Minutes – Executive Policy Committee – October 17, 2023

REPORTS

Item No. 23 Application to Municipal Service Delivery Improvement Program (Province of Manitoba) Submitted Projects for Intake #3

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the following programs and application be approved for submission to the Municipal Service Delivery Improvement Program:

    A. Vacant, Derelict and Problem Properties
    B. Residential Waste Collection
    C. Winnipeg Fire Paramedic Service – Community Paramedic Program

2. That the Public Service be directed to submit the applications, included in Attachment A, B, and C, to the Municipal Service Delivery Improvement Program.

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

DECISION MAKING HISTORY:

Moved by Councillor Duncan,

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Carried

Moved by Councillor Browaty,

That the recommendation of the Winnipeg Public Service be concurred in and forwarded to Council.

Carried

ADMINISTRATIVE REPORT

Title: Application to Municipal Service Delivery Improvement Program (Province of Manitoba) Submitted Projects for Intake #3

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Geer	M. Jack	N/A	M. Jack

EXECUTIVE SUMMARY

This report is seeking Council approval to apply for funding under the Province of Manitoba's Municipal Service Delivery Improvement Program (MSDIP). The following projects will be submitted for consideration:

1. **Vacant, Derelict and Problem Properties**

Undertake a process review and evaluate the business case to establish an ongoing program to address vacant, derelict and problem properties in the City of Winnipeg. This project was submitted in the second intake of MSDIP. It was evaluated and met eligibility requirements but was not prioritized for funding.

2. **Residential Waste Collection**

Undertake a study to evaluate consolidation and efficiency and effectiveness of the City's residential waste collection services for the right of way, public spaces, and chronic vacant and derelict properties, for property driven and abandoned waste.

3. **Winnipeg Fire Paramedic Service - Community Paramedic Program**

Undertake a study to analyze the current Community Paramedic program and identify the program areas that have the greatest impact on improving the health outcomes for patients, reduce the reliance on ambulance response and transports, and reduce the overall number of emergency department visits for patients. The Community Paramedic program has four main areas of focus that function to meet these goals and each area would require review.

The proposed projects meet City Council's Strategic Priorities Action Plan Key Themes of:

- Downtown
- A Livable, Safe, Healthy, Happy City
- A City that Works for Residents Through Improved Customer Service.

RECOMMENDATIONS

1. That the following programs and application be approved for submission to the Municipal Service Delivery Improvement Program:

    A. Vacant, Derelict and Problem Properties
    B. Residential Waste Collection
    C. Winnipeg Fire Paramedic Service – Community Paramedic Program

2. That the Public Service be directed to submit the applications, included in Attachment A, B, and C, to the Municipal Service Delivery Improvement Program.

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

The Province of Manitoba has opened a third intake of the Municipal Service Delivery Improvement Program to provide municipalities with financial support to complete value-for-money review of programs and services.

In order for an application to be eligible for funding, a resolution of Council is required, indicating support for the proposed project.

The Public Service has identified three projects that would qualify for this funding and has prepared an application for each (Attachments A, B, and C). The intention would be to submit the application subsequent to obtaining support from Council.

IMPLICATIONS OF THE RECOMMENDATIONS

There is no financial impact to the Operating budget. Impacts to future budgets will be determined based on the outcomes of the audit report, as detailed in the next section of this report.

HISTORY/DISCUSSION

On March 11, 2021, the Province of Manitoba announced a $5 million program to assist municipalities across the province with process improvements that will enhance municipal service delivery.

On July 15, 2022, the Province of Manitoba launched the second intake for the Municipal Service Delivery Improvement Program.

On August 2, 2023, the Province of Manitoba launched a third intake of the $5 million Municipal Service Delivery Improvement Program (MSDIP). The MSDIP provides support for municipalities and planning districts to find ways to improve core services, streamline functions,

and find cost efficiencies. Up to $1.5 million is available to support new projects in 2023/24.

The service delivery reviews (also referred to as ‘audits’ in the program materials) are intended to improve service delivery without raising taxes or reducing front line services. The program structure has municipalities work directly with a third-party consultant from a list of prequalified firms. The consultants will analyze the usual “Three-Es” of value-for-money projects: effectiveness, efficiency, and economy of dollars as it relates to this specific process stream.

The City of Winnipeg will own the report of the analysis and actionable recommendations, which must be posted publicly and submitted to the Minister of Municipal Relations. The consultant will bill costs for their work directly to the Province of Manitoba.

Eligibility Criteria

To be eligible, the audit must:

- Evaluate services or programs such as transportation, protection, water and sewer, recreation and culture, planning, general government administration or other categories found in municipalities’ financial plans.
- Be supported by a municipal Council resolution provided with the application.
- Result in a report that includes specific and actionable recommendations for cost savings and improved efficiencies.

Audits that include the following are not eligible:

- Opportunities for revenue generation or reductions in front line services.
- Objectives that extend beyond municipal accountability/jurisdiction.

Conditions of accepting a grant are:

- The report must be posted publicly and be submitted to the Minister of Municipal Relations.

