Agenda – Council – September 29, 2023

Report – Executive Policy Committee – September 21, 2023

Item No. 5 Strategic Priorities Action Plan (SPAP) Alignment, Measurement and Reporting Framework

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 21, 2023, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the matrix demonstrating alignment with existing policies and strategies, attached hereto as Appendix A, be received as information.

2. That the proposed measurement and reporting framework for SPAP, attached hereto as Appendix B, be adopted.

3. That the list of 14 proposed community impact key performance indicators, attached hereto as Appendix C, be adopted.

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

Agenda – Council – September 29, 2023

Report – Executive Policy Committee – September 21, 2023

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 21, 2023, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

Daniel Boucher, Directeur general, Société de la francophonie manitobaine, submitted a communication with respect to the matter.

COUNCIL DECISION:

On May 30, 2023, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the recommendations of the Community Committees be received as information.

2. That Council adopt the draft Strategic Priorities Action Plan (SPAP), attached as Appendix A, as its four-year strategic plan, with the amendments outlined in Appendix B.

3. That the Strategic Priorities Action Plan (SPAP) be referred to the budget process for financial review and consideration in the 2024-2027 four-year multiyear balanced budget.

4. That the Public Service work with Council and report back in September 2023 with a framework to measure and report on the Strategic Priorities Action Plan (SPAP) progress, including key performance indicators and how the Strategic Priorities Action Plan (SPAP) aligns with adopted Council policies and strategies (including for example, but not limited to, the Winnipeg Recreation & Parks Strategies, Community Energy Investment Roadmap (CEIR), the CSO Master Plan, Winnipeg Transit Master Plan, Newcomer Welcome and Inclusion Policy, etc.).

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

ADMINISTRATIVE REPORT

Title: Strategic Priorities Action Plan (SPAP) Alignment, Measurement & Reporting Framework

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

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

EXECUTIVE SUMMARY

This administrative report recommends a measurement and reporting framework for Council's first Strategic Priorities Action Plan (SPAP), 2023-2026. It also provides a matrix demonstrating how the SPAP aligns with existing policies and strategies adopted by previous Councils.

The measurement and reporting framework proposes an approach that measures both community impact as well as the implementation status of SPAP's 42 strategic actions.

To measure community impact, 14 key performance indicators (KPI) across SPAP's five key themes are being recommended. These KPIs focus on measuring outcomes rather than outputs. If adopted, it would be the first time a Council has identified outcome-based, community impact KPIs to measure progress in the community across policy areas it prioritized for its four-year Council term.

The majority of community impact KPIs (10 of 14) align with Winnipeg's existing community indicator system called, *Peg*. This indicator system was developed by United Way Winnipeg and the International Institute for Sustainable Development. Indicators used by *Peg* were selected through an intensive community consultative process involving over 800 people across a variety of sectors.

The framework proposes an approach to reporting that includes both annual reporting to Council, starting in the fourth quarter of 2024, as well as external dashboard reporting via the City of Winnipeg website.

If adopted, implementation of the measurement and reporting framework will be supported through existing departmental resources.

RECOMMENDATIONS

1. That the matrix demonstrating alignment with existing policies and strategies, attached hereto as Appendix A, be received as information.

2. That the proposed measurement and reporting framework for SPAP, attached hereto as Appendix B, be adopted.

3. That the list of 14 proposed community impact key performance indicators, attached hereto as Appendix C, be adopted.

4. 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

At its May 30, 2023 meeting, Council directed the Public Service to work with them and report back with a framework to measure and report on the Strategic Priorities Action Plan (SPAP) progress, including key performance indicators, and how the SPAP aligns with adopted Council policies and strategies.

IMPLICATIONS OF THE RECOMMENDATIONS

If adopted, it would be the first time Council has identified outcome-based, community impact key performance indicators to measure progress (or lack thereof) in the community across policy areas it prioritized for its four-year Council term.

If adopted, a framework would be established under which the Public Service would be required to measure and report on SPAP implementation.

HISTORY/DISCUSSION

DECISION-MAKING HISTORY

Council 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 also recommended the establishment of an overarching Council-approved strategic plan.

A recurring strategic planning process and framework was formally adopted by Council on September 22, 2022. This allowed the incoming Council, following the October 2022 civic election, to use it to prepare its first SPAP.

The strategic planning process began in Q4 of 2022 and ran throughout Q1 of 2023. It involved a strategic planning retreat, a host of individual and group planning meetings, as well as multiple strategic planning sessions with Council members.

On May 30, 2023, Council adopted its first SPAP, and directed that it be referred to the budget process for financial review and consideration in the 2024-2027 four-year multi-year balanced budget. It also directed that a measurement and reporting framework be developed for SPAP, and how it aligns across adopted Council policies and strategies such as the Recreation and

Parks strategies, Community Energy Investment Roadmap, the CSO Master Plan, Winnipeg Transit Master Plan, and the Newcomer Welcome and Inclusion Policy.

