Minute No. 747
Report – Executive Policy Committee – September 14, 2022

Item No. 22 Strategic Priorities Action Plan (SPAP) Process

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Corporate and Council Planning Cycle and Framework, outlined in Appendix A of this report, be adopted.

2. That the strategic planning process, outlined in Appendix A of this report, be adopted as a recurring strategic planning process beginning in the first month of an incoming Council's term following a civic election.

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

Report – Executive Policy Committee – September 14, 2022

DECISION MAKING HISTORY:

Moved by His Worship Mayor Bowman,

That the recommendation of the Executive Policy Committee be adopted.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 14, 2022, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

ADMINISTRATIVE REPORT

Title: Strategic Priorities Action Plan (SPAP) Process

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Hildebrand	M. Jack	N/A	M. Jack

EXECUTIVE SUMMARY

OurWinnipeg 2045 identifies the preparation of a Strategic Priorities Action Plan (SPAP) as a critical and necessary step toward achieving the goals and objectives of *OurWinnipeg 2045*, the City of Winnipeg's long-term development plan.

This administrative report proposes to establish a new, recurring strategic planning process an incoming Council can use to prepare its first SPAP following the civic election in October 2022, and subsequent Councils can refine and use following future civic elections.

The strategic planning process is proposed to involve all members of Council equally. The plan developed through the process is proposed to be Council's plan reflecting their governance role. The process aims to build trust, achieve common understanding, discuss opportunities and challenges, and build consensus on priorities for the duration of a four-year Council term.

It sets a framework through which the Public Service supports Council to reconcile and align election commitments, key priorities, and actions of an incoming Council with existing Council policies, operational priorities and challenges, long-term strategies and plans, and *OurWinnipeg 2045*.

Finally, the new strategic planning process proposes to align key existing processes including the four-year multiyear balanced budget process adopted by Council in 2020, the civic election cycle, as well as the provincially legislated requirement to initiate a review of *OurWinnpeg 2045* in five years.

RECOMMENDATIONS

1. That Council adopt the Corporate & Council Planning Cycle & Framework outlined in Appendix A of this report.

2. That Council adopt the strategic planning process outlined in Appendix A of this report as a recurring strategic planning process beginning in the first month of an incoming Council's term following a civic election.

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

REASON FOR THE REPORT

Currently, no formal strategic planning process exists to support Council in the development and approval of a strategic plan. However, a need to prepare a strategic plan has been identified. *OurWinnipeg 2045*, adopted by Council in May 2022, identifies a need to prepare a Strategic Priorities Action Plan (SPAP). As well, the final Governance Review report submitted by MNP in September 2021 also recommended the establishment of an overarching Council-approved strategic plan.

This administrative report recommends the establishment of a recurring strategic planning process beginning in the first month following a civic election. It proposes a process an incoming Council can initially use to prepare their first SPAP starting in November 2022 following the upcoming civic election. In the absence of an established strategic planning process for Council, fulfilling Council direction on a key deliverable in *OurWinnipeg 2045* as well as addressing one of the recommendations in the Governance Review report would not be possible.

IMPLICATIONS OF THE RECOMMENDATIONS

If adopted, Council will formally establish a new, recurring strategic planning process distinct from the budget and other planning processes. It would give the Public Service the necessary direction and time during the upcoming election period to prepare to implement the process for the first time beginning in November 2022.

This new strategic planning process would then be available following future civic elections to assist subsequent incoming Councils with developing and approving four-year strategic priority action plans.

Adopting the strategic planning process would result in better alignment between the civic election cycle, Council strategic planning, and the existing multiyear balanced budget process. It could also result in streamlined efforts between Council and the Public Service to achieve priorities by building strong working relationships, improved communication, and a better understanding of what Council's priorities are over their four-year term. Ultimately, adopting a Strategic Priorities Action Plan (SPAP) through the process would provide consistent direction to the Public Service and can help to better align departmental level workplans with Council priorities.

If adopted, the City of Winnipeg would be one of few major cities in Canada to align a four-year Council strategic plan with a four-year multiyear balanced budget and the four-year civic election cycle.

HISTORY/DISCUSSION

HISTORY

On July 22, 2021, Council gave second reading to *OurWinnipeg 2045*, the City of Winnipeg's 25-year development plan. Following second reading, provincial government review was undertaken. Ministerial approval was received on March 10, 2022. Council gave third reading and adopted *OurWinnipeg2045* as the City's new development plan on May 26, 2022.

