The Corporation of the City of St. Catharines
GENERAL COMMITTEE AGENDA
Regular, Monday, December 14, 2020
Electronic Participation

As part of the City's commitment to safety during the COVID-19 pandemic, this meeting of the General Committee will be held electronically.

This Meeting may be viewed online at www.stcatharines.ca/youtube

Public Comments: The public may submit comments regarding agenda matters to the Office of the City Clerk by contacting clerks@stcatharines.ca by Monday, December 14, 2020 before Noon. Comments submitted will be considered as public information and entered into public record.

Electronic Delegations: Those wishing to speak to an item on the agenda must complete the City's Electronic Delegation Form by Sunday, December 13, 2020 before 11:59 p.m. and attend a test session with City staff on Monday, December 14, 2020 at 10 a.m.

His Worship Mayor Walter Sendzik takes the Chair and opens the meeting following Items Number 5 and 8 on the Council Agenda.

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1. Motion to Move Reports on Consent

2. Consent Reports

Following Consent Reports, Council will proceed to Council Agenda Item 6 (Public Meetings Pursuant to the Notice By-law)

3 - 7 2.1 Office of the Chief Administrative Officer
COVID-19 Update - December 14, 2020
Staff will provide an update on the City's COVID-19 response as part of the Mayor's Report (Council Agenda Item 1)
[Addenda]

8 - 324 2.2 Legal and Clerks Services, Office of the City Clerk
Council Correspondence

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325 - 374 2.3 Office of the Chief Administrative Officer
Audit and Accountability Fund Phase 2 Application
[Addenda]

3. Discussion Reports

375 - 386 3.1 Office of the Chief Administrative Officer
Outreach Pilot Project Update

- Delegation by Cathy Cousins, Director, Homelessness Services, Maggie Penca, Manager, of Homelessness Services, Niagara Region, and Shelly Mousseau, Homelessness Program Manager, Gateway Residential and Community Support Services will precede discussion of report

387 - 389 3.2 Financial Management Services, Director
Hospice Niagara Funding Request for Hospice Expansion Project

4. In-Camera Session (General Committee)

Council will meet In-Camera for the following purposes:

- Financial Management Services, Property Management
Property Matter – Lease (In-Camera pursuant to section 239(2)(c) of the Municipal Act, a proposed or pending acquisition or disposition of land by the municipality or local board), 8-24 Ontario Street, Realty File No. 20-041

- Fire Services – Local 485 (In-Camera pursuant to section 239(2)(d) of the Municipal Act, labour relations or employee negotiations); Fire Grievance 2020-05: Vacation/Day Changes

- Fire Services – Local 485 (In-Camera Pursuant to section 239 (2)(d) of the Municipal Act, labour relations or employee negotiations); Fire Grievance 2020-07: CPAP Machines

- Office of the Mayor (In-Camera pursuant to section 239(2)(b) and 239(2)(d) of the Municipal Act, personal matters about an identifiable individual, including municipal or local board employees, and labour relations or employee negotiations), Chief Administrative Officer 2020 Performance Evaluation

5. Adjournment

Following Adjournment, Council will proceed to Council Agenda Item 9 (Motions Arising from In-Camera Session).

St. Catharines

Corporate Report
City Council

Report from: Office of the Chief Administrative Officer

Report Date: December 11, 2020 **Meeting Date:** December 14, 2020

Report Number: CAO-191-2020 **File:** 10.4.19

Subject: COVID-19 Update – December 14, 2020

Strategic Pillar:

Recommendation

That Council approve the establishment of an application-based COVID-19 property tax pre-authorized payment program for all property tax classes who meet the eligibility criteria; and

That Council approve a retention period of 30 days for COVID screening and contract tracing forms, unless the forms are required by the medical officer of health or an inspector under the Health Protection and Promotion Act; and

That the Director of Financial Management Services/ City Treasurer or designate be given delegated authority to administer the program based on the eligibility criteria similarly set out in Report FMS-094-2020; and

Further, that the City Solicitor be directed to prepare the necessary by-laws. FORTHWITH

Summary

The purpose of this report is to provide Council with ongoing updates on the City's Municipal Emergency Control Group's (MECG) planning activities to address the rapidly evolving global COVID-19 pandemic from a strategic and proactive approach.

For the latest information on the City's recovery, visit http://www.EngageSTC.ca and the City's social media platforms.

Relationship to Strategic Plan

City staff are responding to the COVID-19 pandemic as it has affected the economic, social, environmental and cultural sustainability of the city. City staff have prioritized their objectives to heavily focus on recovery efforts of COVID-19 to mitigate the impact on the community and support the sustainably pillars through new and innovative ways.

Background

On March 12, 2020, the City of St. Catharines partially activated its Emergency Operations Centre (EOC), to support the work of the Municipal Emergency Control Group (MECG) in their response to COVID-19 pandemic and the provision of essential services.

This is the thirteenth update from the MEGC regarding COVID-19. Details regarding preparedness, response, recovery and future planning.

Report

The COVID-19 pandemic continues to pose a serious threat to the community as well as the City's ability to provide all levels of service in the same manner as they were previously delivered.

The MECG continues to respond to the pandemic proactively and has been diligently planning for potential future developments. The MECG continues to be dedicated to the safety of staff and the community, while ensuring essential services continue to be delivered without interruption and focusing on recovery and resurgence.

MECG's planning and decisions are guided by their four key objectives:

1. To focus on recovery while continuing to provide essential services;
2. To ensure the health, safety and security of the public and staff during the pandemic and through the recovery process;
3. To continue to be able to support Niagara Health, Public Health, Niagara Region and our other partners; and
4. To ensure the organization remains in a financially stable condition during this pandemic.

Holiday Season Preparations

To ensure we're prepared over the upcoming holiday season, we have reconvened our Advanced Planning Team to create plans for the stricter levels of the Provinces framework. As of 2020-12-10, the Niagara Region remains in the Restrict (Orange) level of the Provinces framework (Appendix 1). Staff have created both Control (Red) Level and Lockdown (Grey) Level Response Plans to ensure the City can quickly respond to both of those stricter levels of the framework.

Control (Red) Level Changes

In the Red level of the Provinces framework, the City can expect some changes to the it's Community, Recreation and Cultural Services and to the business community. Under the Red level of the Province's framework there are some additional restrictions on sports and recreational facilities. The new restrictions limit the number of participants permitted indoors to ten. The City has consulted with our user groups to determine demand and interest based on these new restrictions. Based on the feedback staff received, staff were able to put together a plan which defines the changes to our operations and services. This plan is based on the following principles:

1) To limit contact where possible
2) To respond to the social, mental and physical needs of our community

3) Maintain enhanced safety protocols
4) Offer innovative ways to stay connected to our community via new programs

This plan also outlines the required communication to be issued. Staff have pre-scripted all messaging to ensure readiness for immediate release. This include messaging on these changes from Corporate Communications to the public and from Economic Development and Government Relations to the business community. It is important to note the Niagara Region has not been moved to the Control (Red) Level as of this report.

Lockdown (Grey) Level Changes
In the Grey level of the Provinces framework the City can expect significant changes to City Operations, Services and to the business community. All arenas, community centres, museums and aquatics facilities are required to close in this level. The focus of the City's Community, Recreation and Cultural Services team will be on virtual programming. The City will continue to provide essential services other governmental services using remote options and through the City's appointment system. There will also be significant impacts to the public and business community in this level.

Staff have pre-scripted all messaging to ensure readiness for immediate release. This include messaging on these changes from Corporate Communications to the public and from Economic Development and Government Relations to the business community. It is important to note the Niagara Region has not been moved to the Lockdown (Grey) Level as of this report.

Application-Based COVID-19 Property Tax Payment Program

Staff are proposing an application-based COVID-19 property tax payment program for all property tax classes be approved by Council. This program would allow the City to provide additional support to those residents and businesses who have suffered severe financial hardship due to the pandemic without violating the Municipal Act. Section 106 of the Municipal Act known as "Assistance Prohibited" refers to bonusing of commercial and industrial enterprises. The purpose of this section of the Municipal Act is to prohibit a municipality from incentivizing certain industries and potentially giving an unfair advantage to one commercial or industrial enterprise over its business competitors. The City, therefore, cannot create a property tax deferral program to write-off or reverse penalty and interest charges on any Commercial or Industrial entities. Thus, the City is recommending a program that will benefit all assessment classes.

The eligibility for this program will be similar to the Residential Tax Penalty and Interest Relief and the COVID-19 Non-Residential Property Tax Deferral Programs. Property Tax Accounts must have been paid in full by February 28th, 2020, which is the due date prior to the Provincial state of emergency being declared. Applications must be received by January 29, 2021. The application-based program would allow for all property owners including both owners and tenants the ability to pay their outstanding 2020 tax account (including any penalty and interest charged) plus their 2021 taxes over a twelve (12) month period from February 2021 to January 2022. No penalty and interest would be charged for accounts on this pre-authorized plan. If a payment is returned NSF, the property tax account holder must replace the payment within the first month of default.

Retention of Screening and Contact Tracing Forms

Due to COVID-19, certain individuals (e.g. patrons, employees, contractors) entering City facilities are required to complete COVID screening prior to being admitted into the facility. This screening is completed through an online or paper form. Given that the purpose of the forms is to screen individuals before entering the facility and to retain information for contact tracing purposes, best practice is to only keep these forms for 30 days. This also matches the retention period which the Province has set for bars and restaurants. The *Municipal Freedom of Information and Protection of Privacy Act* however requires that personal information be retained for a minimum of one year, unless a resolution or bylaw has been passed by the institution prescribing a shorter retention period. As such, staff recommended that Council approve a retention period of 30 days, unless the forms are required by the medical officer of health or an inspector under the *Health Protection and Promotion Act*; a resolution to achieve this is included in the Recommendation section of this report.

Financial Implications

At this time, the financial implications related to the Application-Based COVID-19 Property Tax Payment Program section of this report are difficult to estimate as it will depend on the number of accounts who apply for the program, meet the eligibility criteria and are approved. Staff will work to provide Council with detailed financial implications when possible.

There are no other financial implications related to this report.

Conclusion

The COVID-19 pandemic continues to evolve and is still a threat to the community. The MECG will continue to implement proactive responses and plan for potential developments with the safety and well-being of the community and staff at the forefront.

The MECG will continue to focus on resurgence and recovery for the City of St. Catharines while remaining committed to the four objectives and three considerations for reopening facilities and services.

For the latest information on the City's recovery, visit http://www.EngageSTC.ca and the City's social media platforms.

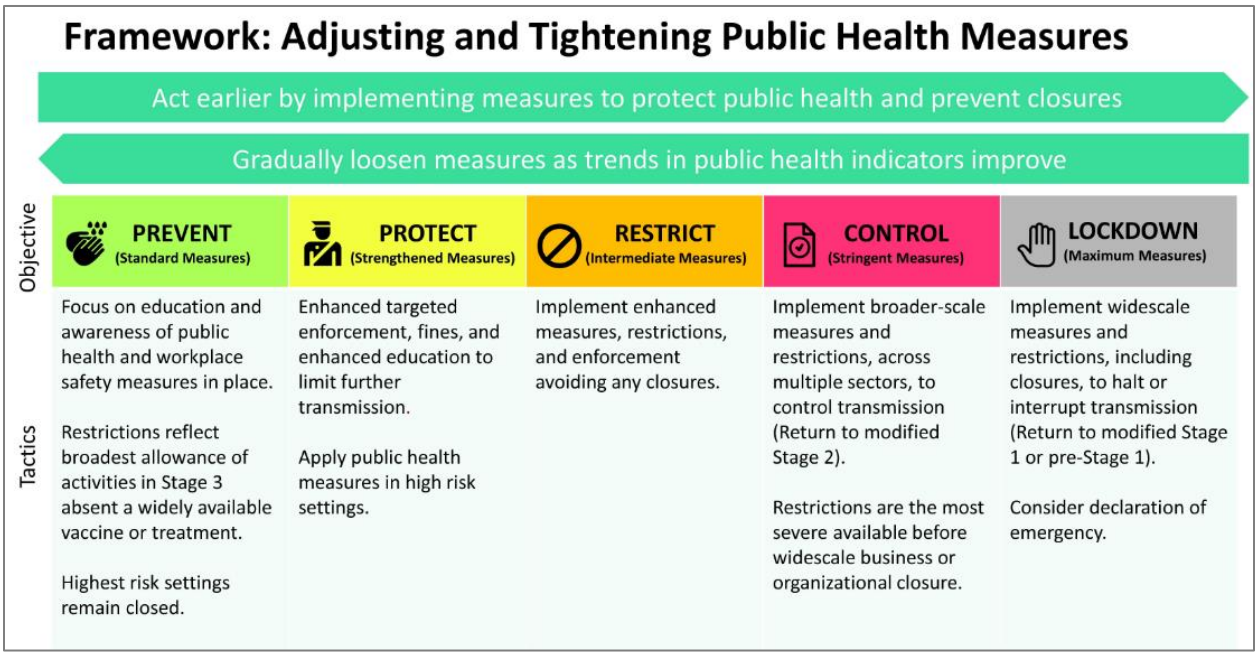
Prepared and Submitted by
The City of St. Catharines Municipal Emergency Control Group (MECG)

Approved by
Shelley Chemnitz, Chief Administrative Officer

David Oakes, Deputy Chief Administrative Officer

Appendices

Appendix 1 – Provincial Framework


Framework: Adjusting and Tightening Public Health Measures
Act earlier by implementing measures to protect public health and prevent closures
Gradually loosen measures as trends in public health indicators improve
Objective
PREVENT (Standard Measures)
PROTECT (Strengthened Measures)
RESTRICT (Intermediate Measures)
CONTROL (Stringent Measures)
LOCKDOWN (Maximum Measures)
Tactics
Focus on education and awareness of public health and workplace safety measures in place.
Restrictions reflect broadest allowance of activities in Stage 3 absent a widely available vaccine or treatment.
Highest risk settings remain closed.
Enhanced targeted enforcement, fines, and enhanced education to limit further transmission.
Apply public health measures in high risk settings.
Implement enhanced measures, restrictions, and enforcement avoiding any closures.
Implement broader-scale measures and restrictions, across multiple sectors, to control transmission (Return to modified Stage 2).
Restrictions are the most severe available before widescale business or organizational closure.
Implement widescale measures and restrictions, including closures, to halt or interrupt transmission (Return to modified Stage 1 or pre-Stage 1).
Consider declaration of emergency.

St. Catharines

Corporate Report
City Council

Report from: Legal and Clerks Services, Office of the City Clerk

Report Date: December 3, 2020 **Meeting Date:** December 14, 2020

Report Number: LCS-189-2020 **File:** 10.12.1

Subject: Council Correspondence

Recommendation

That Council endorse the resolution from the Niagara Region regarding Miller's Creek Marina/Resort Development (Item 2); and

That Council approve the FirstOntario Performing Arts recommendation to renew and extend the terms of Citizen Members of the Board of Directors, Mario De Divitiis and Mary Jane Johnson for three years, commencing January 1, 2021 to December 31, 2023 (Item 15); and

That Council appoint the individual, as outlined in the confidential memorandum from the Deputy City Clerk, to the Equity and Inclusion Advisory Committee; and

That Council receive and file the remainder of the items listed within the report; and

Further, that Council receive and file additional correspondence distributed for the meeting held December 14, 2020, which is available upon request. FORTHWITH

Report

The Office of the City Clerk is submitting, for the approval of Council, correspondence received during the period of November 19, 2020 to December 3, 2020.

Resolutions

1. City of Niagara Falls - re. Request to Niagara Region to Declare State of Emergency on Mental Health, Homelessness and Addiction Correspondence
2. Niagara Region - re. Miller's Creek Marina Resort Development
3. Town of Niagara on the Lake - re. Bill 229 and Conservation Authorities
4. Region of Peel - re. Veteran Clubs Property Tax Exemptions
5. Township of Puslinch - re. Bill 229 and Conservation Authorities
6. City of Greater Sudbury - re. Notice to withdraw from Schedule 6 from Bill 229, Protect, Support and Recover from COVID-19 Act
7. Niagara Regional Police Services Board - re. St. Catharines City Council NRPS Diversity, Equity and Inclusion

8. Niagara Region - re. Recommendations for Consideration from the Linking Niagara Transit Committee held October 21, 2020

Correspondence

9. AMO-Watchfile - December 3, 2020
10. Building Activity Statistics - November 2020

Correspondence from the Niagara Region

11. Niagara Region - re. Statutory Public Meeting for Regional Official Plan Amendment (ROPA) 17-Glendale District Plan-PDS 30-2020
12. Niagara Region - re. 2021 Regional Council Meeting Schedule Calendar
13. Niagara Regional Housing - re. 3rd Quarter Report-July 1 to September 30, 2020

Responses to Motions from St. Catharines City Council

14. Public Safety Canada - re. Response to City's Request for Blair 911 Next Generation Funding

Memorandums from Staff

15. Memo from Executive Director of the FIrstOntario Performing Arts Centre – re. Board of Management Citizen Member Term Extension – 2020
16. Memorandum from Manager of Transportation Services re. Transportation Master Plan – Active Transportation

Reports Requested by Council

17. Outstanding Reports List – updated December 4, 2020

Confidential Memorandum (will be added to the December 14, 2020 SugarSync Folder)

18. Kristen Sullivan, Deputy City Clerk – Vacancy Appointment for the Equity and Inclusion Advisory Committee

Prepared by
Rebecca Alfieri
Council and Committee Coordinator

Submitted and Approved by
Kristen Sullivan
Deputy City Clerk

The City of Niagara Falls, Ontario

Resolution

No. 10

November 17,2020

Moved by: Councillor Wayne Campbell

Seconded by: Councillor Victor Pietrangelo

WHEREAS According to the Province of Ontario Emergency Response Plan (2008), Canadian municipalities are free to declare states of emergencies in response to "any situation or impending situation caused by the forces of nature, an accident, an intentional act or otherwise that constitutes a danger of major proportions to life or property."

WHEREAS Approximately 625 residents- including 144 children in Niagara, were counted as homeless (March 2018), with shelter occupancy operating at 109.4 percent capacity

WHEREAS Niagara EMS reported 335 suspected opiate overdoses (Jan-June 2019).

WHEREAS Some Niagara-area municipalities have had services such as mental health removed from their Hospitals, and whereas Niagara is severely lacking in mental health and addiction services

THEREFORE BE IT RESOLVED that the City of Niagara Falls request the Niagara Region to declare a state of emergency on mental health, homelessness, and addiction.

FURTHERMORE, the Niagara Regional Council, Niagara Region Public Health and Social Services, Premier of Ontario, the provincial Minister of Health, Minister of the Attorney General, Minister of Children, Community, and Social Services, the Minister of Municipal Affairs and Housing, and the Leader of the Official Opposition, as well as the Prime Minister of Canada, all regional municipalities and all local area municipalities within the Niagara Region be copied on this resolution."

AND The Seal of the Corporation be hereto affixed.