DISCUSSION

Alignment Matrix

Attached hereto as Appendix A is a matrix demonstrating how SPAP aligns across Council approved policies, strategies, and plans.

The matrix identifies a single Council approved policy/strategy/plan where there is the greatest degree of alignment with each SPAP action (Primary Plan Alignment). It describes the alignment in greater detail (Alignment Details), and identifies secondary and other plans that also align with the action. The matrix also shows how each SPAP action aligns with *OurWinnipeg2045* policies.

In preparing this matrix, a broad interpretation of alignment was applied. When “alignment” was identified between a SPAP action and *OurWinnipeg 2045*/primary plan, it is identifying an existing (or in some cases an emerging) policy area and/or plan that reflect the “best fit” with the action and outcomes. The degree/extent to which a SPAP action aligns, positively or negatively, with *OurWinnipeg2045* or a primary plan was not assessed. The matrix also does not consider the interconnections that exist across SPAP actions, and the extent to which positive alignment with one policy or plan could create negative alignment in a second policy area or with other plans.

When alignment (fit) between an SPAP action could not be reasonably identified with one of Council’s existing policies/strategies/plans, it was recorded as “unique/new Council direction”. Overall, alignment of SPAP’s 42 actions was identified across 16 different Council-approved plans.

Two plans identified in the matrix, the Transportation Master Plan (draft) and the Urban Forest Strategy (draft), are in various stages of development and have not been approved by Council. Choosing to identify these plans even though they are not yet approved by Council is to signify the forthcoming need to align with SPAP.

While each SPAP action is aligned to a Primary Plan, the matrix does identify secondary and other plans/policies/strategies where there is also important alignment. For example, the Newcomer Welcome and Inclusion Policy and Framework, the Housing Accelerator Fund, and the Equity, Diversity, and Inclusion Policy and Strategy are all important strategies/plans/policies that align with several SPAP actions.

A summary of the Council-approved plans where primary alignment was identified is included, below.

PRIMARY PLAN/POLICY/STRATEGY	# OF SPAP ACTIONS IDENTIFIED
Complete Communities Direction Strategy	**11**
Unique/New Council Direction	**10**
Poverty Reduction Strategy	**5**
Governance Review Report	**3**
City of Winnipeg Infrastructure Plan 2020	**3**
Urban Forest Strategy (Draft)	**2**
Community Energy Investment Roadmap	**2**
Transportation Master Plan (Draft)	**1**
Road Safety Strategic Action Plan	**1**
Safe City by Design/LiveSAFE Crime Prevention Strategy	**1**
Accessibility Plan	**1**
Parks Strategy	**1**
Garbage & Recycling Master Plan	**1**
Transit Master Plan	**1**
Indigenous Accord	**1**
Recreation Strategy	**1**
Sustainable Procurement Action Plan & Framework	**1**
TOTAL	**46**

NOTE: *The total number of actions (46) exceeds SPAP's 42 actions because alignment with 4 sub-actions was included.*

Measurement & Reporting Framework

Attached hereto as Appendix B is a proposed measurement and reporting framework for SPAP. It outlines the general structure, frequency, and timing of SPAP measurement and reporting.

A key component in the framework is to **measure community impact**.

Many cities establish and maintain an external, web-based dashboard that tracks a host of indicators measuring progress (or lack thereof) in the community across priority policy areas. These indicators often do not correlate directly to any one specific city action, effort, department, or service. Rather, they are used by cities to identify trends (positive or negative) in the community in policy areas they've determined to be priorities. They are also used to help communicate, focus, and define outcomes, as well as what success looks like when outcomes are achieved.

Historically, Council has not identified and formally adopted a set of indicators to measure progress (or lack thereof) for Winnipeg. However, an existing community indicator system called Peg already exists. The development of this indicator system was led externally by United Way Winnipeg, and the International Institute for Sustainable Development. Peg was developed through an extensive, multi-sectoral engagement process. It was endorsed by community partners who explored hundreds of indicator options to land on a set of approximately 60 indicators which also align with the United Nations Sustainable Development Goals.

The majority of key performance indicators (10 of the 14) proposed in Appendix C align with community indicators used by Peg. The indicators proposed in Appendix C primarily measure

outcomes rather than outputs or inputs. Generally, outputs measure results of a specific process or service, such as kilometers of active transportation pathway constructed or the number of trees planted. Conversely, outcomes strive to measure desired results of program(s) and/or a series of process/services, such as an increase in the number of people using transit, an increase in the number of residents choosing to live downtown, or a decrease in community greenhouse gas emissions.

In addition to reviewing and aligning with Peg, indicator systems and dashboards in other cities were also reviewed. The number, type and approach to reporting community indicators varies widely across Canadian and American cities. The indicators and dashboards used by the cities of Edmonton, Vancouver, and Memphis were used as reference because, together, they reflect the variety and diversity of approaches used by cities across North America.