A key outcome of *OurWinnipeg 2045* is policy implementation through the preparation of a Strategic Priorities Action Plan (SPAP). The final Governance Review report submitted by MNP in September 2021 recommended the establishment of an overarching Council-approved strategic plan. Council adopted a motion on October 28, 2021, that strengthened the alignment and interdependence between a future SPAP and the multi-year budget. This motion resolved that any future SPAP leverage the benefits of multi-year balanced budgeting, and be established to align with any future multi-year balanced budget by covering the same four-year cycle. It also resolved that any future multi-year balanced budget be established to fund the priorities and goals of any future strategic plan.

However, no formal process or framework exists to support Council in its preparation of a strategic plan.

As such, the co-creation of a strategic planning process began with Council engagement in April of 2022. Two rounds of meetings with Council were held and draft documents were shared for feedback. Council members shared what they thought was important in a planning process, what role the Public Service should have in the process, and what the SPAP needs to be in order to be effective. Their feedback was integrated into the process being recommended and included the following key themes:

- The value of establishing a strategic planning process was recognized, but there were some reservations and skepticism due to limited effectiveness from past experiences.
- Establishing trust.
- The role and level of involvement of the Public Service in facilitating & managing the process.
- The level of public engagement within the process.
- Scope of the plan's priorities (Ward-specific priorities and/or broad city-wide priorities).

Co-creation of the process continued in May with the creation and support of an interdepartmental strategic planning advisory committee. This advisory committee is critically important to support Council through the SPAP process. Other activities in alignment with *OurWinnipeg 2045* and other master or strategic plans or Council policy would still occur as part of service delivery, but increased Public Service work would need to focus on actions that accomplish the priorities identified by Council through the process.

DISCUSSION

The Strategic Priorities Action Plan (SPAP), if created and adopted by Council, would become Council's four-year strategic plan. As such, it would represent an opportunity for Council to

develop and set the strategic priorities it wishes to achieve over its four-year term. Post-adoption, it is proposed that the SPAP process builds in the measurement of progress, review and updates to the plan if needed within the four-year term. This allows for reflection and adaptation to crisis events, priorities that may emerge mid-term, or to update it with additional priorities when others are completed.

Flexibility exists within the proposed framework to allow an incoming Council opportunity to adjust activities within the process if needed, recognizing the importance of maintaining trust and open participation in the process.

Most importantly, it would provide a process separate and distinct from the budget process through which newly elected Council members could work through individual election priorities and commitments, prioritize, align, and bridge them with existing Council policies and plans, and then process them into official Council policy, programs, and actions through the existing committee and Council approval process. It also creates an opportunity to build a common understanding, discuss opportunities, challenges, realities and implications, and build trust and agreement.

Through the preparation process, the SPAP would also help align the priorities of Council with the work of the Public Service. It would optimize the achievement of *OurWinnipeg 2045* goal outcomes by providing direction to the Public Service with respect to the next four-year multi-year budget (2024-2027), annual budget updates within the four-year multi-year budget cycle, city-wide strategic plans, as well as any annual service delivery plans.

Improved alignment of the key planning processes is represented in the chart from the Corporate Strategic Plan, below.

Year	2021	2022	2023	2024	2025	2026	2027
Term of Council	Year 3	Year 4	Year 1	Year 2	Year 3	Year 4	Year 1
Four-Year Multiyear Budget	Year 2	Year 3	Year 4	Year 1	Year 2	Year 3	Year 4
Strategic Priorities Action Plan	N/A	N/A	*Developed with Incoming Council*	Year 1	Year 2	Year 3	Year 4
Corporate Strategic Plan	Year 1	Year 2	Year 3	Year 1	Year 2	Year 3	Year 4

Misalignment of Plans & Planning Cycles

Alignment of Plans & Planning Cycles

THE PROPOSED STRATEGIC PRIORITIES ACTION PLAN (SPAP) PROCESS

The proposed Strategic Priorities Action Plan (SPAP) process is outlined in Appendix A. Appendix A represents how the proposed process fits together with other key planning cycles which include the civic election, inauguration of Council, the multiyear budget process, and the requirement to initiate a review of *OurWinnipeg2045*. It also maps and describes the key steps in the proposed planning process itself. Implementation and facilitation support for the process will be prioritized from within existing internal resources, if necessary.