Recommendations in the report must be reasonable and actionable for the municipality. Implementing those recommendation will result in efficiencies. Although the report will be posted publicly, the recommendations in the report are not mandatory for a municipality to implement.

Applications will be evaluated by a committee of staff from Manitoba Municipal Relations and Manitoba Finance based on:

- Return on investment/service delivery improvements;
- Project alignment with program guidelines;
- Promotion of joint or regional municipal audit projects;
- Demonstrated financial need;
- Balanced regional representation.

In addition, the committee can use discretion to include other evaluation factors.
The consultant will be matched by the committee members to each project, although applicants

are asked to suggest their preferred consultant.

There is no financial impact to the Operating Budget. Impacts to future budgets will be determined based on the outcomes of the audit report.

Project Overview

Vacant, Derelict and Problem Properties

The study will evaluate processes to address the issue of vacant, derelict and high-risk problem properties in the City of Winnipeg. The review will include various City departments that deliver the service as well as community agencies and partners at the Province of Manitoba, who respond to these issues. High risk problem properties include those that:

- Could be vacant or occupied.
- Have a history of repeated or excessive neglect, disrepair and/or safety concerns.
- Are a significant public health risk and/or a higher risk for fires.
- Are known for repeated, ongoing criminal activity (e.g., trafficking, violent crime).
- Have a history of deliberate violations and/or noncompliance by property owners or tenants and often require a coordinated response from several agencies (e.g. various City departments, Winnipeg Police Service, Winnipeg Fire Paramedic Services, Manitoba Public Safety Investigations Unit, Manitoba Health, Emergency, Office of the Fire Commissioner, etc.).

The Chief Administrative Office will engage the support of a consultant to undertake a process review, benchmarking of best practices, and building a business case for a program to address vacant, derelict and problem properties on an ongoing basis.

Since February 2022, an ad hoc committee comprised of staff from the Winnipeg Police Service, Winnipeg Fire Paramedic Service, Community Services Department, Planning Property and Development Department, Water and Waste Department, and Asset and Project Management Department have been collectively addressing the issue. There are also two committee members from Shared Health.

The goal of this committee is to take a proactive, holistic approach to improving public and staff safety and reducing crime in collaboration with the Province of Manitoba and external agencies. The ad hoc committee is addressing urgent needs but an ongoing program is warranted. The expectation is that an ongoing program would result in a more efficient and effective use of resources and yield financial and community benefits.

This issue is not unique to Winnipeg and the review would benchmark other jurisdictions that have implemented successful programs and recommend how the City, Province and community agencies can collaborate on a solution.

Residential Waste Collection

The study will evaluate the City's waste collection services for the right of way, public spaces, and chronic vacant and derelict properties, for both property-driven and abandoned waste. Garbage collection services are provided by the Water and Waste Department, Solid Waste Services Division and the Public Works Department, Streets Maintenance and Parks Division.

The evaluation will consider:

- Central coordination of waste collection services.
- Waste collection models in other jurisdictions as well as garbage accumulation/issues in comparable Canadian cities.
- The volume and concentration of abandoned waste, including waste identified through the 311 complaints-based system, and waste picked up through arson sweeps.
- Identification and analysis of chronic dumping areas, such as rights of ways, parks and vacant and derelict properties.
- The volume of waste and frequency of collection associated with Parks and Open Space and the Public Works litter bin street beautification program.
- Enforcement of the Neighbourhood Livability By-law and Solid Waste By-law.
- Effectiveness and efficiency of existing collection programs.

The City primarily deals with waste collection issues, such as abandoned waste and waste accumulation, on an as-needed basis through a complaint-based system (311). As the City population increases, addressing such waste issues on a complaints basis has become less effective, particularly in areas of the city with higher rates of homelessness and vacant/derelict properties, where waste accumulation and dumping has become chronic. Waste accumulation and dumping of bulky items like mattresses and furniture can have adverse public health and safety implications, and can be costly to remedy.

The expected outcomes of this program are:

- Enhanced waste collection to address waste accumulation and dumping.
- Reduction in costs related to waste collection.
- Improved response time to handle waste accumulation.
- Furthering the City's Beautification Program through reduction in litter.
- Reduction in emergency response and enforcement resource requirements related to waste accumulation and arson.
- More efficient and effective use of Public Service resources.

The results of this study will be reported to Council with a request to alter Solid Waste Services and Public Works operations, budget, and resources, if the business case is positive and services will be enhanced. An expected implementation date would be mid-2025 as there would be a lead time required to adjust operations.

Winnipeg Fire Paramedic Service - Community Paramedic Program

The Community Paramedic program is fully funded through the Emergency Medical Services (EMS) contract with Shared Health. The program operational objectives and goals completely changed during the COVID-19 pandemic. This program utilizes specialty trained Advanced Care Paramedics to proactively provide care to individuals who frequently access emergency services for care, and those individuals who are at-risk for health deterioration that would result in access of emergency services (Attachment 1). During the COVID-19 pandemic the program objectives shifted to help support the health system in addressing the needs of patients suffering from COVID-19. As the health system demands related to COVID-19 have

significantly changed, the Community Paramedic program has an opportunity to refocus and identify the specific program areas that would be most beneficial to the Winnipeg Fire Paramedic Service (WFPS), the health care system and the community they serve.