CARRIED

WILLIAM G. MATSON
CITY CLERK

JAMES M. DIODATI
MAYOR

Administration
Office of the Regional Clerk
1815 Sir Isaac Brock Way, PO Box 1042, Thorold, ON L2V 4T7
Telephone: 905-685-4225 Toll-free: 1-800-263-7215 Fax: 905-687-4977
www.niagararegion.ca

November 26, 2020

CL 22-2020, November 19, 2020

David Adames
Chief Executive Officer
Niagara Parks Commission
7400 Portage Road, P.O. Box 150
Niagara Falls, Ontario, Canada L2E 6T2

SENT ELECTRONICALLY

RE: Motion – Miller's Creek Marina/Resort Development
Minute Item 8.2

Dear Mr. Adames,

Regional Council, at its meeting held on November 19, 2020, passed the following motion:

Whereas the Niagara Parks Commission ("NPC") has considered options for the operation or closing of its marina on the Niagara River in Fort Erie, near Miller's Creek;

Whereas in 2005, the NPC agreed to work with the Town of Fort Erie to permit the Fort Erie Economic Development & Tourism Corporation ("EDTC") to undertake a Request for Proposals process for the expansion and enhancement of the marina and potential development of the lands between the Niagara Parkway and Cairns Crescent ("the adjacent lands");

Whereas as a result of the cooperative efforts of the NPC, Town of Fort Erie and the EDTC, submissions were received for expansion and enhancement of the marina and the development of a resort on the adjacent lands;

Whereas since 2012, the NPC has embarked on a number of processes with a view to proceed with a marina/resort development at the Miller's Creek Marina, including consultations with the Town of Fort Erie and Niagara Region;

Whereas the NPC's most recent initiative resulted at the end of August 2017 in no proponent submitting a response to the NPC's Request for Proposals for development at the marina;

Whereas the NPC continues to be committed to marina enhancements and development on the adjacent lands;

Whereas the Council of the Region of Niagara understands that there remains developer interest in proceeding to develop the marina and adjacent lands at Miller's Creek Marina.

NOW THEREFORE BE IT RESOLVED:

1. That the Council of the Region of Niagara **REITERATES** its continuing support for the expansion and enhancement of the marina and a resort development on the adjacent lands at the Niagara Park Commission's Miller's Creek Marina;

2. That Council **URGES** the Niagara Parks Commission to continue its discussions with the Province of Ontario regarding the transfer of a portion of the adjacent lands to facilitate redevelopment of the marina and development of a resort;

3. That Council **REQUESTS** the Niagara Parks Commission to review the realignment of the Niagara Parkway to allow for the development of the marina and resort development;

4. That Council **REQUESTS** that the Niagara Parks Commission work with the Town of Fort Erie and the Region of Niagara in the preparation and circulation of a public Request or Call for Proposals (RFP) that maintains the integrity of the mandate of the Niagara Parks Commission;

5. That a copy of this resolution **BE FORWARDED** to the Chair of the Niagara Parks Commission for action;

6. That a copy of this resolution **BE FORWARDED** to the Premier of the Province of Ontario, the Minister of Tourism, Culture and Sport, the Minister of Infrastructure, the Chair of the Region of Niagara, local area MPPs, and the Honourable Tony Baldinelli, MP; and

7. That a copy of this resolution **BE CIRCULATED** to the Councils of the local municipalities in Niagara for their support.

Yours truly,

Ann-Marie Norio
Regional Clerk

CLK-C 2020-217

Cc: Hon. Premier Doug Ford
Hon. Lisa MacLeod, Minister of Heritage, Sport, Tourism and Culture Industries
Hon. Laurie Scott, Minister of Infrastructure
Jim Bradley, Chair, Niagara Region
Tony Baldinelli, MP, Niagara Falls
Jennifer Stevens, MPP - St. Catharines
Jeff Burch, MPP - Niagara Centre
Wayne Gates, MPP - Niagara Falls
Sam Oosterhoff, MPP - Niagara West-Glanbrook
Local Area Municipalities

Department of Corporate Services
1593 Four Mile Creek Road
P.O. Box 100, Virgil, ON L0S 1T0
905-468-3266 • Fax: 905-468-2959

www.notl.org

November 27, 2020 ***SENT ELECTRONICALLY***

Finance and Economic Affairs Committee
99 Wellesley Street West
Room 1405, Whitney Block
Queen's Park
Toronto, ON M7A 1A2

Attention: Committee Clerk, Julia Douglas

RE: Bill 229 and Conservation Authorities

Please be advised the Council of The Corporation of the Town of Niagara-on-the Lake, at its regular meeting held on November 23, 2020 the following resolution:

WHEREAS the Province has introduced Bill 229, Protect, Support and Recover from COVID 19 Act - Schedule 6 – Conservation Authorities Act;

AND WHEREAS the Legislation introduces a number of changes and new sections that could remove and/or significantly hinder the conservation authorities' role in regulating development, permit appeal process and engaging in review and appeal of planning applications;

AND WHEREAS we rely on the watershed expertise provided by local conservation authorities to protect residents, property and local natural resources on a watershed basis by regulating development and engaging in reviews of applications submitted under the Planning Act;

AND WHEREAS the changes allow the Minister to make decisions without CA watershed data and expertise;

AND WHEREAS the Legislation suggests that the Minister will have the ability to establish standards and requirements for non-mandatory programs which are negotiated between the conservation authorities and municipalities to meet local watershed needs;

AND WHEREAS municipalities require a longer transition time to put in place agreements with conservation authorities for non-mandatory programs;

AND WHEREAS municipalities believe that the appointment of municipal representatives on CA Boards should be a municipal decision; and the Chair and Vice Chair of the CA Board should be duly elected;

AND WHEREAS the changes to the 'Duty of Members' contradicts the fiduciary duty of a CA board member to represent the best interests of the conservation authority and its responsibility to the watershed;

AND WHEREAS conservation authorities have already been working with the Province, development sector and municipalities to streamline and speed up permitting and planning approvals through Conservation Ontario's Client Service and Streamlining Initiative;

AND WHEREAS changes to the legislation will create more red tape and costs for the conservation authorities, and their municipal partners, and potentially result in delays in the development approval process:

AND WHEREAS municipalities value and rely on the natural habitats and water resources within our jurisdiction for the health and well-being of residents; municipalities value the conservation authorities' work to prevent and manage the impacts of flooding and other natural hazards; and municipalities value the conservation authority's work to ensure safe drinking water.

THEREFORE BE IT RESOLVED that the Province of Ontario work with conservation authorities to address their concerns by repealing and/or amending changes to the Conservation Authorities Act and the Planning Act;

AND FURTHER that the Province of Ontario delay enactment of clauses affecting municipal concerns;

FURTHER that the Province of Ontario provide a longer transition period up to December 2022 for non-mandatory programs to enable coordination of CA-municipal budget processes;

AND FURTHER that the Province respect the current conservation authority/municipal relationships;

AND FURTHER that the Province embrace their long-standing partnership with the conservation authorities and provide them with the tools and financial resources they need to effectively implement their watershed management role.

If you have any questions or require further information please contact our office at 905-468-3266.

Yours sincerely,

Peter Todd, Town Clerk

Cc: Niagara Penninsula Conservation Authority (NPCA)
The Honourable Doug Ford, Premier of Ontario premier@ontario.ca
Wayne Gates, MPP-Niagara Falls, Legislative Assembly of Ontario wgates-co@ndp.on.ca
The Regional Municipality of Niagara Niagara Area Municipalities

Region of Peel
working with you

November 26, 2020

The Honourable Rod Phillips
Minister of Finance
95 Grosvenor St.
Toronto, ON M7A 1Y8

Dear Minister Phillips:

Re: Motion Regarding Property Tax Exemptions for Veteran Clubs

Nando Iannicca
Regional Chair & CEO

10 Peel Centre Dr.
Suite A, 5th Floor
Brampton, ON L6T 4B9
905-791-7800 ext. 4310

Each year on November 11th we pause to remember the heroic efforts of Canadians who fought in wars and military conflicts and served in peacekeeping missions around the world to defend our freedoms and secure our peace and prosperity. One way that the Province and Ontario municipalities have recognized veterans and veteran groups is by exempting their properties from property taxation.

In late 2018, your government introduced a change to the *Assessment Act* that exempted Royal Canadian Legion Ontario branches from property taxes effective January 1, 2019. Veterans clubs however were not included under this exemption. While veterans' clubs in Peel are already exempt from Regional and local property taxes, they still pay the education portion of property taxes.

To address this gap, your government has proposed in the 2020 budget bill *(Bill 229*) to amend the *Assessment Act* that would provide a full property tax exemption to veterans' clubs retroactive to January 1, 2019. The Region of Peel thanks you for introducing this change in recognition of our veterans.

At its November 12, 2020 meeting, Peel Regional Council approved the attached resolution regarding this exemption and look forward to this change coming into effect as soon as possible after Bill 229 is passed. This would ensure that veteran clubs benefit from the exemption in a timely way.

I thank your government for moving quickly to address this gap and for your support of veterans.

Kindest personal regards,

Nando Iannicca,
Regional Chair and CEO

CC: Peel-area MPPs
Ontario Municipalities
Stephen Van Ofwegen, Commissioner of Finance and CFO

Region of Peel
working with you

Nando Iannicca
Regional Chair & CEO

10 Peel Centre Dr.
Suite A, 5th Floor
Brampton, ON L6T 4B9
905-791-7800 ext. 4310

Resolution Number 2020-939

Whereas each year on November 11, Canadians pause to remember the heroic efforts of Canadian veterans who fought in wars and military conflicts, and served in peacekeeping missions around the world to defend our freedoms and democracy so that we can live in peace and prosperity;

And whereas, it is important to appreciate and recognize the achievements and sacrifices of those armed forces veterans who served Canada in times of war, military conflict and peace;

And whereas, Section 6.1 of the Assessment Act, R.S.O. 1990, c. A31 as amended, Regional Council may exempt from Regional taxation land that is used and occupied as a memorial home, clubhouse or athletic grounds by persons who served in the armed forces of His or Her Majesty or an ally of His or Her Majesty in any war;

And whereas, through By-Law Number 62-2017 Regional Council has provided an exemption from Regional taxation to Royal Canadian Legions and the Army, Navy and Air Force Veterans Clubs that have qualified properties used and occupied as a memorial home, clubhouse or athletic grounds;

And whereas, local municipal councils in Peel have provided a similar exemption for local property taxes;

And whereas, Royal Canadian Legion branches in Ontario are exempt from all property taxation, including the education portion of property taxes, under Section 3 (1) paragraph 15.1 of the Assessment Act, and that a municipal by-law is not required to provide such an exemption;
And whereas, the 2020 Ontario Budget provides for amendments to the Assessment Act to apply the existing property tax exemption for Ontario branches of the Royal Canadian Legion, for 2019 and subsequent tax years, to Ontario units of the Army, Navy and Air Force Veterans in Canada;

Therefore, be it resolved, that the Regional Chair write to the Minister of Finance, on behalf of Regional Council, to request that upon passage of the 2020 Ontario Budget, the amendment to the Assessment Act be implemented as soon as possible;

And further, that copies of this resolution be sent to Peel-area Members of Provincial Parliament as well as to all Ontario municipalities for consideration and action.

TOWNSHIP OF
PUSLINCH
EST. 1850

RE: Propose Changes to the Conservation Authorities Act: Schedule 6 of Bill 229

Please be advised that Township of Puslinch Council, at its meeting held on November 18, 2020 considered the aforementioned topic and subsequent to discussion, the following was resolved:

Resolution No. 2020-331: Moved by Councillor Bulmer and
Seconded by Councillor Sepulis

That the Consent Agenda items 6.2, 6.3, 6.10, 6.11, 6.12, and 6.13 be received; and

GIVEN THAT The Township of Puslinch does not want to see an increased risk to public safety, or increased liabilities to the Province, municipalities, and conservation authorities. Nor does the Township of Puslinch want more red tape, disruption and ultimately delays in helping the government achieve its goal of economic recovery; and

GIVEN the time sensitive nature of this Bill, we encourage the Province to consult with Municipalities and Conservation Authorities in an expedient manner; and

GIVEN that the Township of Puslinch feels that there are better solutions to deal with actual and perceived issues.

BE IT RESOLVED THAT The Township of Puslinch respectfully requests the Province to withdraw Schedule 6 from Bill 229 until a more thorough analysis of the appropriate solutions can take place, with more clarity on what problems were identified through the consultation process. The Township of Puslinch also encourage the Province to engage with municipalities and Conservation Authorities as the Province works on regulations that will eventually define the various Conservation Authorities Act clauses. The Township of Puslinch feels this is critical to ensure that the focus and performance of Conservation Authorities is actually improved where required.

FURTHER that this resolution be forwarded to the Premier, the Minister of the Environment, Conservation and Parks, the Minister of Municipal Affairs and Housing,

the Minister of Natural Resources and Forestry, Minister of Finance, Conservation Ontario, MPP Ted Arnott, and all Ontario Municipalities.

CARRIED

As per the above resolution, please accept a copy of this correspondence for your information and consideration.

Sincerely,
Courtenay Hoytfox
Deputy Clerk

7404 Wellington Road 34, Puslinch, ON N0B 2J0
Tel: (519) 763-1226 Fax: (519) 763-5846 admin@puslinch.ca

For Immediate Release

November 12, 2020

Cause for Alarm Over Proposed Changes to the *Conservation Authorities Act*

BURLINGTON— Conservation Halton (CH) has reviewed the Province's proposed changes to the *Conservation Authorities Act* (CA Act) which were released last week in the 2020 Ontario Budget (Bill 229). CH is encouraged that the purpose of the Act to provide for the organization and delivery of programs and services that further conservation, restoration, development, and management of natural resources in Ontario watersheds remains. CH remains fully supportive of the Province's stated intent to modernize the watershed-based scope, good governance, service delivery and sustainability of all Conservation Authorities (CAs). CH is, however, concerned that some of the proposed amendments will significantly diminish the ability of CAs to ensure that both people and property are safe from natural hazards, while also protecting Ontario's environment.

The proposed amendments would grant new powers to the Minister of Natural Resources and Forestry that would allow the Minister to make decisions regarding permit applications and appeals in place of the CA, without the non-partisan technical input and expertise of CAs. Bill 229 also proposes amendments to the *Planning Act*, which if passed, would prohibit CAs from appealing a municipal planning decision to the Local Planning Appeal Tribunal (LPAT) or becoming a party to an appeal before LPAT. While there are currently checks and balances in place to ensure the safe development of communities, CH is concerned that new amendments will allow circumvention that leaves the possibility for development decisions that are both unsafe and negatively impact the environment.

"There are a number of disappointing proposed changes that have the potential to undermine conservation authorities and our ability to make science-based watershed management decisions in the interest of public health and safety, " said Hassaan Basit, CEO of Conservation Halton. "Living through the pandemic, we have seen first-hand just how important our environment and wetlands are to our residents. We do not want to see any decisions made that increase the risks from natural hazards, especially as we continue to work to mitigate climate change and conserve our watershed to allow for responsible growth today, without sacrificing the right of future generations to do the same."

CH views the governance changes calling for municipal councillors to make up the sole membership of the Board, while also being instructed to represent the interests of their respective municipalities, and not those of the CA or watershed residents, extremely problematic. This will create an environment in which fiduciary duties and responsibilities to the conservation authority are not upheld.

Further, CH is disappointed in the proposed removal of the un-proclaimed stop work orders and limitations on power to entry provisions that this government had previously agreed to grant CAs. The removal of this tool takes away the ability to enforce regulations that keep life and property safe. It also diminishes the ability to address environmental violations early and work with stakeholders to remedy problems, leaving no tools but to pursue costly and time-consuming charges through the courts when violations occur.

While CH waits for updated regulations to better understand how the proposed amendments are to be implemented, it is concerned that there may be many unintended consequences that put the environment and communities at risk, through opaque and financially costly decisions.

As a result of these collective concerns, CH encourages residents of the watershed, its network of supporters, and partner municipalities to reach out to the Premier, the Minister of the Environment, Conservation and Parks, the Minister of Municipal Affairs and Housing, the Minister of Natural Resources and Forestry, as well as their local MPPs over the next two weeks to request that they review and address its concerns before this Bill is enacted.

-30-

Conservation Halton is the community based environmental agency that protects, restores, and manages the natural resources in its watershed. The organization has staff that includes ecologists, land use planners, engineers, foresters and educators, along with a network of volunteers, who are guided by a Board of Directors comprised of municipally elected and appointed citizens. Conservation Halton is recognized for its stewardship of creeks, forests and Niagara Escarpment lands through science-based programs and services.

Media Contact

Stephanie Bright
Public Relations Specialist
Conservation Halton
Email: sbright@hrca.on.ca

Hamilton Conservation Authority

A Healthy Watershed for Everyone

For Immediate Release: Friday, November 13, 2020

HCA's preliminary response to the Province's proposed changes to the Conservation Authorities Act

On November 5, the Province released proposed changes to the Conservation Authorities Act as part of its omnibus bill of the provincial budget. The Province has stated they are amending the Act to improve transparency and consistency in conservation authority operation, strengthen municipal oversight and streamline conservation authority roles in permitting and land use planning. Additional regulations under the Act are still to be provided later this fall.

Hamilton Conservation Authority (HCA) staff have reviewed the proposed changes and support enhanced conservation transparency and accountability which is already undertaken by making key documents publicly available; including meeting agendas, meeting minutes, and annual audits. We are encouraged that the Province has reconfirmed our purpose to provide for conservation, restoration source water protection and natural resources management.

However, while we wait for updated regulations to better understand how the changes are to be implemented, we are concerned that proposed changes to the Conservation Authorities Act and the Planning Act if passed, would reduce our ability to protect the natural environment and our watershed, and remove citizen representation on our Board.

Proposed changes provide new appeal avenues for permit applications to go to the Local Planning Appeal Tribunal (LPAT) and even the ability of the Minister of Natural Resources and Forestry to issue certain permits in place of the conservation authority. An appeal process already exists to applicants directly to the HCA Board. Conservation authorities are important agencies who help protect Ontario's environment. Their science-based watershed information helps to steer development to appropriate places where it will not harm the environment or create risks to people.

The Province also proposes an amendment to the Planning Act, which if passed, would not allow conservation authorities to appeal a municipal planning decision to the LPAT to represent our interests, unless requested through an agreement with the municipality or the Province. To date, this has not been an issue with the Hamilton Conservation Authority but is an important tool to have. This could also impact our right to appeal planning decisions as a landowner. This is a concern as our conservation lands, made up of 11,000 acres of forests, 145 km of trails, fields, streams, wildlife and plant life, are under HCA's care and protection, as they have been for over 60 years.

Hamilton Conservation Authority

A Healthy Watershed for Everyone

Conservation authorities have long requested for the ability to issue stop work orders to protect environmentally sensitive areas. The updated Act removes un-proclaimed provisions for this enhanced enforcement and only retains the current tools such as fines and possible prosecution and these existing tools do not provide the ability to effectively stop any significant threats and impacts.

If passed, HCA would lose citizen representatives on its board who currently make up half the board of directors. These members provide expertise in varied fields and provide input on HCA programs and services from a citizen's point of view. The proposed amendments would also require municipally appointed councillors to make decisions in the best interest of the municipality and not the conservation authority and its watershed. This is contrary to proper board governance.

