| Less: Incremental Revenue/Recovery | - | - | - | 3,021 | 6,043 |
| Net Cost/(Benefit) | $ - | $ 237 | $ 683 | $ 2,965 | $ 4,021 |
| Less: Existing Budget Amounts | - | - | - | - | - |
| Net Budget Adjustment Required | $ - | $ 237 | $ 683 | $ 2,965 | $ 4,021 |

**Additional Comments:**

This FIS provides a summary of the net investment necessary to meet the recommendations of the three foundational documents.
The recommendations of the report are seeking approval from Committee to refer the additional capital and operating budget noted above, to the 2021 budget process for funding consideration.

original signed by
John Hall, FCMA, CGMA
Financial Controller
Fire Paramedic Service

## CONSULTATION

This Report has been prepared in consultation with:

N/A

## OURWINNIPEG POLICY ALIGNMENT

01-2a Collaborate to make safe communities
01-2b Emergency Preparedness, Response and Recovery

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #5 Low Carbon and Energy Efficient Buildings

Key Directions and Actions

1.3 Implement Low Carbon and Energy Efficient City Facilities and Buildings
1.5 Reduce Employee Vehicle Kilometers Travelled (VKT) and associated GHGs
1.6 Reduce Consumption and Increase Waste Diversion
3.5 Reduce Traffic Congestion
4.1 Increase Strategic Infill Development That Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service
4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities
5.1 Increase Energy Performance of Existing Buildings
5.2 Improve Energy Performance of New Buildings
7.1 Implement Opportunities to Improve Winnipeg's Resilience and Adaptability to the Effects of a Changing Climate

The WFPS sees firsthand the impacts of climate change with the increased frequency of severe/extreme weather events. As climate changes the service also sees increased risks such as wildland-urban interface (WUI) fires threatening city homes and businesses and flooding.

As such, the WFPS strives to be a leader in climate change action, adapting processes, policies and strategies with environmental factors in mind. For example, recommendations include building new, energy-efficient facilities as well as implementing a traffic pre-emption system which will reduce fuel consumption. The implementation of new technology allows crews to fight fires using less water and fuel.

**SUBMITTED BY**

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Division: Executive
Prepared by: John Lane, Fire & Paramedic Chief
Date: February 11, 2020

Attachments:

Appendix 1 – WFPS 2020 Strategic Direction Detail

Appendix 2 – Consolidated Recommendations, Investments to Meet Recommendations and Funding Impact of Investments

Appendix 3 – Winnipeg Fire Paramedic Service Master Plan

Appendix 4 – Fire Underwriters Survey

Appendix 5 – Community Risk Assessment Standards of Cover

Appendix 6 – Detailed Capital Budget Sheets