The City of Edmonton reports on 38 different community indicators across its four main goals. Edmonton's indicators are a mix of outcome and output measures. Several of the indicators used by Edmonton are proposed in Appendix C.

The City of Vancouver's "VanDashboard" reports on 70 different indicators across six categories. Vancouver's indicators are also a mix of outcome and output measures. Vancouver's dashboard is a mix of community indicators as well as service level outputs. Vancouver reports on a couple indicators proposed in Appendix C.

The City of Memphis reports on 27 different indicators across five areas. It too is a mix of outcomes and outputs, and a mix between community indicators and service level outputs.

A short summary comparing the indicators proposed in Appendix C to these cities is included, below.

COMMUNITY INDICATOR SUMMARY & COMPARISON

CITY	# OF PRIORITIES	# OF INDICATORS	INDICATORS SIMILAR TO APPENDIX C
Winnipeg	5 priority themes	14 (***proposed***)	N/A
Edmonton	4 priority goals, 14 priority areas	38	Crime Severity Index Homelessness Perception of Safety Population Growth Real GDP Growth
Vancouver	6 priority categories	70	Crime Severity Index Homelessness
Memphis	5 priority areas	27	Crime Level

The framework proposes a reporting structure, frequency, and timing that aligns with the City of Winnipeg's Multi-Year Budget policy #C0-016. It is important to ensure the strategic planning process, together with its measurement and reporting framework, does not impair or unreasonably complicate the budget process, aspects of which are defined in both *The City of Winnipeg Charter Act* as well as Council policy.

As such, the framework proposes the first report on SPAP implementation occur in the fourth quarter of 2024. This allows the initial SPAP report to follow the conclusion of the multi-year balanced budget process (currently scheduled to occur at the end of the first quarter of 2024). Reporting on SPAP in the fourth quarter of subsequent years aligns reporting with the annual budget update process normally underway in the fourth quarter of each year throughout the four-year multi-year budget period. In the year of a civic election, the framework proposes to report on SPAP in the third quarter.

The framework also proposes that two internal planning sessions be established as part of the reporting structure, and that they be open to all Members of Council. The framework proposes these sessions occur in the second and third quarters of each year, beginning in 2024.

FINANCIAL IMPACT

Financial Impact Statement

Date: August 22, 2023

Project Name:
Strategic Priorities Action Plan (SPAP) Alignment, Measurement, & Reporting Framework

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

Randy Bernard

Randy Bernard, CPA, CMA
Manager of Finance & Administration (Campus)
Corporate Finance Department

CONSULTATION

Material was prepared in consultation with members of Council as well as an interdepartmental advisory committee.

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg2045 identifies a need to identify, align, and develop indicators to help recognize trends, document changes over time, identify priorities, report on results, and inspire action. *OurWinnipeg2045* also recognizes *Peg* as an existing community indicator system from which a majority of the community impact KPIs are being proposed.

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.

Environmental Resilience

Objective 1: Prioritize the transition to a resilient, low-carbon future through demonstrated organizational and community leadership, and collaborative actions that mitigate and adapt to a changing climate.

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 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.

1.5 Evidence-Informed Decisions. Invest in data and technology in order to support objective, evidence-informed decision-making; support open government and open data principles for collection and sharing; help coordinate records and information management; and improve process efficiency, results-based service delivery and accountability.

1.6 Results-Based Budgeting. Use this Plan as a foundation for municipal budget priorities to achieve integrated, intergenerational life-cycle planning that maximizes community return on investment.

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.

2.1 Climate Action Targets. Meet and exceed greenhouse gas emissions reduction targets of 20 percent by 2030, relative to 2011, and net zero by 2050, by working towards partnerships with the community, businesses, and government bodies including Indigenous, Federal and Provincial governments.

2.2 Climate Action Investment. Prioritize the long-term economic benefits of sustainability and climate action in municipal decision-making processes, including the budget, investment planning and procurement processes.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity 1: **Corporate Leadership**

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

Strategic Opportunity 7: Community Climate Resiliency

7.1 Implement Opportunities to Improve Winnipeg's Resilience and Adaptability to the Effects of a Changing Climate

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Poverty Reduction Strategy (PRS) and its Goals and Objectives, and it was determined that the PRS is not applicable to this specific report.

SUBMITTED BY

Department: Office of the Chief Administrative Officer
Division: Strategic Planning
Prepared by: Jonathan Hildebrand (Office of the Chief Administrative Officer)
Laura Rempel (Planning, Property, & Development)
Date: August 17, 2023

Attachments:

Appendix A – Alignment Matrix

Appendix B – Proposed Measurement & Reporting Framework

Appendix C – Proposed Community Impact Key Performance Indicators