In these stressful times, nature and the outdoors play an important role in people's mental and physical health. After this year, we have seen just how important these spaces, and that protection, is for our community. We will continue promoting our vision of a healthy watershed for everyone. HCA staff will also continue to work collaboratively with all parties to better understand and determine what these changes will mean for conservation authorities in general and for the protection of our watersheds.

Public consultation is not required on these proposals as it has been incorporated as part of the budget. We encourage our watershed residents, municipal partners and supporters to reach out to the Premier, the Minister of Environment, Conservation and Parks and the Minister of Natural Resources and Forestry as well as their local MPP's to ask them to address the concerns outlined above, before the Bill is enacted.

Media Contact:

Councillor Lloyd Ferguson, HCA Chair
905-973-1359
lloyd.ferguson@hamilton.ca

Lisa Burnside, HCA CAO
905-525-2181, ext. 126
Lisa.Burnside@conservationhamilton.ca

This media release has been formatted to be an accessible document. Should you require this information in an alternate format, please contact the Hamilton Conservation Authority at 905-525-2181 and we will be happy to assist you.

Coronation Park
RESIDENTS ASSOCIATION

November 14, 2020

Hon. Doug Ford
Hon. Jeff Yurek
Hon. John Yakabuski
Hon. Steve Clark
MPP Stephen Crawford

Re: Bill 229 - Protect, Support and Recover from COVID-19 Act (Budget Measures), 2020. Schedule 6:Conservation Authorities Act

As voting citizens, we register our strong objections to Schedule 6 of Bill 229 and recommend it not be enacted in its present form, and be withdrawn in its entirety from Bill 229.

We are shocked to find our legislators using a Bill purported to be a plan for recovery from a global pandemic as a vehicle to undermine the powers of our Conservation Authorities (CA) and jeopardize our protected forests and wetlands.

As Canadians, we are deeply troubled by the ever increasing regularity of our provincial government's propensity toward omnibus bills which limit opportunities for debate and scrutiny. Indeed, we find on the same day the government tabled Bill 229, an Environmental Registry of Ontario (ERO) bulletin titled *Updating the Conservation Authorities Act3* (ERO # 019-2646) was also posted stating that public consultation is not required under Ontario's Environmental Bill of Rights, 19934 (EBR), because the proposed amendments form part of a budget.

It is shameful to think that as our collective focus is on dealing with Covid-19 and its severe impacts on our lives and livelihoods, our elected officials table legislation to make substantive changes to environmental laws while sidestepping the public's EBR rights.

At a time when it is becoming increasingly more evident that we need climate resilience, it appears the package of amendments as proposed in Schedule 6 are likely to set back watershed planning and implementation of an ecosystem-based approach by decades. Conservation Authorities are a vital line of defence for the natural spaces that mitigate flood risk, provide precious land for hiking, fishing and escape into nature and are an essential habitat for the many species of wildlife, including endangered species that call Ontario home. If we lose these spaces, we can't get them back.

The majority of the Schedule 6 amendments are regressive in nature and are completely contradictory to fulfilling both the purpose of the Conservation Authorities Act and the desire to set the course for more climate resilient communities in the future.

If enacted, Schedule 6 would

- give direct decision making power over proposed development in environmentally sensitive areas, to the Minister of Natural Resources and allow the Minister to make decisions regarding permit applications and appeals in place of the Conservation Authority, thereby eliminating the non-partisan technical input and expertise of CAs.

- allow developers to appeal conservation authority decisions directly to the Minister.

- prohibit CAs from appealing a municipal planning decision to the Local Planning Appeal Tribunal (LPAT) or becoming a party to an appeal before LPAT.

- have the potential to undermine conservation authorities and their ability to make science-based watershed management decisions in the interest of public health and safety.

- institute governance changes to CA boards to have municipal councillors comprise the sole membership, while being instructed to represent the interests of their respective municipalities, and not those of the CA or watershed residents. This will create an environment in which fiduciary duties and responsibilities to the conservation authority are not upheld.

- narrow the CAs authority from providing “programs and services designed to further the conservation, restoration, development and management of natural resources other than gas, oil, coal and minerals” (CAAct, s20(1)) to only one of three categories: (i) mandatory programs and services, (ii) municipal programs and services, and (iii) other programs and services (new CAAct provision 20(1)).

As constituents of Ontario, we have not be able to protect our population against a deadly pandemic, however we are able to direct our elected officials to take decisive steps to effectively protect, restore and manage our watersheds, protected forests and wildlife habitats thereby ensuring a climate resilient Ontario.

Our direction is to withdraw Schedule 6 in its entirety from Bill 229.

Respectfully,

Pamela Knight
President

Donald Cox
Vice President

cc: Oakville Town Council Members
A. Gohel

Conservation Halton

905.336.1158
Fax: 905.336.7014
2596 Britannia Road West
Burlington, Ontario L7P 0G3
conservationhalton.ca

Protecting the Natural Environment from Lake to Escarpment

The Honourable Doug Ford
Premier of Ontario

The Honourable Jeff Yurek
Minister of the Environment, Conservation, and Parks
Ministry of the Environment, Conservation, and Parks

The Honourable Rod Phillips
Minister of Finance
Ministry of Finance

November 17, 2020

Dear Premier Ford, Minister Yurek and Minister Phillips,

We are writing to you today in response to the proposed amendments to the *Conservation Authorities Act* (CA Act), contained in Schedule 6, Bill 229. **We anticipate that some of the more prescriptive changes proposed in Bill 229 will lead to the opposite of your government's stated desire to help conservation authorities (CA) modernize and operate with greater focus, transparency and efficiency.**

The Progressive Conservative Government under the leadership of George Drew passed the *Conservation Authorities Act* and the *Planning Act.* He recognized that Ontario needed to invest in a sound transformative strategy to help Ontarians recover from the devastation of World War Two, not just economically, but also emotionally, as a community. These progressive actions were further strengthened by Premier Frost. Today, as the Province faces unprecedented pressures from both, a global pandemic and climate change, we need to strengthen the cooperative role played by CAs.

For over 60 years, Conservation Halton (CH) has served the interests of its residents and stayed true to those founding principles – conserving the environment to enable watershed communities to prosper socially and economically while ensuring resilience and safety for generations to come. From planting four million trees, to managing 11,000 acres of land, teaching millions of children, ensuring people build their homes and businesses in safe places and constantly checking the pulse of our environment through monitoring and restoration, CH has been a trusted, accountable partner to the Province and our municipalities. Today, CH serves over one million residents in one of the fastest growing areas in Ontario. Our residents and municipalities depend on us to deliver cost-effective services that ensure growth and development support sustainable and vibrant communities.

CH has played a collaborative role in the previous consultations regarding the modernization of the CA Act. While it was unexpected to see further proposed changes to the Act in Bill 229, we are encouraged that the purpose of the Act to provide for the organization and delivery of programs and services that

further conservation, restoration, development, and management of natural resources in Ontario watersheds remains the same.

It is our view that several of the proposed amendments will increase the risk to life and property from natural hazards and the degradation of the environment. **We respectfully request you withdraw Schedule 6 from Bill 229 until a more thorough analysis of the appropriate solutions can take place, with more clarity on what problems were identified through the consultation process.** We also encourage you to engage with CAs as you work on regulations that will eventually define the limits of the various CA Act clauses. We feel this is critical to ensure that the focus and performance of CAs is actually improved.

Several changes, such as those related to governance, ministerial authority to issue permits, the removal of our ability to appeal decisions at LPAT, and the removal of enforcement tools will lead to increased administrative costs, red tape, delays, and above all bring into question the integrity and transparency of the permitting and planning process. **These changes will also result in a more uncertain, litigious and discordant atmosphere, which will hinder our ability to work with applicants to find practical solutions for safe development. These changes will undo the hard work CH has done over the last five years to ensure we are customer-centric, accountable, efficient and solutions oriented.** Specifically:

- **There is no duplication, red tape or going beyond our mandate**
  CH and our municipal partners work in a complementary way, avoid duplication of effort and remain focused on our core responsibilities through detailed MOUs and workplans. CH worked with our partners and customers to develop clear, quantifiable service delivery targets, which we have achieved, and publicly reported on with consistency. We track all permitting and plan review metrics on a quarterly basis to ensure nothing is slipping.

- **Our permit/planning fees only cover the cost to review and we have high service standards**
  CH works with the development industry to ensure there is transparency on how our fees are determined, what costs are included and what standard of service we deliver in exchange. This approach is highly appreciated by our BILD chapter and they have encouraged other agencies to adopt our approach. We will be happy to share correspondence to this effect with you. We work on a cost-recovery model to ensure we keep the cost to taxpayers as low as possible.

- **The integrity of the permitting process will be compromised – these amendments will increase risk, liability, delays, and lead to inconsistency**
  CH currently issues 95% of minor permits and 98% of major permits within 30 and 90 review days respectively (not calendar days). We value the process as much as we value the output of our services in this area. It is our view that the proposed amendments that would allow the Minister of Natural Resources and Forestry jurisdiction over certain permit applications and the appeal process has the potential to allow individuals to circumvent checks and balances that exist to protect the communities in our watersheds. It is unclear whether the minister would have regard for local conditions, technical input or Board-approved policies. These proposed changes may inadvertently cause more people in the community to be at risk, rather than protected, from natural hazards.

- **The amendments introduce a "stakeholder governance model" that has no legal precedence**
  The proposed changes to the composition of CA boards negatively disrupts what is currently a relatively apolitical structure. This will significantly reduce the capacity of boards to make

decisions on a watershed basis. Our Board of Directors carry out their fiduciary responsibilities, guide strategy, approve policies in support of our Provincial and municipal responsibilities and track performance. They ensure CH makes decisions with integrity, based solely on our core responsibilities. It is our view that changing the composition to reflect elected officials that represent the interests of their respective municipalities creates a setting ripe for conflict of interest. It runs counter to all governance principles.

- **These amendments compromise our ability to create jobs & deliver services without tax dollars** Conservation Halton is focused on our core programs. We are equally competent and resourceful in providing further opportunities for Ontarians in recreation and education on our conservation lands—especially during the pandemic when the need for safe and accessible greenspace is at an all-time high—and we are even more proud that we are able to fund these opportunities 100% self-sufficiently. Our responsible monetization of assets and generation of revenue creates value for the community as well as employment opportunities. We are concerned that should the Ministry set fees or other limits on non-mandatory programs and services—particularly those that we already successfully run without the support of tax dollars—our ability to provide important recreational, educational, and employment opportunities that allow our community to interact with conservation will be significantly diminished. Our municipal levy for 2021 is under 28% and the provincial contribution is close to 2% of our total budget. We have worked hard to achieve such low reliance on taxpayer funding. At the same time, we have expanded access to our parks by 35% this season, giving Ontario families a safe place to visit during the COVID-19 pandemic.

In conclusion, we do not want to see an increased risk to public safety, or increased liabilities to the Province, municipalities, and conservation authorities. Nor do we want more red tape, disruption and ultimately delays in helping the government achieve its goal of economic recovery. Given the time sensitive nature of this Bill, we encourage the Province to consult with Conservation Halton and other CAs in an expedient manner. We have attached a more detailed (Board) report on our key concerns.

We appreciate you taking the time to consider our concerns**. We feel there are better solutions to deal with actual and perceived issues.** We would be pleased to discuss these and our desire to work with you to define the governing regulations at your earliest convenience. Please contact Conservation Halton CEO, Hassaan Basit (CEOoffice@hrca.on.ca) so we can help support your mandate while ensuring success for all stakeholders.

Regards,

Gerry Smallegange

Chair, Conservation Halton Board of Directors

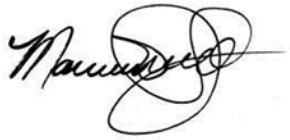
Mayor Rob Burton, BA, MS

Town of Oakville

Mayor Gordon Krantz

Town of Milton

Mayor Marianne Meed Ward



City of Burlington

Mayor Rick Bonnette

Town of Halton Hills

Cc:
The Honourable John Yakabuski, Minister of Natural Resources and Forestry
Ministry of Natural Resources and Forestry

The Honourable Steve Clark, Minister of Municipal Affairs and Housing
Minister of Municipal Affairs and Housing

Ted Arnott
MPP Wellington—Halton Hills

Jane McKenna
MPP Burlington

Effie J. Triantafilopoulos
MPP Oakville North—Burlington

Stephen Crawford
MPP Oakville

Parm Gill
MPP Milton

Andrea Horwath
MPP Hamilton Centre

Sandy Shaw
MPP Hamilton West—Ancaster—Dundas

Rudy Cuzzetto
MPP Mississauga—Lakeshore

Donna Skelly
MPP Flamborough-Glanbrook

Courtenay Hoytfox

From: Susan Fielding [redacted]
Sent: Tuesday, November 17, 2020 4:05 PM
To: John Sepulis; James Seeley; Jessica Goyda; Sara Bailey; Matthew Bulmer; Glenn Schwendinger; Courtenay Hoytfox; Mayor Chris White
Subject: Comments of Conservation Authority Proposed Changes

Good afternoon Mayor and Councillors:
I was asked to share this email and I ask it be added to tomorrow's agenda along with the other correspondence from Hamilton and Halton Conservation Authorities. Any support you would consider lending to the concerns outlined would be most appreciated. The following email is from Councillor Tom Jackson, a long-time member of Hamilton Council and on the Hamilton Conservation Authority Board.

Subject: Province's Proposal to Eliminate Volunteer Citizen Members on THE HCA Board!!

Dear Mayor Eisenberger and Councillor (HCA Chairman) Ferguson....I heard with dismay and disappointment the above announcement in the last 48 hours!! IF The Province wishes to move forward on this, it will be an absolute shame and disservice to our encouragement of Citizen engagement and participation on an august Board such as the HCA. It boggles my mind why they would even consider going down this path??!! With all due respect to elected members of local Council....to have hypothetically an 11 member HCA Board of only politicians might as well make the HCA a Standing Committee of City Council. One of the treasures I have truly enjoyed over the years has been working alongside volunteer citizen appointees on any Task Force/Board/Advisory Committee, etc., because of the "blend" of elected and non-elected Board members sitting at the same table, assisting in the advancement (and preservation) of that Organization/Service/Agency's mandate/vision/goals TOGETHER!! Plus...on this current Board of 11 voting members, IF The Province's proposal is not withdrawn, 6 less citizens will have the chance to serve their Community on a dynamic and esteemed Board via the appointnent process of City Council!! To conclude, if a resolution of our City Council is in order to forward MY (Hopefully OUR) objection to this misguided proposal, I am willing to assist with the motion OR instead to support anyone else that wishes to lead. Thanks for listening. Thoughts?? Councillor Jackson...P.S...HCA CAO Burnside or E.A. Tellier....Can you kindly ensure please that my email is forwarded to the citizen members of the HCA Board?? Thanks in advance. Councillor Jackson....P.P.S...(BTW Council Colleagues...this has nothing to do with the fact I am on the Board currently and do not wish other members of Council to possibly join. For what its worth...I left the Board after the 2014 Civic election to allow a new member of Council to join then.). Just sharing...
Councillor Tom Jackson

--
Susan Fielding
[redacted]

Courtenay Hoytfox

From: Glenn Schwendinger
Sent: Wednesday, November 18, 2020 9:00 AM
To: John Sepulis
Cc: Courtenay Hoytfox
Subject: RE: We Need Your Support: Changes to the Conservation Authorities Act

From: Conservation Halton <web@hrca.on.ca>
Reply-To: Conservation Halton <web@hrca.on.ca>
Date: Tuesday, November 17, 2020 at 6:29 PM
To: John Sepulis <jsepulis@puslinch.ca>
Subject: We Need Your Support: Changes to the Conservation Authorities Act

View this email in your browser

To our Conservation Halton friends:

I hope you and your family are keeping well. I am writing to you today to ask for your support.

This year has been challenging for us all, but it has also given us an opportunity to take a step back and focus on the important things in life. If there has been any silver lining to our experience living through this pandemic, we have to say that it has been the spirit of community and renewed appreciation for nature that we have seen through the watershed over this past year.

On November 5, 2020, the provincial government tabled Bill 229 *Protect, Support, and Recover from COVID-19 Act (Budget Measures), 2020*. This piece of legislation encompasses more than just a budget in response to COVID-19 as its name might suggest. There have been several proposed **changes** to the *Conservation Authorities Act* within this Bill that we are concerned about. It is not a well-thought-out piece of legislation. We are hoping you can use your voice to support us in

expressing these concerns to the Province. **Since the Province has picked a fast-track process to pass this Bill, timing is of the essence. We need our allies, customers, and supporters to act today by emailing the Premier and your local MPP and by getting loud on social media.**

Our concerns with proposed CA Act amendments:

1) Ability for Developers to bypass CAs: Conservation Halton has a legislated responsibility to ensure development does not occur in flood hazard areas and that our creeks, valleys and wetlands are not adversely impacted. We work hard to ensure new development is balanced and that our communities are safe and livable, with ample greenspace. The amendments proposed by the Provincial government outline a process whereby developers and others can go around Conservation Authorities to have permits approved by the Province directly.

2) Ability of CH to continue to offer Parks: We are proud to provide opportunities in recreation and education on our conservation lands to members of our community—especially during the pandemic when the need for safe and accessible greenspace is at an all-time high—and we are even more proud that we are able to fund these opportunities 100% self-sufficiently. Our responsible monetization of assets and generation of revenue creates value for the community as well as employment opportunities. At the same time, we have expanded access to our parks by 35% this season, giving Ontario families a safe place to visit during the COVID-19 pandemic. We are concerned that should the Ministry set fees or other limits on non-mandatory programs and services—particularly those that we already successfully run without the support of tax dollars—our ability to provide important recreational, educational, and employment opportunities that allow our community to interact with conservation will be significantly diminished.

3) Ability for CH to remain above politics and special interests: The proposed changes to the composition of CA boards negatively disrupts what is currently a relatively apolitical structure. Our Board of Directors carry out their fiduciary responsibilities, guide strategy, approve policies in support of our Provincial and municipal responsibilities and track performance. They ensure CH makes decisions

with integrity, based solely on our core responsibilities and remains apolitical, yet innovative and solution oriented. It is our view that changing the composition to reflect elected officials that represent the interests of their respective municipalities creates a setting ripe for conflict of interest.

4) Ability to monitor, restore and grow our natural areas: Conservation Halton's mission is to help protect the natural environment, from lake to escarpment, for the benefit and enjoyment of present and future generations. Protecting and maintaining our natural heritage in turn benefits human, ecological, and economic health. We inherited our natural spaces from the generations before us and will pass them on to our children and future generations. Our duty as stewards is what continues to inspire us to use science to study and inform us about climate change impacts to our communities and mitigation strategies. Should the new amendments pass, our ability to make independent science-based decisions in the interest of the community will be significantly limited, our wetlands, valleys, and water will be at risk, and our ability to remedy violations that put our environment and communities in danger will be minimal.