The primary objective of the service delivery review would be to analyze the current Community Paramedic program and identify the program areas that have the greatest impact on improving the health and health outcomes for patients, reduce the reliance on ambulance response and transports, and reduce the overall number of emergency department visits for patients. The Community Paramedic program has four main areas of focus that function to meet these goals and each area would require review.

- **Frequent Callers (Attachment 2)** – These are individuals who access emergency services greater than 10 times in a 6-month period.
- **At-Risk Individual Referrals** – The Community Paramedic program receives electronic referrals from WFPS emergency crews for individuals in the community that appear to be at-risk for health decline often related to compromised social circumstances or poor chronic disease management.
- **Lab and Diagnostic Follow-up** – The Community Paramedic program provides follow up on health system patients in the community that have left facilities but require on-going treatment and care.
- **Enhanced Low Acuity Triage (ELAT) (Attachment 3)** – Community Paramedics provide a secondary medical screening over the phone for individuals who have accessed 911 for low acuity medical concerns. The Community Paramedic then determines if the individual does indeed require an ambulance response, or if they are best to seek care from a primary care provider.

An analysis of these four program areas to identify which area has the greatest impact on the above listed goals will assist the WFPS in identifying opportunities for service delivery improvement in Community Paramedicine and which areas of focus would enhance overall service delivery for the WFPS and health care system. In 2022 the WFPS emergency response resources experienced increased zero ambulance availability, and prolonged incidence of degraded response resource levels (less than six ambulances available for response city wide). The lack of available emergency resources creates an unacceptable risk for the community and for the individuals seeking emergent care. The Community Paramedic program not only assists the individuals seeking care by identifying the most appropriate resources to meet their needs (avoiding Emergency Room attendance), it also builds capacity for the WFPS emergency response resources. Reducing the incidence when an emergency vehicle is managing a low acuity medical complaint helps to ensure emergency resources are available when and where individuals need them.

Effective September 30, 2023, the WFPS will no longer receive funding for two of the Community Paramedic response vehicles that were dedicated to support the health system COVID response. This resource reduction will limit the WFPS to only two response resources to complete all four program areas of focus. These two resources will not be sufficient to adequately maintain all areas of program focus. Therefore, a review is required to identify which program area(s) will have the greatest benefit for service delivery. This review will also be utilized to assist in developing the evidence to present Shared Health with opportunities for future resource investment. The current demand for emergency service resources is significant, and the continued demands for fiscal responsibility require the WFPS to ensure that finances

are being invested in the most appropriate resources to support service delivery.

Once the analysis of the four program areas has occurred the WFPS will be able to determine which program area(s) provide the greatest impact on the defined goals. This will allow the WFPS to focus the finite resources on this program area, which can occur immediately.

FINANCIAL IMPACT

Financial Impact Statement

Date: September 13, 2023

Project Name:
Application to Municipal Service Delivery Improvement Program (Province of Manitoba) for Vacant, Derelict, and Problem Properties

COMMENTS:

There is no financial impact to the Operating Budget based on the recommendations presented in this report. Impacts to future budgets will be determined based on the outcomes of the audit report.

Randy Bernard

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

CONSULTATION

This Report has been prepared in consultation with:

- Winnipeg Police Service
- Planning, Property and Development Department
- Winnipeg Fire Paramedic Service
- Community Services Department
- Water and Waste Department

OURWINNIPEG POLICY ALIGNMENT

Goal: Good Health and Well-Being
4.6 Community Safety Facilitate a culture of safety and crime prevention across the City and community, by building trusting relationships to enable collaborative action.

4.8 Building Safety Enforce compliance with building codes and property maintenance standards, to ensure housing quality, safe building occupancy, and extended building lifecycles.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report is in accordance with Winnipeg's Climate Action Plan through Strategic Opportunity #6 Waste Reduction and Diversion, and supports the following key directions:

6.1 Reduce Consumption and Increase Waste Diversion from Residential, Commercial and Industry.
6.2 Advance Winnipeg's Circular Economy to Support Waste Reduction.
6.4 Support Integrated Resource Recovery Opportunities.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Goal 2: The City Actively Plans for and Partners in Affordable Housing

- **Action 3: Inventory Vacant Multi-Unit Residential Buildings**
    - Establish an inventory of vacant multi-unit residential buildings and identify barriers and challenges for re-occupancy. Explore partnership opportunities with building owners and other governments that aim to see suitable properties rehabilitated as affordable rental housing.

SUBMITTED BY

Department: Chief Administrative Office
Prepared by: M. Geer, Deputy Chief Administrative Officer
Date: September 12, 2023

Attachment A: MSDIP Application – Vacant, Derelict and Problem Properties

Attachment B: MSDIP Application – Residential Waste Collection

Attachment C: MSDIP Application – Winnipeg Fire Paramedic Service