The proposed process does not limit Council from identifying priorities throughout a Council's term of office other than those identified through the SPAP process, but does provide individual members of an incoming Council an opportunity to shape the priorities in the SPAP as well as an opportunity to begin fulfilling commitments they may have made as a candidate during civic elections.

The strategic planning process for Council is proposed to be structured into two distinct, but interdependent processes. The first is the process to **develop** the plan, and the second is the process to **approve** the plan.

DEVELOPMENT PROCESS

Developing the SPAP is divided into four steps.

1. **CIVIC ELECTION** – May 2022-October 2022

The civic election is the democratic process through which Council's 16 members are selected by residents. Throughout the election, candidates engage directly with residents, businesses, unions, community agencies and groups, and myriads of other community stakeholders. It is through the civic election that each individual candidate identifies and distills what they feel are the priorities of the community they wish to represent. During the civic election, the Public Service's role is to actively listen and track the commitments made by each registered candidate. The civic election is represented within the proposed strategic planning process as fulfilling a significant need for public engagement. However, public engagement to communicate the plan's priorities to residents following Council adoption was identified as important in the feedback received from Council members.

2. **LISTEN & LEARN** – November 2022

After the civic election is concluded, and the new Council is officially sworn into office, the process focuses on listening to and learning what the new Council wants to prioritize and achieve over the course of their term. The starting point for these discussions is the slate of commitments each incoming member of Council made in the civic election. However, this step in the process recognizes not all priorities of incoming Council members are necessarily reflected as platform commitments. Commitments and priorities of incoming Council members can be identified and communicated in different ways throughout the civic election. As such, this step in the process is intended to provide the opportunity to compile and understand as completely as possible what each incoming member of Council wants to prioritize and achieve over their term of office. The role of the Public Service at this step in the process is to listen,

learn, and understand what those priorities are. This is also an opportunity to build trust between an incoming Council and the Public Service. This step in the process is a recognition the Public Service needs to meet an incoming Council where they are at coming out of an election, and that the priorities of an incoming Council need to become a shared priority across the Public Service.

3. **ALIGN & BRIDGE** – December 2022

Once priorities and objectives of incoming Council members have been identified and compiled, they will need to be aligned with each other, existing Council policies, operational realities, long-term strategies and plans, any annual service delivery plans, and *OurWinnipeg2045*. This step in the process is envisioned to undertake that alignment, and to identify ways to bridge an incoming Council's priorities with those of previous Councils. The role of the Public Service is to support Council by identifying ways to align and bridge their incoming priorities with existing policies and plans. Support from an interdepartmental advisory committee is critical for this step to be successful. The City of Winnipeg has over 40 different existing strategic plans, master plans, and policies making it challenging for any one individual (or Council) to fully align and bridge the priorities of an incoming Council. An interdepartmental advisory committee brings together the necessary knowledge and expertise across the Public Service to support an incoming Council in determining how best to align their priorities with the myriad of existing Council policies and plans.

4. **REVIEW & REFINE** – January-February 2023

The last step in the process involves the Public Service working internally with Council to review and refine drafts of the SPAP. At this stage, the plan will be in draft form allowing Council to review and make refinements to ensure it adequately reflects their priorities, as well as any compromises and collaboration that may have occurred throughout the process.

APPROVAL PROCESS

Once an SPAP is drafted, it will need to be adopted by Council. The process to **approve** the plan relies on Council's existing committee and approval structure with a critical path proposed to be three steps.

1. **COMMUNITY COMMITTEE** – End of February 2023

The first step in approving the SPAP is tabling a draft of it at each of Council's five community committees.

At this point, the process used to develop and draft the plan should largely result in the priorities of individual Council members being reflected in the draft plan. However, introducing the draft plan at each community committee allows an opportunity for the draft plan to be publicly reviewed and communicated on a three-ward (rather than an individual ward) basis. It also allows five separate opportunities for Council members to receive public delegations, and to collaborate as a community committee to assess public input received through delegations and consider any amendments.

2. **EXECUTIVE POLICY COMMITTEE** – Mid-March 2023

The second step in approving the SPAP is review and consideration by Executive Policy Committee.

Section 62(1) of *The City of Winnipeg Charter Act* requires Executive Policy Committee to formulate and present recommendations to Council respecting policies, plans, budgets, and by-laws, and other matters that affect the city as a whole. It is also required to receive the reports of other committees of Council and forward them to Council with its own recommendations. As such, review and consideration by Executive Policy Committee is a provincial legal requirement considering the SPAP is envisioned to be a key plan setting priorities for the City of Winnipeg as a whole. In addition to reviewing and considering amendments arising from community committee review, Executive Policy Committee also provides additional opportunity to receive public delegations.