How You Can Help

Please raise your voice with ours! We've sent a **letter** to the Premier, members of Cabinet and our local MPPs and need you to do the same. Click the green button to send your local MPP, the Minister of Municipal Affairs and Housing, The Minister of the Environment Conservation and Parks, and the Minister of Finance a letter asking them to hold off on making unilateral changes without public consultation. Be sure to follow us on social media where we plan to keep the conversation going!

Click here to support Conservation Halton

Thank you again for your continued support of our environment and community.

Yours in conservation,

Hassaan Basit
President and CEO

Our mailing address is:
Conservation Halton
2596 Britannia Road West
Burlington, On L7P 0G3
Canada

City of Greater Sudbury
Ville du Grand Sudbury

November 25, 2020

The Honourable Doug Ford
Premier of Ontario
823 Albion Road
Etobicoke, ON M9V 1A3

Dear Mr. Ford:

Re: Motion regarding – Notice to withdraw from Schedule 6 from Bill 229, Protect, Support and Recover from COVID 19 Act

PO BOX 5000 STN A
200 BRADY STREET
SUDBURY ON P3A 5P3

CP 5000 SUCC A
200, RUE BRADY
SUDBURY ON P3A 5P3

705.671.2489

www.greatersudbury.ca
www.grandsudbury.ca

The following resolution #CC2020-272 was passed by the Council of the City of Greater Sudbury on November 24, 2020:

WHEREAS the Minister of Finance of the Province of Ontario has introduced Bill 229, Protect, Support and Recover from COVID 19 Act - Schedule 6 – Conservation Authorities Act;

AND WHEREAS the Legislation introduces a number of changes and new sections that could remove and/or significantly hinder the critical role of Ontario's conservation authorities in regulating development, in the permit appeal process and when engaging in planning applications;

AND WHEREAS the City of Greater Sudbury relies on the watershed expertise provided by the Nickel District Conservation Authority (operating as Conservation Sudbury) to protect residents, property and local natural resources on a watershed basis. The Authority reduces risks to our community from hazards such as flooding in low-lying neighbourhoods, erosion of the banks of rivers such as the Vermilion and the Whitson, the dynamic shorelines of Wanapitei Lake and our more than 300 other lakes, and unstable ground near wetlands and steep valley slopes, which is achieved by regulating development and by engaging in reviews of proposals subject to the Planning Act;

AND WHEREAS the changes allow the Minister of Natural Resources and Forestry to make decisions without the benefit of a conservation authority's science based watershed data and expertise;

AND WHEREAS the Legislation provides the Minister of Environment Conservation and Parks with the ability to establish standards and requirements for non-mandatory programs, which locally could impact the education offerings that include school field trips to the Lake Laurentian Conservation Area. This would also apply to events such as the popular family fishing days and to the public's access to Camp Bitobig that runs in July and August. These are and must be local-level agreements between the City of Greater Sudbury and Conservation Sudbury to serve demands in our community;

AND WHEREAS the City of Greater Sudbury believes that the appointment of representatives to the Conservation Sudbury Board should be a municipal decision; and the Chair and Vice Chair should be duly elected annually;

AND WHEREAS the proposed changes to the 'Duty of Members' contradicts the fiduciary duty of a Conservation Sudbury board Member. Our appointed Members serve our residents by acting in the best interests of Conservation Sudbury and invariably its member municipality, as it carries out its responsibilities to the watershed;

AND WHEREAS all conservation authorities have already been working with the Province, the land development sector and municipalities to streamline and speed up permitting and planning approvals through Conservation Ontario's Client Service and Streamlining Initiative;

AND WHEREAS changes to the legislation will create more "red tape", increasing costs for both Conservation Sudbury and therefore the taxpayers in the City of Greater Sudbury and will potentially result in delays and greater uncertainty in the development-approval process;

AND WHEREAS the City of Greater Sudbury values and relies on our natural spaces and water resources for the health and well-being of residents; we value Conservation Sudbury's work to prevent and reduce the impacts of flooding and other natural hazards; and we value our conservation authority's contributions to ensure safe drinking water;

THEREFORE BE IT RESOLVED that the Council for the City of Greater Sudbury, with the support of Conservation Sudbury, requests the following:

- *THAT the Minister of Finance withdraws Schedule 6 from Bill 229, Protect, Support and Recover from COVID 19 Act and,*

- *THAT the Province of Ontario works with all conservation authorities to find viable solutions to reduce "red tape" and create conditions for growth,*

- *AND THAT the Province support its long-standing partnership with the conservation authorities by providing them with the tools and financial resources needed to effectively implement their watershed management role.*

AND BE IT FURTHER RESOLVED that this motion be provided to the Honourable Doug Ford, Premier of Ontario, the Honourable Rod Phillips, Minister of Finance, the Honourable Jeff Yurek, Minister of Environment Conservation and Parks, the Honourable John Yakabuski, Minister of Natural Resources and Forestry, the Honourable Steve Clark, Minister of Municipal Affairs and Housing, Jamie West MPP for Sudbury, France Gelinas MPP for Nickel Belt, to Conservation Sudbury and all Ontario municipalities.

Sincerely,

Eric Labelle
City Solicitor and Clerk

REGIONAL MUNICIPALITY OF NIAGARA
POLICE SERVICES BOARD
5700 VALLEY WAY, NIAGARA FALLS, ONTARIO L2E 1X8

Tel: (905) 688-4111 Fax: (289) 248-1011
E-mail: psb@niagarapolice.ca
Website: www.niagarapolice.ca

December 2, 2020

SENT BY EMAIL
bdunk@stcatharines.ca

Ms. Bonnie Nistico-Dunk, Clerk
City of St. Catharines
50 Church Street
St. Catharines, ON
L2R 7C2

Dear Ms. Nistico-Dunk:

Re: Motion Passed by the Regional Municipality of Niagara and St. Catharines City Council
NRPS Diversity, Equity and Inclusion
Item 8.1- 2020.11.26

At its Public Meeting held November 26, 2020, the Regional Municipality of Niagara Police Services Board considered Service report dated November 18, 2020 providing a comprehensive review with recommendations regarding diversity, equity and inclusion in response to the motions passed by Regional Council at its Special Meeting held August 13, 2020 and correspondence dated August 11, 2020 from St. Catharines City Council.

The following motion was passed:

'That the Police Services Board receive and accept the recommendations in the report from the Chief of Police, Niagara Regional Police Service, to address the Niagara Regional Council motion from its August 13, 2020 Special Meeting and correspondence from the City of St. Catharines Council dated August 11, 2020;

And further, that the report be circulated to Niagara Regional Council and the City of St. Catharines Council. Carried.'

Further to Board direction, I would ask that you take the necessary action. A copy of the report is enclosed for your reference.

Yours very truly,

Deb Reid
Executive Director

Encl.

c. Chief of Police B. MacCulloch, Niagara Regional Police Service
Ms. A. Norio, Clerk, Niagara Region

NIAGARA REGIONAL POLICE SERVICE
Police Services Board Report

PUBLIC AGENDA

Subject: Motion of the Regional Municipality of Niagara and St. Catharines City Council

Report To: Chair and Members, Niagara Police Services Board

Report Date: 2020-11-18

Recommendation(s)

That the Niagara Police Services Board receive this report for information purposes.

Key Facts

- At its Public Meeting on September 24, 2020, the Niagara Police Services Board received correspondence in the form of a motion passed by Regional Council on August 13, 2020.
- The motion which listed a number of items for action by the Niagara Regional Police Service in relation to Diversity, Equity and Inclusion was received by the Board for information and referred to Chief MacCulloch to prepare a report.
- The attached report has been prepared by the Service to address the points of the motion and makes recommendations to the Board.

Financial Considerations

There are no financial implications related to receiving this report.

Analysis

On July 23, 2020, and again on August 13, 2020, Chief of Police Bryan MacCulloch attended two special sessions of Regional Council to speak to the contents of an omnibus motion raised by Councillor (St. Catharines Mayor) Walter Sendzik. The motion lists a number of items for action pertaining to the Niagara Regional Police Service in relation to Diversity, Equity and Inclusion.

Between each of those sessions of Council, Chief MacCulloch also attended at St. Catharines City Council on August 10, 2020 to speak to the original motion of St. Catharines City Council.

Following the passing of the Regional Council motion on August 13, 2020, Regional Council sent correspondence to the Niagara Police Services Board, which was received by the Board at its Public Meeting on September 24, 2020.

The Niagara Police Services Board directed Chief MacCulloch to have a report prepared which addresses the various concerns raised in the motion. The attached report addresses each section of the motion as raised, and where warranted, recommendations to the Board have been included.

Alternatives Reviewed

Not applicable.

Relationship to Police Service/Board Strategic Priorities

The contents of this report relies upon and identifies ties to the Niagara Police Services Board 2019-2020 Strategic Plan as well as the Niagara Regional Police Service 2020-2022 Diversity, Equity and Inclusion Strategic Plan.

Relevant Policy Considerations

Not applicable.

Other Pertinent Reports

Not applicable.

This report was prepared by David Meade, Superintendent, Executive Services, and recommended by Bill Fordy, Deputy Chief of Police, Support Services.

Submitted by:
Bryan MacCulloch, M.O.M. #5835
Chief of Police

Appendices

Appendix 1 Report to the Chair and Members, Niagara Police Services Board – Motion of the Regional Municipality of Niagara and St. Catharines City Council.

Report to the Chair and Members, Niagara Police Services Board

Motions of the Regional Municipality of Niagara and St. Catharines City Council

November 26, 2020

Authorized by:

Chief Bryan MacCulloch M.O.M.

Prepared by:

Superintendent David Meade

Acknowledgements

Prepared in cooperation and consultation with:

Inspector Luigi Greco
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Staff Sergeant Lynda Hughes
Staff Sergeant Chris Sirie
Sergeant Rich Gadreau
Sergeant Tammy Morden
Sergeant Sarah Rose
Ms. Sheri House
Ms. Tracey McDowall
Ms. Courtney Woods

Contents

Message from Chief MacCulloch

The Niagara Regional Police Service is made up of approximately 1100 sworn and civilian members, and I want to assure you that the men and women who make up our Service, are proud to serve and protect the residents and visitors to Niagara.

Following the horrific death of George Floyd at the hands of Minneapolis police officers, and the marginalization of other racialized individuals during interactions with police, we have seen a global call for greater police oversight and accountability, as well as demands for the fair and equal treatment of ALL people regardless of race, ethnicity, sexual orientation or any other protected grounds.

No one can deny the pain and lived-experience that many individuals from various equity seeking groups around the globe have endured.

Now more than ever, we need to dialogue and we need to collaborate to find solutions. We need to look at the entire issue - but we also need to be alive to what we are experiencing and working with HERE in Niagara.

Where are there opportunities to do better?

Where are there opportunities to change? and,

Where are there opportunities to advocate for change, and be an Ally?

This is a global issue, a discussion that is healthy and quite frankly needs to be happening.

There is an opportunity here for leadership – to be a part of the larger solution – while maintaining and enhancing the already solid relationship that we enjoy with our community in Niagara while listening to those who may have concerns and taking action to rectify those concerns.

Simply put, we are an organization that is committed to excellence and we are committed to continuous improvement, while enhancing what we have already built.

And what have we built?

We have been working to build a solid foundation; with a focus on inclusion and working with our community partners.

Right now, there is a meaningful, and needed, call for inclusion and for change. Change in response to years of systemic racism within our society and the resulting insidious impacts.

The discussion, as we move forward on a path to healing and inclusion needs to have our partners at the table.

We need to have the equity seeking groups, those that identify barriers to equal access, opportunities and resources due to disadvantage and discrimination within our community, at the table to be heard.

Where it applies to policing we are ready to discuss where there are opportunities for improvement to benefit our community.

Regional Municipality of Niagara Council Motion

At its Public Meeting on September 24, 2020, the Niagara Police Services Board received correspondence in the form of a motion passed by Regional Council on August 13, 2020. The motion lists a number of items for action pertaining to the Niagara Regional Police Service in relation to Diversity, Equity and Inclusion.

The motion was received by the Board for information and further, was referred to Chief MacCulloch for a report back to the Board at its October 22, 2020, Board meeting.

The contents of the motion passed by Regional Council at request of St. Catharines City Council are repeated below:

Regional Council, at its Special meeting held on August 13, 2020, passed the following motion put forward by Councillor Sendzik regarding Niagara Regional Police Service - Diversity, Equity, & Inclusion:

Whereas systemic racism against Black people, Indigenous people, and other people of colour (BIPOC) exists in Niagara;

Whereas the tragic deaths of Black people and Indigenous people in Canada and United States by police has created an urgency to challenge and change systems of policing in communities across Canada;

Whereas the Regional Municipality of Niagara is the funding body for the Niagara Regional Police Services;

Whereas the Niagara Regional Police Services Board is an oversight body of the Niagara Regional Police Services, and includes members of Niagara Regional Council;

Whereas the Niagara Regional Police Services Board approved its NRPS 2020-2022 Diversity, Equity, & Inclusion Strategic Plan that includes aspects of working with the BIPOC communities;

Whereas more work must be undertaken by the Niagara Police Services Board and Chief of Police to engage with our BIPOC community with an objective to better understand, address and eliminate any prejudice, racism and bias in our Police Service; and

Whereas the Niagara Regional Police Services Board has established a partnership with the Canadian Mental Health Association Niagara Branch to provide mental health emergency support through the Mobile Crisis Rapid Response Team.

NOW THEREFORE BE IT RESOLVED:

1. That Niagara Region Council **REQUESTS** the Niagara Regional Police Services Board direct the Chief of Police to undertake the following:

a. Prepare a report outlining all training, (pre-badge and during badge) on de-escalation techniques, diversity, cultural sensitivity and anti-racism training (both internal and external facing from the membership) and that the Chief include any recommendations for furthering this training to the Niagara Regional Police Services Board for further consideration, and that the Niagara Regional Police Services Board members commit to training on these issues on an annual basis;

b. That a report outlining the public complaint process be brought forward for information with any recommendations as to provide ease of access to any methods of submitting complaints including but not limited to a communications campaign that makes this process better understood;

c. That seeing that Statistics Canada just announced it will start collecting race-based crime data, that the Chief also work to bring back a report with metrics and/or data over the last five (5) years (or appropriate time horizon) on various crime statistics including but not limited to anything that further provides information on/or a picture of police interactions with racialized communities;

d. That information on data entry, including how calls for service are entered into the record management system be examined with any recommendations for further expansion of data entry to identify interactions with anyone from the Black, Indigenous, ethno-cultural or people of colour community to further transparency;

e. That an independent, third party survey be undertaken to gain a better understanding and receive feedback on interactions between the Niagara Regional Police Service and Niagara residents;

f. That the Chief of Police examine opportunities to work with TOES Niagara, Niagara Multicultural Centre, YWCA, Welland Heritage Council and Multicultural Centre and any other group working with newcomers and recently arrived immigrants;

g. That the Police Services Board direct the Chief of Police, alongside the Senior Leadership Team to provide an analysis on the implications of directing dollars towards further social service and community outreach initiatives as part of the 2021 budget, versus increases to operational and capital budgets unless deemed essential;

h. That the Police Services Board develop a diversity plan for board appointees that reflect the diversity of the Niagara community; and

i. That a report on the number and specific types of calls related to mental health and addictions, be brought forward and that the report include an actionable plan, including options for both an extension of the current MCRRT but also an alternate NRP led plan funded by the Niagara Region, developed in partnership with Niagara

EMS and local mental health, addictions, and crisis agencies, to respond to these calls in line with guidance and recommendations from the Canadian Mental Health Association; and

2. That the correspondence from the City of St. Catharines Council, dated August 11, 2020, containing the recommendations of the City of St. Catharines Anti-Racism Committee, **BE FORWARDED** to the Niagara Regional Police Services Board for consideration.

At its meeting held on August 10, 2020, St. Catharines City Council approved the following motion:

WHEREAS St. Catharines City Council asked for advice from the Anti-Racism Advisory Committee on body cameras for police and other reforms;

THEREFORE BE IT RESOLVED that City Council endorse the following recommendations from the Anti-Racism Advisory Committee:

Training

- Increase Crisis Intervention Training to being offered at least 4 times a year or until as close to 100% of front line officers as possible at any given time would have completed the training;
- Add cross-cultural mental health training to its Crisis Intervention Training;
- Add implicit bias and anti-racism trainings in its refresher trainings and that these trainings be led by experts from equity seeking groups, along the lines of the African Canadian Legal Clinic's recommendations to the Ipperwash Inquiry:
  "That police forces develop an anti-racism curriculum and training program to be incorporated into any existing training programs on use of force and which will be mandatory for recruits, new officers, and serving officers. The training should be designed and delivered by independent experts in anti-racism to ensure a full understanding of racially biased policing, racial discrimination and the racialized communities police serve, particularly with respect to use of force. This training should be provided as a refresher on a regular basis. The training program should be independently and regularly evaluated to assess its efficacy with respect to effecting anti-racist behavioural and attitudinal change."

Re-assessing police service standards to shift its budget

- The NRPS Chief and Board re-assess "adequate policing" requirements based on removing welfare checks, mental health, and suicide threat calls, as well as foot patrols that are only demanded because of perception;
- That the Niagara Regional municipality shift these funds from the reduction of the NRPS budget to a dispatched civilian service such as the EMS;

Civilian Review

- The establishment of a local purely civilian (no former police officers) body including members from equity seeking groups with oversight, disciplinary powers, and the power to refer charges for prosecution over police officers;
- Establish the office of a purely civilian (no former police officers) Ombudsperson with full access to police records and data;

Releasing Statistics

- Publish online details of police-reported hate crimes for each incident including location, date and time, the protected group which was attacked, and the nature of the crime;
- Publish online the use of force by race data required to be submitted to the Ministry of the Solicitor General under the Anti-Racism Act;
- Extend the collection of race data to traffic stops and publish online these statistics as well as the outcome (any charges) for traffic stops;

Hiring

- Increase diversity hiring to at least 15% of the recruiting class over three years, and further as per the African Canadian Legal Clinics recommendation to the Ipperwash Inquiry:
  "That police recruits be screened for prejudicial and racially discriminatory attitudes, similar to screening already being done for personality attributes, criminal record, and family background. That police forces be encouraged to retain independent employment equity experts to develop concrete, measurable and attainable goals to increase the number of racialized people, particularly African Canadians and Aboriginals, especially in positions of responsibility, in order to achieve a "critical mass" of representation and diversity to promote cultural and organizational change";

- That these independent employment equity experts undertake a comprehensive review of the hiring, recruitment, selection, and management practices of the NRPS;

8 Can't Wait Campaign

- Require all officers to have a duty to intervene against excessive use of force or abuse;
- Prohibit shooting at moving vehicles;

Performance Reviews

- As per the African Canadian Legal Clinic's recommendation to the Ipperwash Inquiry:

> "That police forces ensure that complaints and concerns against police officers relating to use of force, particularly when the complainant is racialized, are reflected and factored into the assessment of each officer's performance review and or promotions."; and

BE IT FURTHER RESOLVED that St. Catharines City Council call on the Niagara Region, through the Police Services Board, to immediately begin the process of implementing the above recommendations; and

BE IT FURTHER RESOLVED that this motion be forwarded to all local municipalities; the offices of all Niagara-area MPPs and MPs; the offices of the Attorney General of Ontario Doug Downey, the Attorney General of Canada David Lametti and Federal Public Safety Minister Bill Blair; and request comment from the Solicitor General of Ontario Sylvia Jones. FORTHWITH"

Executive Summary

On July 23, 2020, and again on August 13, 2020, Chief of Police Bryan MacCulloch attended two special sessions of Regional Council to speak to the contents of an omnibus motion raised by Councillor (St. Catharines Mayor) Walter Sendzik. Between each of those sessions of Council, Chief MacCulloch also attended at St. Catharines City Council on August 10, 2020 to speak to the original motion of St. Catharines City Council.
Following the passing of the Regional Council motion on August 13, 2020, the Niagara Police Services Board directed Chief MacCulloch to have a report prepared which addresses the various concerns raised in the motion.

This report addresses each section of the motion as raised and where warranted recommendations to the Board have been included.

Section A - addresses training received by Niagara Regional Police Officers with respect to de-escalation, diversity, cultural sensitivity, and anti-racism. It examines training received at various stages of officers' professional development, including training received prior to attending at the Ontario Police College (OPC), while at OPC, post-OPC prior to being sworn, and ongoing in-service training throughout their careers. This area also addresses future direction of training as was identified through the Board's 2019-2021 Strategic Plan and the Service's 2020-2022 Diversity, Equity, & Inclusion Strategic Plan.

Section B - provides a detailed overview of the Police Complaints process explaining the expansive nature of independent Police oversight within the Province and how it intersects with the Police organization. Police oversight is assumed at a Provincial level, it is well established and advertised through the Office of the Independent Police Director.

Section C – addresses the collection of race-based data. It examines the various sources requesting, advising and/or directing the collection of race data and looks at the data that has been collected by the Service to date. It is recognized that standards have not previously existed for race data, and various sources rely upon different data sets for collecting race data. The Service recognizes and acknowledges that its race data collection in incomplete, and should be brought in line with the Anti-Racism Act Data Standards. Also the Service welcomes the collection of race data as part of the Uniform Crime Reports (UCR) survey through Stats Canada.

Section D – examines Police calls for service data entry and identifies how calls are prioritized. It discusses at which stages of the process race data can by gathered, and makes the recommendation that the Service transition to the Anti-Racism Data Standards as referenced in the Anti-Racism Act 2017.

Section E – discusses the Business Plan and the Community Satisfaction Survey that is conducted every three years as part of the Business planning cycle. The last Community Satisfaction Survey was conducted in 2018 by Professors with the University of the Fraser Valley Centre for Public Safety and Criminal Justice Research. A recommendation is

included for the Board to consider expanding the scope of the next survey to include community perceptions of police bias and systemic racism.

Section F – provides an overview of some of the Community partners with which the Service has ongoing relationships. With respect to those agencies/organizations raised in the Region's motion, the Service has previously established relationships with each through the Chief of Police - Community Inclusion Council.

Section G – provides an analysis of the impact of defunding this organization through a zero percent budget increase. If that were to come to pass, the outcome would equate to the salaries of 51 First Class constables. The resultant loss would jeopardize community safety, the ability to meet goals within the strategic plan, the Diversity, Equity, and Inclusion Strategic Plan, and would serve to undermine the Service's ability to provide the additional training called for by Council through its motion.

Section H – addresses a Diversity Plan for the Board. Given the Board has no input to its own makeup, diversity within the Board rests entirely in the hands of Regional Council for four of the seven positions, and with the Province for the remaining three. Through the Board's 2019-2021 Strategic Plan, the Service has created the 2020-2022 Diversity, Equity, & Inclusion Strategic Plan with full endorsement and support of the Board.

Section I – provides a report on the impact of mental health and addictions on Police Calls for Service. It identifies that there is no single method of determining all calls for Police service that have been impacted by such social issues as mental health and addictions. The Service is engaged with Niagara EMS to enter into a Memorandum of Agreement and to establish a working group to develop a plan for addressing mutual responses to these calls.

The second part of Regional Council's motion represents correspondence from the City of St. Catharines through the Region of Niagara requesting that the recommendations of their anti-racism committee, as endorsed by St. Catharines Council, be forwarded to the Board for consideration.

This correspondence was received in a multi bulleted format under a number of headings; Training; Reassessing Police Service standards to shift its budget; Civilian Review; Releasing Statistics; Hiring; 8 Can't Wait; and, Performance Reviews. Many of these topics blended into aspects of the Regions motion, whereas others are already in legislation, in practice, or out of scope for the City of St. Catharines or the Region of Niagara. That being said, some recommendations regarding Training, Statistics and Performance Reviews are raised for consideration.

Recommendations made by the Service with respect to the contents of this report are listed in the following section.

Recommendations

1. The Niagara Regional Police Service carry on with its plan to engage a third party trainer to provide initial anti-racism and bias-free training to the membership, to be followed up with additional sessions (either internal or external) on an annual basis as part of in-service training.
2. The Niagara Regional Police Service follows the lead of the Canadian Association of Chiefs of Police and Statistics Canada, to develop the metrics and analysis for the reporting of race-based data.
3. The Niagara Regional Police Service encourages the CACP and Statistics Canada to adopt the race categories within the Anti-Racism Act for the purpose of UCR reporting.
4. The Niagara Regional Police Service adjusts its collection of race data to follow those set out in the Anti-Racism Data Standard.
5. The 'Ethnic Background' field name within the descriptors for entities within Versadex is updated to 'Race'. This new Race field should become mandatory in every instance. The Service should endeavour to make this transition prior to January 1, 2021 to allow for consistent data collection throughout the entire year.
6. The Niagara Police Services Board considers expanding the scope of the next Community Satisfaction Survey to include community perceptions with respect to systemic racism, bias, and relations with members of diverse communities.
7. The Niagara Regional Police Service continues working with Niagara Emergency Medical Services (NEMS) to develop a Memorandum of Agreement and establish a working group to address the handling of calls for service in relation to the social issues of mental health and addictions.
8. The Niagara Regional Police Service continues to support the Regional Municipality of Niagara in the development of its Community Safety and Well-being Plan as prescribed under Part XI of the Police Services Act.
9. The Niagara Regional Police Service attempts to increase Crisis Intervention Training offerings beyond two times per year, subject to the availability of instruction through CMHA, with a goal of working toward course completion of 100% of the front-line.
10. The Niagara Regional Police Service should incorporate teaching points related to the Criminal Code and Police Service Act code of conduct into lesson plans for Use of Force to address a duty to intervene should an officer find themselves in such a position.
11. The Niagara Regional Police Service, as part of the Uniform Constable Performance Appraisal, adds a measure of engagement with diversity within "Community Commitment" alongside other measures of 'Community Satisfaction' and 'Victim Assistance'.

Training

a. Prepare a report outlining all training, (pre-badge and during badge) on de-escalation techniques, diversity, cultural sensitivity, and anti-racism training (both internal and external facing from the membership) and that the Chief include any recommendations for furthering this training to the Niagara Regional Police Services Board for further consideration, and that the Niagara Regional Police Services Board members commit to training on these issues on an annual basis.

The following pages are offered in response to the points of the Regional Council motion:

Police training, for the purpose of this report will be addressed in four components. Pre-Ontario Police College (Pre-OPC); Basic Constable Training received at the Ontario Police College (BCT); Post Ontario Police College but pre swearing-in (Post-OPC) and ongoing In-Service Training (IST).

Pre-OPC

Newly hired Recruits attend the Niagara Regional Police Service Training Unit for a period of two weeks prior to their attendance at OPC. During that two-week period our Recruits receive introductory classes in a wide range of topics to prepare them for entry to the Ontario Police College. Items from the curriculum that meet the scope of Regional Council's motion include sessions dedicated to:

Accessibility for Ontarians with Disabilities Act (AODA);

Recruits are introduced to the AODA, The Ontario Human Rights Code, and the integrated Accessibility Standards Regulation. Course study includes an understanding of the Duty to Accommodate, Applying Human Rights Principles, Compliance and Enforcement.

Workplace Violence Training;

Recruits receive instruction on Workplace Violence under the Occupation Health and Safety Act. Recruits receive instruction on Service Policy and Procedure for Workplace Violence.

Respectful Workplace Training;

Recruits are provided instruction with respect to Service policy and procedure on Respectful Workplace. Instruction focuses on ensuring a work environment free from discrimination and harassment, promoting fairness, opportunity, wellness and a sense of belonging for all members.

Introduction to the Use of Force Model.

This is the Recruits' introduction to the Ontario Use of Force Model. Students are instructed on the foundational elements of the model, including the continuous cycle of "Assess, Plan and Act" stressing the requirement to constantly be assessing situations for the most reasonable option to the circumstance presented. Communication and de-escalation is the basis of the model.

Basic Constable Training (BCT)

The BCT Program is offered in three intakes per year. Recruit officers from across the province attend the Ontario Police College in Aylmer, Ontario for a thirteen-week curriculum. One of the many strengths of the program is that all Police Officers across the Province receive identical training to the very high standards set by the Ministry of the Solicitor General.

With respect to the scope of the Regional Council motion:

At the Ontario Police College, officers are taught about the importance of professionalism in Policing, the understanding of implicit bias and the dynamics of discrimination and racism and gender identity. They learn about responding to hate crimes and the role of Police with victims and the community and how to be leaders within our community.

All recruits receive training on communication that:

a) is practiced and reinforced in all appropriate Recruit training; and
b) ensures competence is demonstrated in;
    i) basic communication skills, including:
        - subject rapport development;
        - voice control;
        - receiver/sender issues; and
        - active listening;
    ii) race relations and cross cultural communication skills;
    iii) mental health/communication awareness;
    iv) mediation skills;
    v) diagnosing verbal encounters;
    vi) creating voluntary compliance;
    vii) defusing aggressive behaviours;
    viii) use policy; and,
    ix) role playing exercises.

Even within instruction on use of force, Recruits receive instruction on the impact of Officer presence and communication in the use of force Model. Within training for intermediate weapons, officers must demonstrate competence in parallel communications in efforts to deescalate a situation. Officers experience being sprayed by Oleoresin Capsicum, and in so doing develop a better understanding of the effects and

the need to communicate and reassure a suspect who has been sprayed with this use of force option. All officers receive judgement development training and are assessed/debriefed on powers of arrest, threat perceptions, communications skills, tactics used, less than lethal force options, justification for force used, weapons discipline, reaction time and accuracy. All Recruits must meet standard in judgement training.

With respect to de-escalation training, quantifying a number of hours devoted to the training is very difficult. It does not simply consist of any one class, but it is interwoven into virtually every facet of training at OPC which consists of a combination of traditional lectures and scenario based training. Of eighteen (90 minute) lecture periods dedicated to academics on use of force, de-escalation strategies are discussed in fourteen of those, with four sessions dedicated to the topic. Each Recruit class also takes part in ten periods of practical scenarios. Each period is divided into two – forty-five minute long scenarios. There is also a night-scenario session, where officers participate in five different calls for service over a five hour period. Those Recruits who are not actively participating at the time are observing, and all are participating in debriefs of each scenario.

Post OPC

Upon their return to the Niagara Regional Police Service Training Unit, Recruits undergo a further three weeks Training prior to being sworn in as a Fourth Class Constable. Much of the time is dedicated to orientation to the workplace, with presentations by many units within the Service. With respect to the Regional Council Motion, during Post OPC Recruits participate in a full day diversity tour where the new Recruits visit a number of faith/culture sites in the area to highlight the diversity that we have here in Niagara. Recruits attend places of worship and meet community leaders of a variety of diverse backgrounds. Sites visited include the Native Centre, a Mosque, Hindu Samaj, Buddhist Temple, and Synagogue. The Service has received such positive feedback and many new invitations from communities of focus, that we are unable to fit all locations into a single day. The Service is committed to expanding the time committed to this offering.

Post OPC Recruits receive additional judgement training where the members are assessed on their ability to communicate and de-escalate in scenario based training situations including persons in crisis and domestic violence situations. As was the case at OPC, all Recruits are evaluated on their ability to effectively communicate and demonstrate proper judgement. During Post OPC Training every Recruit undergoes final qualification testing on firearms, Conducted Energy Weapon (CEW) and use of force from the Service's qualified Use of Force Trainers. The demonstration of proper judgement is a required element in order to meet standard.

In-Service Training (IST)

Officers are required to attend in-service training (IST) twice a year. This training consists of academic sessions, scenario based judgment training and practical training with issued equipment. Provincial Adequacy Standards and the Police Services Act mandate that Officers must demonstrate proficiency with all issued use of force equipment at least once

every twelve months. This training includes firearms, Conducted Energy Weapon (CEW, also known as Taser), impact weapons, oleoresin capsicum spray (OC), and defensive tactics. All of the required training incorporates tactical communication, which is the most utilized tool for officers on a day-to-day basis.

De-escalation training is provided every time an Officer attends the Training Unit for in-service training (IST) and is interwoven into the training as officers are challenged with a variety of 'Judgment Scenarios'. These scenarios are developed by Training Unit Instructors who are themselves qualified use of force instructors, having been trained as such at the Ontario Police College. The training the instructors/facilitators receive is a 12-week course which addresses de-escalation techniques and the importance of good communication skills.

Previous scenarios have included Officers responding to calls at a religious institution, disputes involving same-sex partners and cultural differences with respect to verbal and non-verbal communication including paralanguage and body language.

The 'judgment scenarios' our facilitators create or provide to our members are based on real life situations which our officers have experienced in our community, as well as situations that have been experienced in other jurisdictions which would benefit our members.

Scenarios cover a variety of crisis situations our members could expect to encounter in the community. They are developed to put officers in situations where they are required to assess the totality of the situation, using all of the information presented. These situations include:

- Mental health crisis
- Drug addiction / overdose
- Domestic / Family Violence
- Medical crisis
- Suicidal crisis
- Criminal activity

Officers are trained to use the Use of Force Model which utilizes communication as the basis of all interactions. Officers are trained to identify differences in the above situations and work to de-escalate the situation they are presented. The training includes scenarios where officers have time to assess and react, as well as dynamic situations that require split-second decision-making skills.

Officers are required to perform a minimum of 1.5 hours of demonstrating proper decision-making skills in stressful conditions. This training is legislated in the Police Services Act (Adequacy Standard AI-012). The NRPS is in compliance of this requirement.

Our Officers receive training in a variety of formats. Over the past several years officers have received training in Mental Health First Aid from the Service's Occupational Health

Nurse, The Road to Mental Readiness Officer/Supervisor, Mental Health Training provided by a mental health worker with the Canadian Mental Health Association.

Through the Niagara Regional Police Video Unit and the Ontario Police Video Training Alliance officers have received training in the form of video and eLearning on the following topics:

- #158 Fentanyl Revisited (Addiction)
- #152 Fentanyl: Killing More Than Pain (Addiction)
- #149 Police Suicide: Shining A Light (Mental Health)
- #138 Every Step Counts (Alzheimer's – Mental Health)
- #117 Psychosis (Mental Health)
- #110 Prescription Drug Enforcement (Addiction)
- #102 Excited Delirium (Persons in Crisis)
- #90 Suicide Intervention (Persons in Crisis)

Further, through the Canadian Police Knowledge Network, our Officers have access to a variety of additional training materials that are available for viewing. Additional titles include:

- Crisis Intervention and De-escalation;
- Hate Crime Awareness;
- Hate and Bias Crime Investigation;
- Racially Biased Policing;

Over the years, Crisis Intervention Training has become a staple for our uniform Officers. This one-week training course is offered though the Canadian Mental Health Association and focuses on recognizing signs and symptoms of various mental health diagnoses. Participants are required to de-escalate complex crisis situations, determine risk to self and others and develop safety plans. The Service currently has 350 sworn members with this training.

This course has been offered twice per year in conjunction with funding and availability of CMHA and the Training Unit. This is seen as a highly beneficial course for our Officers, and efforts are underway to schedule additional serials, with a goal of increasing to fours offerings per year. The 2016-2018 Business plan set an objective of achieving completion rate thresholds of 60% Front Line and 100% in the Emergency Task Unit. The Threshold for the Emergency Task Unit was met, and as new officers cycle into the unit and complete their mandatory Containment/Tactical/Hostage Rescue Training they are enrolled in CIT. The front line of policing is much more fluid, seeing frequent turn over between specialty units and the introduction of new Recruits. The Service typically hovers just below the 60% objective. With increased offerings for the course, Officers will be diverted from their front-line duties in order to participate in this training.

Future Training

In 2017, the Provincial Government announced a comprehensive review and amendment to the Police Services Act. While the Safer Ontario Act was introduced, the regulations under the act had yet to be created. During this period, the Province undertook a massive study of Police Use of Force and De-escalation. The regulations were/are expected to provide new training standards for Police Services.

In early 2019 the Service conducted a review of the current IST model and developed a block training model that would better serve our training needs, allowing for long term scheduling and cycling of courses. The model has the potential to address expanded academic programming for our officers above and beyond the current IST curriculum. While this is the future direction planned for Service training, it has not yet been introduced as the Service continues to wait for new regulations under the Comprehensive Ontario Police Services Act. Once guidance is received with respect to the type and duration of mandated police training including Use of Force and De-escalation, the Service will be able to move ahead with its block training strategy.

During the fall of 2019, the Service was working to develop its new Diversity, Equity and Inclusion (DEI) Strategic Plan. The plan was introduced to the membership and the community in June of 2020. The first goal identified in the plan was "Promote a culture of inclusivity within the Service." A number of very important Strategic objectives were identified. Amongst those were the formation of an internal committee of members who will oversee the implementation of the DEI Strategic Plan, and to provide members with resources and training.

By mid-2020, the Internal Inclusion Committee had been formed and commenced regular meetings. Sub committees have been formed to address Training, Recruiting, Internal Support Networks, General Orders and the collection of race data within the Service. The committee has already met with one of three planned Diversity, Equity and Inclusion trainers, to evaluate a best fit for the Service in providing an initial training offering to the entire membership. Subsequent sessions dedicated to Diversity, Equity and Inclusion, including expansion on topics of bias-free Policing and Anti-Racism will receive allocation in future block training to ensure frequent and consistent messaging.

Complaints

b. That a report outlining the public complaint process be brought forward for information with any recommendations as to provide ease of access to any methods of submitting complaints including but not limited to a communications campaign that makes this process better understood;

The following pages are offered in response to the points of the Regional Council motion:

The Public complaint process does not fall within the purview of the Niagara Regional Police Service. Section 26.1 of the Police Services Act creates the Office of the

Independent Police Review Director (OIPRD). This position is appointed by the Lieutenant Governor in Council on the recommendation of the Attorney General. The Director shall not be a Police Officer or a former Police Officer, and any employee shall not be a Police Officer.

As stated in Section 26.2 PSA; "The functions of the OIPRD are to manage complaints made to him or her by members of the public in accordance with Part V and the regulations; and to exercise such powers and perform such duties of the Independent Police Review Director as may be prescribed under paragraph 4.1 of subsection 135 (1)."