3. **COUNCIL** – End of March 2023

The last step in approving the SPAP is review and consideration by Council.

Council adoption of the plan is required in order for any priorities or programs identified to be actionable by the Public Service. It also provides, albeit more limited, a final opportunity for public input. After adoption in March 2023, Council will have a four-year priorities action plan in place prior to the four-year multiyear budget process being initiated. This allows Council the opportunity to set priorities for the four-year term and adopt them separately from the multiyear budget and/or annual budget update processes. It also provides Council with the opportunity to develop a plan against which Executive Policy Committee can evaluate the performance of the Chief Administrative Officer over the duration of the four-year Council term.

MEASURE, REVIEW, REFRESH, & REPORT

In their feedback, Councillors and the Mayor stressed the importance of measuring and reporting on the plan's progress over the four-year term. Being able to review the plan mid-term (or more often if necessary) and refresh or adjust priorities was also identified as important. Annual reporting and measurement of the plan's progress as well as an opportunity to review and adjust priorities at the mid-term point allow the plan to remain relevant and responsive throughout Council's term of office.

JURISDICTIONAL OVERVIEW/SCAN

Across Canada, strategic plans, processes, and frameworks vary widely at the civic level.

Generally, municipalities are required by provincial statute to adopt a development plan. Development plans are longer-term plans setting high-level direction and policy on land use, growth, and service provisions. Development plans are generally adopted as bylaws and have a duration that transcends a Council's term of office. *OurWinnipeg2045* is the City of Winnipeg's current development plan outlining a 25-year vision for the city. It is reviewed and approved by the provincial government, and unless amended by Council, it remains the City of Winnipeg's development plan from one Council to the next.

In addition to development plans, municipalities often develop and prepare a host of other strategic plans. These plans can be oriented toward specific departments or services. The City of Winnipeg, for example, has over 40 different strategic plans and policies such as a Poverty Reduction Strategy, a Library Redevelopment Plan, Recreation & Parks Strategy, a Transit Master Plan, Winnipeg Fire Paramedic Service Master Plan, and a Winnipeg Police Service Strategic Plan. The City of Vancouver's current annual Corporate Plan identifies over 25 different service strategy plans that include a rain strategy, a bird strategy, equity and culture strategies, and zero waste and emissions strategies. The range of these types of plans varies significantly across municipalities.

In addition to strategic plans and policies oriented around and limited to specific services or departments, municipalities often develop and adopt city-wide strategic plans setting key directions that transcend multiple services and departments. These plans are often shorter in duration, generally ranging between one and four years. They are required to be consistent with a municipality's development plan, but do not require provincial government review or approval.

The structure and content of these plans vary widely. They can be administratively focused on the management of a municipality's people and processes, they can be city-building focused oriented toward service provisions and levels, and/or a combination of these two approaches.

For example, Regina's current strategic plan is four years in duration, and is more administratively focused than it is focused on city building and service levels. Halifax's plan identifies and differentiates between Council priorities and administrative priorities. Ottawa's four-year plan incorporates term-of-Council priorities with each new Council term, and also includes administrative priorities focusing on people, process, and building a thriving workforce.

With a wide spectrum on which these sorts of strategic plans fall, it makes it challenging to conclude there is one best model or approach. Despite the variation in structure or focus on the process used to develop the plan, the organization (at both the governance and administrative levels) has to understand, believe in, and trust it in order for the plan and the process used to develop it to be successful. As a result, strategic plans and processes across municipalities are often bespoke and unique to each organization. For reference, a short summary is included below and links to plans from other major cities across Canada are included in Appendix B.

MUNICIPALITY	CIVIC ELECTION CYCLE	PLAN DURATION (yrs)	PLAN LENGTH (pages)	MULTIYEAR BUDGET LINK
Vancouver	2022-2026	1	44	No
Edmonton	2021-2025	10 & 4	182 & 24	No
Calgary	2021-2025	4	668	Yes
Regina	2020-2024	4	16	No
London	2022-2026	5	28	Yes
Hamilton	2022-2026	4 & 10	N/A	No
Toronto	2022-2026	6	25	No
Ottawa	2022-2026	4	33	No
Montreal	2021-2025	7	76	No
Halifax	2020-2024	5	25	No

Kitchener	2022-2026	4	13	No
Winnipeg (Proposed)	2022-2026	4	TBD	Yes

Sources:
MNP Governance Review Final Report, City of Winnipeg, September 2021
City websites

FINANCIAL IMPACT

Financial Impact Statement

Date: August 19, 2022

Project Name:
Strategic Priorities Action Plan (SPAP) Process

COMMENTS:
There are no financial implications associated with the recommendations in this report.