In order to make a complaint to the OIPRD, the complainant must use the prescribed form. It is available in hard copy in all districts; it is available online at the OIPRD website and in a printable PDF. The Service, through its Professional Standards webpage provides information regarding the complaint process and links to both the OIPRD information and complaint pages, as well as to the Special Investigations Unit.

The Niagara Regional Police Service has appointed the Inspector in charge of Professional Standards as designated liaison with the OIPRD in accordance with the Act.

Employees of the OIPRD are granted the powers under chapter 33 of the Public Inquiries Act 2009. Further they are given rights to search any Police facility including Police vehicles at any reasonable time upon notice to the Chief. Employees of the OIPRD may also enter and search other locations upon application to a Justice of the Peace or Judge. Members of a Police Service are obliged under the Act to provide the investigator with all reasonable assistance and to produce "a record, thing, data or information" as directed by the investigator.

In creating the Office of the Independent Police Review Director, the Province granted broad powers to this truly independent body to oversee and investigate public complaints under part V of the Police Service Act. Under this part any member of the public may make a complaint to the OIPRD regarding:

- The policies of the Service;
- The Services provided by the Police Service; or
- The conduct of a police officer, including a Police Chief, Deputy or Commissioner of the OPP.

Certain caveats exist for person who cannot make a complaint to the OIPRD; these include members of a Police Service, Board, commission and certain government officials.

The OIPRD reviews each complaint and determines in which of the above categories the complaint fits.

The OIPRD may choose not to retain a complaint in circumstances where the complaint came more than six months after the events which led to the complaint. The Director may

also decide not to investigate a complaint that is deemed to be frivolous or vexatious, is not in the public interest or if the complaint is better dealt with under another Act. These factors are all considered by the OIPRD in the complaint screening process. If the complaint is screened out, it is closed by the OIPRD.

For those complaints that are screened in, the complaint may be retained for investigation by an OIPRD investigator, or it may be assigned to a Police Service for investigation. The assigned Police Service may be the same Service as the Officer who is subject of a complaint, or it may be assigned for investigation by an outside Police Service.

For less serious complaints, a mediated informal resolution may be achieved. In those circumstances a resolution is arrived at and agreed upon by the complainant and the officer. If a resolution cannot be arrived at, the matter will proceed for investigation.

For all investigations under Part V of the Police Services Act there are three possible outcomes. The allegation is unsubstantiated; it is substantiated and determined to be serious in nature; or, it is substantiated and determined to be less serious in nature.

Where the OIPRD has reached one of these conclusions on an investigation for which they retained, the finding is sent to the Chief of Police. Unsubstantiated allegations are closed; substantiated serious misconduct is directed through the Chief to a disciplinary hearing, while less serious, substantiated matters are referred through the Chief of Police for an informal resolution or penalty.

When a complaint is referred to a Police Service for investigation, a similar process is employed, but with additional review. The investigative report completed by the Police investigator is returned to the OIPRD for review. In cases where the complaint is unsubstantiated or referred as a less serious matter for resolution, the complainant is advised and afforded the right to appeal to the Director. In all cases the Director must confirm a decision prior to any disposition being reached. Following confirmation of the decision and barring any appeal by the complainant, the matter is resolved in the same three outcomes as mentioned above.

The Niagara Regional Police Service has seen cases where the OIPRD has not agreed with the Service's investigative outcome and ordered a hearing. The Service has also seen cases where a complainant has appealed an investigative report and the Director has ordered a hearing. This is a very fulsome complaint process with a high degree of independent oversight. The rules of procedure established by the OIPRD afford the greatest opportunity for members of the public to register an official complaint about the conduct of a police officer, the services provided by the Police Service or the policies of the Police Service.

Local Complaints

Regulation 263/09 under the Police Service Act sets out rules governing Local Public Complaints. Similar to a Part V complaint, a local complaint may be made in respect of the conduct of a police officer, the Services provided by a Police Service, or the policies of a Police Service. A local complaint will be received on a form approved by the OIPRD.

Local complaints are intended to be dealt with within a thirty day time period, but a further thirty day extension may be requested from the OIPRD. Local Complaints cannot be initiated if a Part V complaint (under the OIPRD) has also been made. Similarly, a Part V complaint to the OIPRD cannot generally be made once a Local complaint has been filed, with exceptions. Those exceptions include:

(a) the local complaint is in respect of a matter that cannot be dealt with under the Regulation;
(b) the complainant is at any time during any process misled or subjected to intimidation or coercion in relation to the local complaint;
(c) the chief of police or his or her delegate does not carry out one or more of his or her duties under subsection 2 (3) of the Regulation;
(d) the chief of police or any other member or employee of a police force does not perform a duty or obligation required by or agreed to under section 4; or
(e) the local complaint is not resolved, or its resolution is not confirmed under section 5, within 30 days after the complainant makes the complaint.

Prior to receiving a local complaint, the complainant must be advised that they may make a complaint under Part V, that the Service may not be able to receive the complaint as a local complaint due to its nature, and request the complainant make a complaint under Part V. The Service shall also provide the complainant with publications or information regarding Part V complaints.

The regulation prohibits Police Services from receiving local public complaints if the conduct which is subject of the complaint would constitute misconduct under Section 80(1) of the PSA with the following exceptions:

- Circumstances where an officer deals with personal property, other than money or a firearm, in a manner that is not consistent with the Act.
- Discreditable Conduct, in that he or she,
    - fails to treat or protect a person equally without discrimination with respect to police services because of that person's race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, marital status, same-sex partnership status, family status or handicap.
    - uses profane, abusive or insulting language to any other member of a police force,
    - uses profane, abusive or insulting language or is otherwise uncivil to a member of the public,
    - contravenes any provision of the Act or the regulations, or

  - acts in a disorderly manner or in a manner prejudicial to discipline or likely to bring discredit upon the reputation of the police force;
- Neglect of Duty, in that he or she,
  - without lawful excuse, neglects or omits promptly and diligently to perform a duty as a member of the police force,
  - fails to work in accordance with orders, or leaves an area, detachment, detail or other place of duty, without due permission or sufficient cause,
  - fails to report a matter that it is his or her duty to report,
  - omits to make any necessary entry in a record,
- A Police Officer does not commit misconduct under sub clause (1) (f) (iii) if he or she engages in the described activity in his or her capacity as an authorized representative of an association, as defined in section 2 of the Act, or of a work-related professional organization.

The Police Service shall also not receive a local complaint in respect of Conduct of the Chief of Police or Deputy Chief.

Despite the above, if the Chief of Police is of the opinion that it is in the public interest for the matter to be dealt with as a Part V complaint, the local complaint will be refused and the complainant will be requested to make a formal complaint under Part V. If the complainant refuses to make such a complaint, the Chief shall make an internal complaint respecting the matter under section 76(1) of the PSA.

A local complaint may be dealt with in a number of ways. If the local complaint is directed at the conduct of an Officer, the matter may be discussed with the Officer, and the Complainant advised of result; a discussion may be facilitated between the Complainant and the Officer to reach a resolution; and apology may be facilitated by the Officer to the Complainant, or with the consent of the officer, complainant and the OIPRD the matter may be referred to an alternative dispute resolution process.

If the local complaint is regarding a Policy of the Service, or Services provided by the Police Service, the Chief shall notify the Board. If the complaint is received regarding another Police Service, the Chief of that Service will be notified of the complaint and the Complainant will be provided with the results of the notification. If the complaint is received through a delegate the Chief may be apprised of the complaint by the delegate and inform the Complainant of the results of such notification.

All local complaints are provided to the OIPRD no later than seven days after the complaint is completed and signed. If a local complaint is refused and an internal complaint is undertaken, the Service must notify the OIPRD within five days. The Chief is required to provide the OIPRD any information requested respecting a local complaint.

If a Complainant refuses to complete or sign a local complaint, the matter will not be deemed to be a local complaint and will be recorded as a local inquiry. All such inquiries are reported to the OIPRD quarterly.

The complaint process as summarized above is quite robust, with checks at all levels to ensure public complaints are not dismissed out of hand. The OIPRD are the statutory agency that oversees Police Complaints within the Province. Even local complaints are received in a format prescribed by the OIPRD, and are sent to OIPRD.

Communication

The Police complaints process as set out in the Police Services Act and related regulations is both specific and directive in the method and manner in which complaints against Police Services and Officers are received, managed and investigated.

The Office of the Independent Police Review Director is the Provincial oversight agency responsible for receiving, screening, assigning investigations and reviewing recommendations with respect to Public Complaints. The OIPRD is apprised of every complaint received by the Service, including those which are deemed to be a local complaint, and incomplete complaints, or those which are not signed.

The Service posts signage in every district building, and maintains links to the OIPRD on our external website to assist persons in accessing the complaint process should they wish. Each district maintains a stock of the official complaint forms as provided by OIPRD, and similarly the links to those forms on the OIPRD website are included on the Service's external website.

The OIPRD, as the agency responsible for Public Complaints against Police have a fulsome website that summarizes the complaint process, and offers a variety of methods in which a member of the public can complete a complaint form, including accessibility options as directed by the AODA.

Race-based Crime Data

c. That seeing that Statistics Canada just announced it will start collecting race-based crime data, that the Chief also work to bring back a report with metrics and/or data over the last five (5) years (or appropriate time horizon) on various crime statistics including but not limited to anything that further provides information on/or a picture of police interactions with racialized communities;

The following pages are offered in response to the points of the Regional Council motion:

The collection and public release of race-based criminal justice statistics has been a topic of much discussion for a number of decades. For many years various equity seeking groups advocated against the collection of race data out of concern that the data would be used to create or justify discriminatory policies. More recently, an increasing call has been heard from equity seeking groups who are asking for the collection and release of race-relevant crime statistics to support the position that racialized groups are, and have been, over-represented in the criminal justice system.

At present, Police Services are impacted by a number of sources requesting, advising and/or directing the collection of race data. Those sources include but are not limited to The Anti-Racism Act 2017; The Ontario Human Rights Commission, Statistics Canada, The Royal Canadian Mounted Police. While all call for the collection of race data, they do not provide a unified set of standards under which Police agencies across the Province can work.

Anti-Racism Act 2017

The Province of Ontario enacted the Anti-Racism Act 2017 which was premised on the following beliefs:

> *Everyone deserves to be treated with fairness, respect and dignity, and the Government of Ontario is committed to eliminating systemic racism and advancing racial equity.*
>
> *Systemic racism is a persistent reality in Ontario, preventing many from fully participating in society and denying them equal rights, freedoms, respect and dignity.*
>
> *Systemic racism is often caused by policies, practices and procedures that appear neutral but have the effect of disadvantaging racialized groups. It can be perpetuated by a failure to identify and monitor racial disparities and inequities and to take remedial action.*
>
> *Systemic racism is experienced in different ways by different racialized groups. For example, anti-Indigenous racism, anti-Black racism, antisemitism and Islamophobia reflect histories of systemic exclusion, displacement and marginalization.*
>
> *Eliminating systemic racism and advancing racial equity supports the social, economic and cultural development of society as a whole, and everyone benefits when individuals and communities are no longer marginalized.*
> *(ANTI-RACISM ACT, 2017, S.O. 2017, C. 15)*

The act directs the Government of Ontario to "maintain an anti-racism strategy that aims to eliminate systemic racism and advance racial equity. (2017, c. 15, s. 1 (1), 16; 2018, c. 17, Sched. 45, s. 2.) As part of that strategy the Minister established "data standards for the collection, use and management of information." Further, the Lieutenant Governor in Council may make regulations requiring public sector organizations to collect specified information, including personal information, in relation to specified programs, services and functions." (2017, c. 15, s. 1 (1), 16; 2018, c. 17, Sched. 45, s. 6.)

The Niagara Regional Police Service currently reports Use of Force Data as prescribed in Regulation 267/18 under the Anti-Racism Act 2017. Data collection and reporting to

the Ministry of the Solicitor General has been taking place since January 1, 2020 as prescribed with respect to:

> *the race of individuals as perceived by members of the police forces in respect of whom a use of force report is prepared by a member of the police force and any other information set out in the report, other than the name of the individual, that the police force is legally required to provide to the ministry. (O. Reg. 267/18, s. 2, Table; O. Reg. 33/20, s. 2 (1-3, 5, 6, 8); O. Reg. 113/20, s. 1 (1, 3-8).)*

As of January 1, 2021 the Service will be required to report;

> *the Indigenous identity, race, religion and ethnic origin of individuals, but not the names of the individuals, in respect of whom a member of a police force is legally required to prepare a report, if the police force is legally required to provide that information to the ministry.*

In consultation with the Ministry of the Solicitor General, there are no additional reporting requirements to the Ministry for Police at this time.

The data standards referenced in section 6 of the Anti-Racism Act 2017 are set out in Order in Council 897/2018, entitled; Data Standards for the Identification and Monitoring of Systemic Racism. Within the Standards a data sets of valid values for race categories.

Table 1 under Standard 15 is designated for use when individuals are self-reporting, as in surveys, interviews and forms.

Race categories*	Description/examples
Black	African, Afro-Caribbean, African-Canadian descent
East/Southeast Asian (Optional: may collect as two separate categories - East Asian and Southeast Asian)**	Chinese, Korean, Japanese, Taiwanese descent; Filipino, Vietnamese, Cambodian, Thai, Indonesian, other Southeast Asian descent
Indigenous* (First Nations, Métis, Inuk/Inuit)**	First Nations, Métis, Inuit descent
Latino	Latin American, Hispanic descent
Middle Eastern	Arab, Persian, West Asian descent, e.g. Afghan, Egyptian, Iranian, Lebanese, Turkish, Kurdish, etc.
South Asian	South Asian descent, e.g. East Indian, Pakistani, Bangladeshi, Sri Lankan, Indo-Caribbean, etc.
White	European descent
Another race category	Another race category (Optional: allow write-in response)

Race categories*	Description/examples
Prefer not to answer (Optional value)	Permitted only in oral interview processes to record that the question was asked and the respondent chose not to answer.

Standard 40 however, identifies the race categories to be used when the data is being gathered as participant observer information. Below is a list of race data values from which Police must select when completing the Ministry of the Solicitor General Use of Force Report as required under Ontario Regulation 926.

Black
East/Southeast Asian
Indigenous (First Nations, Métis, Inuit)
Latino
Middle Eastern
South Asian
White

The race categories match those under standard 15 but do not allow for another race category or the preference not to answer. As this is participant observer information, the data being produced is not a true representation of an individual's race, but an estimate based on the perception of the involved Officer.

It also should be noted, that although not mandated by regulation, one of the recommendations in its report, "Breaking the Golden Rule – A Review of Police Strip Searches in Ontario", the OIPRD has called for Police Services across the Province to gather race based data on those persons who have been the subject of a strip search.

> *43. Every police service in Ontario should ensure that they collect race-related information pertaining to strip searches. Their procedures should address how that information should be collected and recorded. Race categories and how such information is collected should be uniform across the province, and informed by best practices identified by the Anti-Racism Directorate, in consultation with the Ministry of Community Safety and Correctional Services.* (Breaking the Golden Rule – A Review of Police Strip Searches in Ontario, p.24)

In response to the recommendations of the OIPRD the Service amended its strip search text template within the RMS to include the race data values provided in the Anti-Racism Data Standards.

The Ontario Human Rights Commission

In its Policy and guidelines on racism and racial discrimination, the Ontario Human Rights Commission advised that the Human Rights Code supports "appropriate data

collection...for effectively monitoring discrimination, identifying and removing systemic barriers, ameliorating historical disadvantages and promoting substantive equality."

> *It is the OHRC's position that data collection and analysis should be undertaken where an organization or institution has or ought to have reason to believe that discrimination, systemic barriers or the perpetuation of historical disadvantage may potentially exist. In addition, whether or not data collection has taken place, an organization or institution must be conscious of issues of representation and cannot choose to remain unaware of disparities that exist.* (Ontario Human Rights Commission - Policy and guidelines on racism and racial discrimination; Page 32)
>
> *Whether an organization or institution has or ought to have reason to believe data collection is necessary will be assessed on a subjective and objective basis. First, the organization or institution's actual knowledge of a problem will be considered. Second, from the point of view of a reasonable third party, whether the organization or institution should have been aware of a problem necessitating data collection will be considered. The concept of the reasonable third party will take into consideration both the perspective of the organization or institution and racialized communities.* (Ontario Human Rights Commission - Policy and guidelines on racism and racial discrimination; Page 43)

Although this policy paper supports the collection of data for appropriate use, the Commission does not offer guidance on specific terminology to be used in gathering race data. The Commission acknowledges that "terminology is fluid and what is considered most appropriate will evolve over time." (Ontario Human Rights Commission - Policy and guidelines on racism and racial discrimination; Page 12)

In cases where it is necessary to gather race data, the policy paper recommends terminology used by Statistics Canada for its Household Survey as it allows for comparison to the general population. The recommendation is to avoid the use of broad terms in favour of the more specific. The example cited is 'Chinese Canadian' as opposed to 'Asian'.

Statistic Canada

Every Police Service provides Crime Statistics to Statistics Canada through the Uniform Crime Reporting Survey (UCR). The table values for the majority of data fields within the Service's Records Management System are prescribed by UCR, and two positions within the Service are dedicated to UCR reporting to Stats Canada. Unfortunately, the table values related to Race within the RMS are not prescribed in uniform crime reporting, and Police Services across the province have each developed data sets independent of each other. The UCR Survey does not currently collect race data for victims of crime or accused persons.

In 2016 Ontario Regulation 58/16; Collection of Identifying Information in Certain Circumstances was passed in response to public outcry over the issue of "carding". The

legislation which came into effect on January 1, 2017 prescribed annual reporting of officers' attempts to collect identifying information from an individual. Within this legislation the Province called for Chiefs of Police to establish racialized groups for reporting in comparison to the National Household Survey. In the case of this Provincial Legislation Police were to report on a different set of race categories than those set out in the Anti-Racism Act.

For the purposes of Regulation 58/16 Police Services report annually on the race categories identified in the 2016 National Household Survey:

White
South Asian (e.g., East Indian, Pakistani, Sri Lankan, etc.)
Chinese
Black
Filipino
Latin American
Arab
Southeast Asian (e.g., Vietnamese, Cambodian, Laotian, Thai, etc.)
West Asian (e.g., Iranian, Afghan, etc.)
Korean
Japanese

These eleven race categories differ from the seven listed in the Anti-Racism Act 2017. Most notably Filipino, Chinese, Japanese and Korean have been broken into their own categories.

Given the two provincial regulations cited above each call for the collection of race data utilizing different sources, it should not be unexpected that a standard for Police Services to rely upon for the collection of race data does not exist.

Royal Canadian Mounted Police

The Royal Canadian Mounted Police (RCMP) is responsible for the administration of the Canadian Police Information Centre (CPIC). In its simplest terms CPIC is the Canadian national crime database. Police Services across the country continuously enter and remove data regarding charged persons and individuals on probation or parole. The system is a communication network which allows Police Services to communicate with one another in a secure fashion. The policies and procedures surrounding CPIC are extensive, filling entire reference manuals. Within this extensive database no specific dataset exists for race data. Open text fields are filled in by the submitting agency where race data is required.

Niagara Regional Police Records Management System

In 2005 The Niagara Regional Police Service began implementation of a new Records Management System (RMS) referred to as Versadex. Versadex is a massive database

which stores electronic records in the form of Police reports, Crown briefs, Police intelligence, street checks, person and vehicle data, as well as property. Behind the scenes within this RMS are arrays of data tables which are used to populate drop down menus and ensure consistency in reporting. Many of the table values are provided through the UCR Survey to ensure consistency across all Police Services. As stated previously, race data is not one of the tables within the UCR Survey. Each Police Service populates its own values within their own Records Management System. Although there are a number of similarities between Services, there is not consistency in the race data being gathered. An informal survey conducted across ten Police Services of varying size in the Province revealed discrepancies across all agencies.

The data values used by the Niagara Regional Police are ill-defined and outdated. The table values have not been reviewed or changed since the implementation of Versadex and it is unclear if the data represents the Officers' perceptions of the individual or if a response has been solicited from the individual. In order to maintain compliance with Ontario Regulation 58/16 a special text template was developed for reporting of Collection of Identifying Information in Certain Circumstances. With respect to the Ministry of the Solicitor General Use of Force Report, this is a standalone document that is not part of Versadex. In essence, the Service has three different data sets it relies upon depending on the governance at play at time of reporting.

The table values for race data are identified as Ethnic Background with in the Versadex RMS. It is recognized that the two terms are different but related constructs, none the less, the table values for Ethnic Background are as follows:

Asian
Black
East Indian
Filipino
First Nations
Hispanic
Metis
Native
Non-White
Oriental
Other
South Asian
Unknown
White

Further, although the Ethnic Background field is filled out in the vast number of incidents, it is not a required field, unless the person entity has the role of accused. Therefore the field has been left unfilled in more than 47,000 entities in the past five years.

Looking at a breakdown of the Ethnic Background Field from 2016 through to October 31, 2020:

- 732,346 Person entities exist in 288,362 reports

Percentage of Total

	Total GOs	Total person entitles	Asian	Black	East Indian	Filipino	First Nations	Hispanic	Metis	Native	Non-white	Oriental	Other	South Asian	Unknown	White	Blank
2016	56050	100.00%	1.24%	3.26%	2.25%	0.18%	0.80%	0.91%	0.06%	0.70%	0.78%	0.13%	0.35%	0.12%	1.38%	82.77%	5.06%
2017	59277	100.00%	1.26%	3.70%	2.31%	0.17%	0.75%	0.99%	0.04%	0.64%	0.86%	0.17%	0.38%	0.20%	1.29%	81.22%	6.02%
2018	61655	100.00%	1.19%	3.42%	2.48%	0.21%	0.67%	0.88%	0.04%	0.78%	0.88%	0.08%	0.40%	0.16%	1.39%	80.81%	6.61%
2019	62901	100.00%	1.24%	3.50%	2.78%	0.24%	0.67%	1.01%	0.02%	0.68%	0.89%	0.09%	0.36%	0.17%	1.44%	79.30%	7.61%
2020 to Oct 31	48479	100.00%	1.16%	3.82%	2.97%	0.23%	0.61%	1.02%	0.05%	0.70%	0.94%	0.09%	0.32%	0.22%	1.57%	79.31%	6.97%
Total	288362	100.00%	1.22%	3.53%	2.54%	0.20%	0.70%	0.96%	0.04%	0.70%	0.87%	0.11%	0.37%	0.17%	1.41%	80.73%	6.44%

This table represents all Person entities created in all reports within the designated timeframe.

Given the lack of standardized data collection between the various levels of government, the inconsistency in requested data reporting between two provincial regulations, the inconsistency between Police Services and the outmoded, ill-defined table values for this Police Service, a new direction is needed. The Canadian Association of Chiefs of Police (CACP) has identified the existing shortcomings and have partnered with Statistics Canada to work together with key stakeholders to identify and provide reliable Police Statistics. Quoting from the CACP Brief on Race-based Data Collection, published on July 14, 2020, "...we are committed to working together and with key stakeholders to identify ways to provide reliable police statistics on Indigenous and ethnic identity in an objective, consistent, and culturally-sensitive manner that reflects no bias or racism."

Within the Anti-Racism Data Standards Order in Council are a series of requirements for Public Sector Organizations to collect and analyze race data against suitable benchmarks to establish a disproportionality index whereby any potential over-representation of an identified race can be measured. Based on the data that has been collected to date within the RMS, the Service is not positioned to comply with this requirement at this time.

It is proposed that the Niagara Regional Police Service follow the lead of the Canadian Association of Chiefs of Police and Statistics Canada, to develop the metrics and analysis for the reporting of race-based data. It is further proposed that the Service encourage the CACP and Statistics Canada to adopt the race categories within the Anti-Racism Act for the purpose of UCR reporting.

Calls For Service Data Entry

d. That information on data entry, including how calls for service are entered into the record management system be examined with any recommendations for further expansion of data entry to identify interactions with anyone from the Black, Indigenous, ethno-cultural or people of colour community to further transparency;

The following pages are offered in response to the points of the Regional Council motion:

The computer software system used to warehouse data for the Niagara Regional Police Service is essentially divided into two separate databases, the Computer Aided Dispatch System (CAD) and the Records Management System (RMS). The CAD system is used primarily as a call taking and dispatch tool, whereas the RMS is the warehouse that holds all police reports. A call for service lives in CAD until it has been assigned to an Officer for investigation. Once the Officer completes a call for service the information is pushed over to the RMS, where it is married up with the variety of reports that may be required during the course of an investigation. Records within the RMS attached to the investigation include the identification of entities. Grammatically speaking, Entities are the Nouns, and the Reports are the Verbs. Where a noun represents a person, place or thing, an Entity is a person, business or vehicle. The narrative report represents the actions taken by the entities and the investigative actions taken by the Officers.

The call process begins with the entry of a new call for service. Calls for service are processed using the Police Priority Dispatch System, a structured call-taking system which follows the International Academy of Emergency Police Dispatch performance standards. The information gathered by call-takers is incident specific, and not emotionally biased. This allows incidents to be correctly prioritized based on accurate information, as provided by the caller. Once the call-taker is presented with information from the caller about the incident, they choose the proper protocol to follow, allowing them to collect the appropriate information for that specific incident.

Once the protocol has been selected, the call-taker will ask a series of key questions in order to gather information to be given to the responding officers. key questions include, but are not limited to, asking about the presence of weapons, vehicle description, location of the suspect(s), and description of the suspect(s). Once the information from key questions has been obtained, the caller is given Post-Dispatch Instructions, Pre-Arrival Instructions in the event of life threatening situations, followed by a Case Exit Protocol. The Case Exit Protocol provides standardized call termination instructions for all calls for service.

The only point during which a person's race or ethnicity is gathered during the call-taking process is during the recording of key questions. If the nature of the call necessitates obtaining a suspect description, the call-taker will attempt to elicit as full a description as possible, including the race or ethnicity of a suspect.

Once entered into CAD, the call for service is prioritized based upon information relayed by the caller. Calls are prioritized in the following manner:

- Emergencies/Risk to Human Life
- Serious Crime/Incident in Progress
- Serious Crime/Incident – Just Occurred
- Belated Serious Crime/Incident

- Routine Calls for Service

When a call for service is dispatched to an Officer for response, the Officer will first attempt to stabilize a situation if required, and then enter into information gathering for the purpose of conducting an investigation. In circumstances where a report is required, Officers will make report entries into the Records Management System. The nature of the report will depend on the scope and complexity of the investigation; however, at minimum a report requires at least one entity and a text narrative. In creating a Person type entity, the Officer will have the opportunity to enter race data for an individual. Any interaction an individual has with an Officer that calls for a report, such as information reports, arrest reports, provincial offence notices, summonses or warnings will require an Officer to create or confirm an existing entity within the RMS.

When creating an entity, a number of descriptor fields are available to an Officer. A large number of the fields, although available, are not required. Race data is not a required field in all circumstances, only when an individual is listed with the role of accused. For this reason, although largely populated, the race field (Ethnic Background) has been left blank between five and seven percent of the time. As the Service has not been reporting statistically on race data, there has never been a need to ensure the data is collected routinely, nor has there been strict guidance on whether the source of the data should originate from self-disclosure or officer perception.

Given the data collection and analysis requirements under the Anti-Racism Data Standard it is recommended that the Service adjust race data to follow those set out in the Standard. Further, the 'Ethnic Background' field will be updated to 'Race'. This new Race field should become mandatory in every instance. Subject to any technical issues this recommendation may pose to the Information Technology Team, the Service should endeavour to make this transition prior to January 1, 2021 to allow for consistent data collection throughout the entire year.

Community Satisfaction Survey

e. That an independent, third party survey be undertaken to gain a better understanding and receive feedback on interactions between the Niagara Regional Police Service and Niagara residents;

The following is offered in response to the points of the Regional Council motion:
At least once every three years every Police Services Board is required to prepare a business plan as prescribed in Ontario Regulation 3/99 under the Police Services Act. Section 30(2) of the Regulation further specifies what shall be incorporated within the Business Plan.

30. (2) The Business Plan shall address,
    (b) quantitative and qualitative performance objectives and indicators relating to,
        (ii) community satisfaction with Police Services,

The last Community Satisfaction Survey was conducted in conjunction with the creation of the 2019-2021 Strategic Plan. The report was prepared for the Board by Dr. Irwin M. Cohen and Dr. Amanda V. McCormick of the University of the Fraser Valley Centre for Public Safety and Criminal Justice Research. Citing from the introduction to the report;

> *This report describes the results of a public safety and police satisfaction survey conducted by the Centre for Public Safety and Criminal Justice Research for the Niagara Regional Police Service District. The survey aimed to determine the general public's awareness of residents' real and perceived levels of safety, contacts with the police, public safety concerns, and views about the Niagara Regional Police Service's officers and service delivery. The survey also provided an opportunity for respondents to make suggestions to improve the quality of public safety services in the Niagara Region and the relationship between the public and the police.*

In 2021 work will commence on the preparation of the 2022-2024 Strategic Plan. At that time another Community Satisfaction Survey will be commissioned. It seems only logical that given the events of 2020 the Board may wish to consider expanding the scope of the Community Satisfaction Survey to include community perceptions with respect to systemic racism, bias, and relations with members of diverse communities.

Additionally, through the Service's 2020-2022 Diversity, Equity and Inclusion Strategic Plan, an Internal Inclusion Council (IIC) was formed. One of the endeavors undertaken by the IIC is to arrange for internal survey of members in an attempt to elicit feedback with respect to their sense of equity and inclusion within the Service. This will assist in the identification of internal barriers to members of equity seeking groups, including career mobility; and to facilitate internal dialogue to better inform policy development and revision.

Community Engagement

f. That the Chief of Police examine opportunities to work with TOES Niagara, Niagara Multicultural Centre, YWCA, Welland Heritage Council and Multicultural Centre and any other group working with newcomers and recently arrived immigrants

The following is offered in response to the points of the Regional Council motion:

For the past several years, the Niagara Regional Police Service has sought opportunities to work with members of the diverse community we serve. We have specifically looked for strategies that create positive relationships with community organizations representing equity seeking groups, including those that work with newcomers and recently arrived immigrants.

In December 2018, after significant effort to build relations, the Chief of Police – Community Inclusion Council (CoP-CIC) was formed. This Council is made up of 20

organizations representing diverse communities. Objectives of the CoP-CIC include creating ties between equity seeking groups and the Service, and providing those communities a direct conduit for dialogue with senior leaders of the Service. It has evolved over the past two years to be a table that has opened dialogue and understanding between the community and the Service.

Apart from facilitating dialogue that strengthens relations between the Service and community, the CoP-CIC plays an important role in advising the Service on initiatives that help further representation of diverse communities within our workforce. The CoP-CIC will also work with our Internal Inclusion Committee to further advance those objectives of increasing representation internally.

Below are some further specific examples of opportunities the Service has engaged in to further our relationships with the organizations listed in the motion:

TOES Niagara:
Nyarayi Kapisavanhu (Executive Director of TOES Niagara) is the current co-chair of the Chief of Police – Community Inclusion Council. We have worked with TOES to develop a Mentoring Program where a number of our Black officers have volunteered to become involved in a mentoring / basketball program with Black Youth. Our Recruiting Unit has connected through TOES to have Virtual Recruiting sessions for the Black community (two so far, with more planned). Our School Resource Officers have partnered with TOES to host virtual online safety sessions for Black youth. As a Service, we have also regularly supported the annual ABEAN Gala (Advocating for Black Excellence Awards Niagara) – a black tie dinner and Scholarship fundraiser that highlights local Black talent.

YMCA:
Deanne D'Elia, Director of Employment and Immigrant Services for the YMCA of Niagara, is an active member of the CoP-CIC. Through her, the Service invited an immigrant youth to our Take Our Kids to Work Day in 2019 (normally only open to the children of NRPS members). The offer was made to a youth who might not otherwise be able to attend work with a parent (and therefore be left behind at school). This was very well received, and there are plans to expand the numbers of youth invited once COVID-19 pandemic restrictions allow the program to run again.

Folk Arts:
Emily Kovacs, Executive Director of Folk Arts, is an active member of the CoP-CIC. Folk Arts was also able to select a youth to attend our Take Our Kids to Work Day, with equal success. Through Emily, the Service has engaged in such events as safety classes and a basketball game between Police and the community in which Chief MacCulloch participated.

Welland Heritage Council and Multicultural Centre:
Jorge Mora, ESL Coordinator and Settlement Counsellor, is an active member of the CoP-CIC. They were invited to send a youth to our Take Our Kids to Work Day, but were unable to do so for 2019. We look forward to having them join us at the next opportunity.

It is noteworthy that these are only four of the many community organizations that the Service partners with on an on-going basis. The CoP-CIC has representation from a number of equity seeking groups, as well as four of our local indigenous organizations (Fort Erie Native Friendship Centre, Niagara Regional Native Centre, Metis Nation, and Niagara Chapter of Native Women), several faiths (e.g., Muslim, Jewish, Hindu), the LGBTQ+ community as well as persons with disabilities.

Through collaboration with the CoP-CIC, the Service has been able to provide valuable information to diverse communities. For example, the Niagara Regional Police Video Unit created a series of videos in various languages to introduce newcomers to police in Canada. The videos cover information such as Charter rights, and also emphasize the importance of reporting hate crimes.

The following link, https://www.youtube.com/watch?v=Y9jwnvnnVu8&t=307s can be followed for the English version, while https://www.youtube.com/watch?v=nGVDn5-R_1w&t=100s is for Arabic with English subtitles.

The Service disseminated these links to the CoP-CIC to use, especially with newcomers. As additional videos are translated, we will be providing those links also. This is a simple, yet effective way of consistently reaching many people. In return, the CoP-CIC members share their community events and requests, for fan out – creating a web that strengthens relationships all around.

As the CoP-CIC and our Internal Inclusion Committee evolves, we are open to exploring further opportunities to work with other community organizations to ensure we are maintaining an on-going dialogue with our stakeholders.

Budget Analysis

g. That the Police Services Board direct the Chief of Police, alongside the Senior Leadership Team to provide an analysis on the implications of directing dollars towards further social service and community outreach initiatives as part of the 2021 budget, versus increases to operational and capital budgets unless deemed essential;

The following is offered in response to the points of the Regional Council motion:

Dealing with situations rooted in issues such as mental health, addictions, a lack of safe and affordable housing, inadequate access to services or social isolation - solely with an emergency response from the police or other crisis-driven service is not adequately addressing our community needs.

In many cases, these issues could be addressed earlier and more effectively through greater collaboration among sectors including Police, education, health and social services and community-based human services agencies.

The Police Service Board's 2019-2021 Strategic Plan continues to serve as a roadmap for our Service over the next year. It addresses the effective and efficient delivery of Policing Services and promotes organizational excellence, community engagement and collaboration.

When the Service prepares the annual budget, the Strategic Plan is carefully considered, which was developed through extensive public consultation that ultimately resulted in three priorities:

- a continued focus on public safety;
- fostering a culture of community collaboration and engagement;
- enhancing organizational excellence.

The Service is alive to our fiscal responsibility to the Public to manage the funds entrusted to us in the most efficient and effective manner and we are also keenly aware of our responsibility to provide a safe community for residents and visitors to Niagara.

Under the provisions of the Police Services Act, the Police Services Board is responsible for providing adequate and effective police services in the Regional Municipality of Niagara. In accordance with Section 39 of the Act, the Board submits a funding request to Regional Council for the upcoming year after reviewing and approving the Service's detailed budget submission.

The foundation of the 2021 Operating Budget submission is consistent with prior years; the Service is mandated to uphold adequacy standards while providing adequate and effective policing to the community.

The Service base budget process includes an environmental scan identifying external cost pressures, a detailed line-by-line program review and consideration for current events that could impact 2021 such as the COVID-19 pandemic, actual performance and the recent Burkett arbitration award on Niagara Regional Police Association (NRPA) Uniform and Civilian 2020 salary rates.

We take an evidence based approach in evaluating existing services to ensure they are not only effective but also efficient. The 2021 operating budget was no different. During the process the Executive Leadership Team scrutinized the initial draft budget and realized some savings. A further review of program changes served to defer more than two million dollars from the original request. Those program changes that remained in the budget were deemed essential in order to support the Board's Strategic Plan.

Program Changes for 2021 include; the creation of an Equity, Diversity and Inclusion Unit to work externally with members of our diverse communities, and internally to further

goals of the Diversity, Equity and Inclusion Strategic Plan; The addition of a Member Support Sergeant; a Missing Persons Detective Constable; a Forensics Detective Constable; and a Records Analyst.

The 2021 proposed operating budget of $161.0M is a 4.3% increase over the 2020 approved budget. To direct funds away from this budget means we would have to examine and look for areas to cut, while still ensuring adequacy standards, and the expectations of the community are being met.

The risks associated with not proceeding with the aforementioned budget increase include:

- Potentially risking our ability to maintain public safety
- At risk of not fulfilling the Board's responsibility to provide adequate and effective policing to the Niagara Region
- Not supporting Regional priorities as outlined in the Strategic plan,
- Inability to fully meet enhanced Diversity Training, with potential for negatively impacting public confidence in the Service.
- As well as reduced engagement with our community.

Should council move forward with a reduction of 4.3% to achieve a net 0% increase to the 2021 budget the Service would have to review areas to cut. Compensation costs comprise 91% of the gross expenditure, while the remaining 9% are comprised of Administrative, Operational & Supply, Occupancy & Infrastructure, Equipment, Vehicles & Technology expenses and contribution to reserves. The extensive budget process ensures that resources are used in the most efficient and effective manner leaving no excess funds to be cut. As such, a 0% budget increase would require significant cuts to personnel costs and the Service's authorized strength. A reduction of this size would require the elimination of 51 First Class Constable Positions.