Jason Duke - August 19, 2022
Jason Duke, CPA, CGA
A/ Manager of Finance (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with all members of Council, an interdepartmental advisory committee, senior management, and the Planning Executive Advisory Committee.

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 identifies the preparation of a Strategic Priorities Action Plan (SPAP) as a critical and necessary step toward achieving the goals and objectives of the City of Winnipeg's long-term development plan. It also aligns with the following goals, objectives, and policies.

Goals/Objectives:

Leadership and Good Governance

Objective 1: Establish and implement priority actions through evidence-informed decision-making processes.

Objective 3: Achieve community-responsive service delivery through an aligned, integrated, collaborative and results-oriented organizational culture.

Policy:

1.1 Organizational Alignment. All City policy implementation and enforcement tools must be aligned with the localized United Nations Sustainable Development Goals framework, consisting of Leadership and Good Governance; Environmental Resilience; Economic Prosperity; Good Health and Well-Being; Social Equity; and City Building contained in this Plan.

1.2 Policy Implementation. Develop a Strategic Priorities Action Plan (SPAP) that identifies priority actions to support implementation of this Plan.

1.3 Integrated Service Planning and Outcomes. Advance operational plans that align with this Plan's sustainability goals through responsive, innovative and integrated government leadership.

1.4 Integrated Knowledge and Resources. Coordinate inter-departmental systems, projects and resources, making the best use of internal and external expertise to better understand service needs, find the most appropriate solutions, optimize resources, and maximize community outcomes.

1.9 Responsive Change Management. Monitor and evaluate municipal investment and divestment, activities, risk of action or inaction, and outcomes for effectiveness, through a relevant set of sustainability goal indicators, benchmarks and targets, and analysis of local and global trends.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The proposed Strategic Priorities Action Plan (SPAP) process will allow an opportunity to align OurWinnipeg 2045 Environmental Resilience goal, objectives and policies, the Community Energy Investment Roadmap, and the Winnipeg Climate Action Plan (WCAP). It will allow for dialogue and prioritization to address the climate emergency and achieve the City's net zero emissions target by 2050.

Establishing a SPAP process could also support the achievement of the following WCAP key directions:

1.1 Cultivate a Corporate Culture That Values Climate Action
1.2 Understand and Integrate Business and Economic Implications of Climate Action into Decision Making Processes
2.3 Create Conditions to Enable Community Climate Action
7.1 Implement Opportunities to Improve Winnipeg's Resilience and Adaptability to the Effects of a Changing Climate

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The proposed Strategic Priorities Action Plan (SPAP) process will allow an opportunity to align OurWinnipeg 2045 Economic Prosperity and Social Equity goals and the Winnipeg Poverty Reduction Strategy, including the following:

Guiding Principles:

- We will Uphold Human Rights.
- We will Honour Relationships and Reconciliation with Indigenous Peoples.
- We will Address Systemic Oppression, Trauma, and Social Inequity.
- We will Promote and Maintain the Welfare of all residents.
- We will Develop Trust and Meaningful Partnerships to find solutions and drive change.

Strategy Goals:

Goal 1: Equity and a Culture of Caring are Demonstrated through Strategy Implementation and Systems Change

10-year Objectives:

A. City roles, responsibilities, and resources to implement the strategy are clearly assigned.
B. City decisions and actions are informed by Lived Experience perspectives, trusting relationships are established.
C. Equity and a Culture of Caring are factored into all service planning and budget decisions, resulting in City-wide systems change.
D. The City advocates for and pursues partnerships to implement the Strategy.
E. The Strategy and Implementation Plans are monitored, evaluated and updated on a regular basis to ensure progress is made.

SUBMITTED BY

Department: Office of the Chief Administrative Officer
Division: Strategic Planning
Prepared by: Jonathan Hildebrand (CAO's Office)
Laura Rempel (Planning, Property, & Development)
Date: August 24, 2022
File No:

Attachments:

Appendix A – Proposed Strategic Priorities Action Plan Process

Appendix B – Jurisdictional Scan