As demonstrated in the 2020 budget presentation to Council, the Service has taken an evidence based approach to evaluating workload requirements which required additional resources in order to provide adequate and effective policing services to the Niagara Region. Over the past 40 years, the Service has seen a significant decline in front line resources in order to meet the requirements of the Police Services Act while minimizing budget impacts. The additional resources approved in the 2020 budget were intended to right size the budget after years of cuts and are required to achieve appropriate response times to 'Priority 1' emergency calls for service. The elimination of 51 First Class Constable Positions would result in an increased risk to public safety if insufficient resources are available to respond to calls for service which have been steadily increasing year-over-year.

Diversity Plan

h. That the Police Services Board develop a diversity plan for board appointees that reflect the diversity of the Niagara community;

The following is offered in response to the points of the Regional Council motion:

Section 27 of the Police Services Act mandates every municipality that maintains a Police Service to have a Police Services Board. It is the responsibility of the Board to provide adequate and effective policing services within the municipality including recruitment and appointment of the Chief and Deputy Chief; the appointment of members of the municipal Police Force; establishing, in consultation with the Chief, objectives and priorities for the Service; establishing various policies and guidelines; and receiving reports form the Chief.

The Board may give orders and direction to the Chief, but not to other members of the Police Service, nor can the Board direct the Chief on day to day operation of the Service or any specific operational decision. Also, an individual Board member may not give orders or direction to any member of the Service.

The Board's size and composition are also established under Section 27 of the Police Services Act based upon the population of the municipality. In the case of the Regional Municipality of Niagara, having a population in excess of 300,000, and having been approved by the Lieutenant Governor in Council, the Police Service Board consists of seven members.

Three positions on the Board must consist of members of the municipal council, with one of those three positions being dedicated to the head of the Municipal Council unless the head chooses not to be a member. If the head of council chooses not to join the Board, that position must be filled by another member of the municipal council.

Three positions on the Board must be appointed by the Lieutenant Governor in Council. The remaining one position must be filled by a person, on resolution of council, who is neither a member of the council nor an employee of the Municipality.

In short, the composition of the Police Services Board, including the diversity of its makeup, falls outside the control of the Board itself. In order to affect change in composition of the Board, Regional Council and/or the Province must institute those changes. In the case of Regional Council, given that they must select three members from within their own ranks, Council would have to rely upon its own diversity in making appointments. With respect to the provincial appointments, the Lieutenant Governor in Council has the ability to affect the composition of the Board through provincial appointments to the three positions under her control.

With respect to a Diversity Plan, the Police Services Board is required to develop a Strategic Plan for the Police Service in three year cycles. The current Strategic Plan was released in 2019 and carries through to the end of 2021. Within the plan the Board

identifies its goal to "Foster a Culture of Community Collaboration & Engagement", with the objective "To foster continuous, collaborative engagement and dialogue with our community partners."

This ties very closely to the 2020-2022 Diversity, Equity & Inclusion (DEI) Strategic Plan. This plan, which was developed in 2019 and implemented earlier this year, sets out goals and objectives for the Service as it continues its journey toward creating a culture of Diversity, Equity and Inclusion. It is premised on the recognition "that Police cannot contribute to community safety and well-being in a vacuum and require collaboration with a vast array of stakeholders from the business community, social services, equity seeking groups, education institutions, etc." (2020 – 2022 Diversity, Equity & Inclusion Strategic Plan, p. 2)

The Niagara Police Services Board has stated its commitment to the DEI Strategic Plan, as noted in the message from the Board Chair on the opening page of the plan. "The Board is fully committed to this strategy and looks forward to working with the Chief of Police and the Niagara Regional Police Service so that together, we can deliver the best possible service to all groups which make up the wonderful tapestry of people who bring differences and uniqueness to our great Region."

Mental Health and Addictions

i. That a report on the number and specific types of calls related to mental health and addictions, be brought forward and that the report include an actionable plan, including options for both an extension of the current MCRRT but also an alternate NRP led plan funded by the Niagara Region, developed in partnership with Niagara EMS and local mental health, addictions, and crisis agencies, to respond to these calls in line with guidance and recommendations from the Canadian Mental Health Association;

The following pages are offered in response to the points of the Regional Council motion:

Call Types related to mental health and addictions

The Niagara Regional Police Service recognizes that at its core, mental health and addictions represent both public health and social issues within the community, and are not by their very nature assumed to be matters of criminality.

> *People with mental illnesses often face socio-economic deprivation, such as unemployment, poverty, lack of social supports and inadequate housing and/or homelessness. These factors increase vulnerability to victimization. (Hiday, V.A., J.W. Swanson, M.S. Swartz, R.Borum, and H.R. Wagner., 2001) The stress and trauma of being victimized can heighten an individual's sense of vulnerability and anxiety, which can exacerbate symptoms of the mental illness, increase the likelihood of homelessness, and diminish quality of life. (Teplin, L.A., McClelland, G.M., Abram, K.M., Weiner, D.A., 2005)*

Those who have reached crisis points sometimes intersect with Police whether due to victimization or a lapse into behaviours that may be perceived to put themselves or other persons at risk.

> *People with mental illnesses who have been in conflict with the law, tend to have higher rates of substance abuse, homelessness, challenges in adhering to treatment, and experiences of victimization, as well as lower rates of social support, when compared to other adults with a mental illness. (Canadian Institute for Health Information, 2008)*

There is no specific call type that can possibly encapsulate all calls for service where mental health and/or addictions issues may be at play. Of the two hundred and six (206) call types currently in use by the Niagara Regional Police, mental health and/or addiction may be a contributing factor to the substance of any call type. In reviewing data for 2019/2020 a key word search was conducted for the use of the terms "overdose", "MHA" (Mental Health Act), and "suicide" within the call "remarks" field. Although this does not identify every call for Service in which mental health and addictions were involved, it does help in identifying the variety of call types that most frequently intersect with those social issues. The data revealed that "overdose" was referenced in the call remarks for 1,356 calls across 37 different call types, whereas "MHA" was referenced in 10,769 calls across 82 call types, and "suicide" was referenced in call remarks 2827 times across 65 call types. Analysis of the call data revealed a number of call types that intersect more frequently with persons in crisis. Looking at the intersection of the data the call types with the highest probability of involvement with persons in crisis due to mental health or addictions are:

Mental Health Act	Welfare Check	Suicide Threats
Assist Ambulance	Domestic Violence	Family Violence
Unwanted Person	Welfare Check - Non Urgent	Disturbance - Fight
Domestic – Non Violent	Suicide Attempt	Missing Person
Harassment	Threats	Theft
Assist Other Police	Assistance	Intoxicated Person
Assault	Break and Enter	Nuisance
Unknown Problem	Information	Follow Up
Suspicious Person	Drug Related	

With the exception of the initial call types; Mental Health Act, Suicide Threats, and Attempt Suicide which by virtue of the naming convention have a clear link to mental health calls for service, the other call types displayed have a distinct subset of mental health and addictions. The table below shows total call volume for each incident type based on initial call type.

Initial Call Type	All Calls 2019	(Year to Date) All Calls 2020
MENTAL HEALTH ACT	1215	2328
WELFARE CHECK	8625	4630**
SUICIDE THREATS	2219	1910
ASSIST AMBULANCE	5855	5359
DOMESTIC VIOLENCE	4299	4089
FAMILY VIOLENCE	2006	2176
UNWANTED PERSON	7944	6470
WELFARE CHECK - NON URGENT	1822	1426
DISTURBANCE-FIGHT	4632	4266
DOMESTIC/ NON VIOLENT	903	861
SUICIDE ATTEMPT	321	308
MISSING PERSON	1361	986
THREATS	2338	2176
HARASSMENT	2358	2216

**A Service initiated review of this call type led to reductions in the second half of 2020

The following table demonstrates results the subset of calls for service using the same incident type, located by the keyword "overdose", "suicide" and "MHA". The figure represents the highest value present of the three key word searches to avoid double counting where duplication may exist. Although not all encompassing, it does demonstrate the range of more frequent call types that Police Officers encounter on a daily basis that often involve dealing with mental health and addictions.

Initial Call Type	"overdose" "MHA" "suicide" 2019	(Year to date) "overdose" "MHA" "suicide" 2020
MENTAL HEALTH ACT	1161	2262
WELFARE CHECK	892	461
SUICIDE THREATS	621	583
ASSIST AMBULANCE	475	544
DOMESTIC VIOLENCE	341	347
FAMILY VIOLENCE	180	224
UNWANTED PERSON	215	184
WELFARE CHECK - NON URGENT	239	156
DISTURBANCE-FIGHT	129	126
DOMESTIC/ NON VIOLENT	82	80
SUICIDE ATTEMPT	70	69
MISSING PERSON	70	58
THREATS	62	61
HARASSMENT	60	63

There is no specific call type that can possibly identify all calls for service, just as there is no single response to all reported incidents where mental health and addictions may be a significant factor behind the call for service. The purpose of this analysis has been to demonstrate the span of call types which are impacted by mental health and addictions, not to provide firm numbers.

Upon conclusion of a call for service the investigating Officer may be required to submit a report based upon the circumstances of the call. At this time, the Officer may choose to reclassify the type of incident to more accurately reflect the subject of the report. Queries of the RMS with respect to Mental Health Act Apprehensions and Non Apprehensions demonstrate aggregates that exceed the total Mental Health Act calls for service as classified by the initial communications call taker. This further demonstrates the span of call types that are impacted by mental health concerns.

	Year to Date		
	2019	2020	Source
Mental Health Act - Apprehension	2064	1852	RMS Browse
Mental Health Act No-Apprehension	2537	2236	RMS Browse
Mental Health Act - Calls for Service	1215	2328	CAD Browse

Mobile Crisis Rapid Response Team (MCRRT)

The MCRRT program has been in existence in Niagara since 2015 and has proven to be an effective and collaborative model in de-escalating crisis situations and getting individuals the appropriate supports they require within the community, while mitigating the demands placed on an over-burdened healthcare system.

This program has been operating successfully in the area bounded by 1 District (St. Catharines and Thorold areas). Through the partnering of a Mental Health Worker with a Uniform Niagara Regional Police Officer, the team is able to respond rapidly to calls for service involving persons in a mental health/addictions crisis. Individuals are assessed on-site allowing for referral and disposition to be determined based upon the nature of the crisis.

The overall goal of the program has been to provide support and assistance to persons in crisis while diverting them away from the hospital emergency department in appropriate circumstances and toward suitable community resources. Through the MCCRT program, persons in crisis can be directed to appropriate care in a timely manner without over-taxing the hospital system and not being misdirected into the criminal justice system.

Since the implementation of this program in Niagara, significant successes have been achieved. Based on 2019 data, MCRRT responded to approximately 21% of the Service's total mental health calls for service. In those instances, where MCRRT was available to respond, far fewer persons were apprehended under the Mental Health Act, resulting in approximately 69% diverted to the appropriate support agencies within our community.

Conversely, when MCRTT was not available, 49% of interactions resulted in apprehensions.

Officers make the best decisions they can and make informed decisions as to whether someone should be diverted or apprehended under the Mental Health Act. It is not an ideal situation, as it places an unfair burden on police officers who are not experts trained and educated specifically in the field, but none the less are called upon to use their training and act to the best of their abilities.

Funding for the mental health professionals for our MCRRT program originates from the Ministry of Health and flows through the Ontario Health Teams (formerly the Local Health Integration Networks) to the local Canadian Mental Health Association - Niagara Branch. Based upon the current funding model the program has been limited to operation within only one area of the region and only between the hours of 12:00 p.m. and 12:00 a.m. Ideally, the Service would like to see the program expand to other areas of the region, and ultimately be available 24/7.

Additional funding has been sought from the Ministry of Health that will help to ensure that mental health professionals for our MCRRT program are available to better serve the residents of the Niagara Region.

On Friday, November 13, 2020, Chief MacCulloch received word from Ms. Tara McKendrick, the Executive Director of CMHA Niagara, that Ontario Health West (formerly the Hamilton Niagara Haldimand Brant Local Health Integration Network) has officially approved the expansion of the Mobile Crisis Rapid Response Teams (MCRRT) in Niagara.

This annualized funding allows for the expansion of MCRRT in Niagara by one team (a team is made up of three nurses), in a municipality to be mutually determined based on data available that represents need and impact.

As stated by Ms. McKendrick, "This is the result of years of persistent advocacy by both of our organizations and its supporters, to expand the program based on its demonstrated success, and I hope you are as thrilled as we are."

Niagara Emergency Medical Services (NEMS)

In the weeks following Chief MacCulloch's attendance before Regional Council and St. Catharines City Council, the Service and NEMS engaged in discussions regarding the roles of the Police and Paramedics at emergency calls related to mental health and addictions.

In mid-September, Chief MacCulloch and Chief Kevin Smith met virtually along with staff from both organizations to discuss a plan moving forward to create a working group to study and develop a response plan specific to mental health and addictions, whereby members of both agencies would work cooperatively to coordinate resources and share information.

Stemming from that meeting a draft Memorandum of Agreement has been exchanged and is working toward finalization. Under the MOA, both agencies will affirm their commitment to providing safe and optimal response to 911 requests, through response plans for various emergency situations, including providing service to those experiencing mental health and/or addictions related issues.

Although not yet finalized, both agencies hope to agree to the establishment of a working group sponsored by the Chief of the Niagara Regional Police Service and the Chief of Niagara Emergency Medical Services. The working group framework will consider all legislative requirements for each agency. The goal for the working group is to develop long, mid and short term strategies to develop a response plan, with recommendations no later than Q1 of 2021.

The Service would like to acknowledge and thank Chief Smith for his early engagement on this matter and for the dedication and leadership he has shown for his organization and the citizens of the Niagara Region.

Community Safety and Well-Being Plan

The partnerships and agreements established with committed organizations such as Canadian Mental Health Association and Niagara Emergency Medical Services are but two pieces of a much larger puzzle. In order to effect real change within our community for those who are most vulnerable due to mental health, addictions or a variety of social and economic factors, a much larger response must be coordinated and harnessed.

Part XI of the Police Services Act calls for each municipality to prepare a Community Safety and Well-Being Plan prepared by an advisory committee with representation from the health/mental health sector, education, social services, youth custodial services, Regional Council, the Police Services Board and the Chief of Police.

As stated by the Honourable Sylvia Jones, Minster of Community Safety and Correctional Services,

> *Community safety and well-being cannot rest solely on the shoulders of the police. It is a shared responsibility by all members of the community and requires an integrated approach to bring municipalities, First Nations and community partners together to address a collective goal. Breaking down existing silos and encouraging multi-sectoral partnerships are essential in developing strategies, programs and services to help minimize risk factors and improve the overall well-being of our communities.*

Unfortunately, the COVID-19 Pandemic has paused development of the Regional Municipality of Niagara Community Safety and Well-Being Plan. However, the Niagara Regional Police Service looks forward to its resumption and to engaging with our various community partners to develop strategies and programs to enhance the safety and well-being of our community.

City of St. Catharines Correspondence

The second part of the motion represents correspondence from the City of St. Catharines to the Region of Niagara requesting that the recommendations of their Anti-Racism Committee be forwarded to the Board for consideration.

This correspondence was received in a multi bulleted format under a number of headings; each bullet has been reproduced with a Service response/explanation following immediately below.

Training

- ***Increase Crisis Intervention Training to being offered at least 4 times a year or until as close to 100% of front line officers as possible at any given time would have completed the training;***

Crisis Intervention Training has been a staple for front line officers for a number of years. This training is provided to Service members by the Canadian Mental Health Association, and follows a course outline as prescribed by St. Joseph's Hospital. Over the past few years, increased turn over in specialty units, attrition due to retirements and pressures to maintain minimum staffing levels for community patrol have contributed to reduced number of front line Officers currently trained in CIT. So far this year due to the pandemic, the Service has only been able to hold one course, whereas it is normally offered twice. The Service will plan additional offerings for this course, subject to the availability of CMHA instructors, and limitations in class sizes during the pandemic. It is anticipated that coming out the other side of the Pandemic, significant effort will be placed into increasing the number of front line officers afforded this course. Course completion at or near 100% is a reasonable goal to strive toward, but it must be understood that with increased training comes increased cost and additional strain on maintaining minimum staffing levels on the front-line. It is recommended that the Niagara Regional Police Service attempt to increase CIT Training offerings beyond two times per year, subject to the availability of instruction through CMHA.

- ***Add cross-cultural mental health training to its Crisis Intervention Training;***

As mentioned in the previous paragraph, the course content is prescribed by St. Joseph's hospital, and is delivered by CMHA to members of the Niagara Regional Police Service. The Staff Sergeant in charge of Training will be able to speak to this with the course coordinator to advocate for changes to the curriculum, but ultimately the Service does not control content.

- ***Add implicit bias and anti-racism trainings in its refresher trainings and that these trainings be led by experts from equity seeking groups, along the lines of the African Canadian Legal Clinic's recommendations to the Ipperwash Inquiry: That police forces develop an anti-racism curriculum and training program to be incorporated into any existing training programs on use of force and which will be mandatory for recruits, new officers, and serving officers. The training***

should be designed and delivered by independent experts in anti-racism to ensure a full understanding of racially biased policing, racial discrimination and the racialized communities police serve, particularly with respect to use of force. This training should be provided as a refresher on a regular basis. The training program should be independently and regularly evaluated to assess its efficacy with respect to effecting anti-racist behavioural and attitudinal changes."

In 2019 the Service began development of its 2020 - 2022 Diversity, Equity and Inclusion Strategic Plan. Within this Plan is the strategic objective to "Provide members with diversity, equity and inclusion resources and training." As stated within the Plan, the Service has created an Internal Inclusion Committee. With the assistance of this committee the Service is in the process of engaging with external trainers to launch Anti-Racism and Bias-free training for our entire membership. Once the initial training offering is complete, annual training segments will be incorporated into In-Service Training. Following the initial training offering as new recruits officers are on-boarded, the Service will be providing similar anti-racism and bias-free training.

Re-assessing police service standards to shift its budget

- ***The NRPS Chief and Board re-assess "adequate policing" requirements based on removing welfare checks, mental health, and suicide threat calls, as well as foot patrols that are only demanded because of perception.***

Mental Health and Suicide Threats calls have largely been addressed in the preceding pages. The Niagara Regional Police Service is currently in discussions with Niagara Emergency Medical Services (NEMS) regarding the response to mental health and suicidal persons calls. Part of that discussion will include primary agency of response; capacity to meet demands and the electronic transfer of information. As provided earlier in this report, since 2019 our Officers have attended alongside NEMS at more than 11,000 calls for Service at the request of NEMS. The call type is identified as "Assist Ambulance". Whenever NEMS assesses that there is potential for violence or the presence of any weapons, or indications of criminality (such as an injury caused by an assault), the Police are requested by NEMS to attend with the paramedic team. Given the nature and variety of the great many calls from persons in crisis, officers of the Niagara Regional Police are regularly called upon by NEMS to provide assistance.

According to the Police Priority Dispatch System (PPDS) there are only two circumstances that should result in a "Check the Welfare" call for service. These definitions are also common to the Medical Priority Dispatch System (MPDS) in use by Niagara EMS:

URGENT Check-the-Welfare	**NON-URGENT Check-the-Welfare**
Requests to check the well-being of a person who has not been seen or heard from for an unusual period of time, or **whose situation may be life threatening**.	Requests to check the well-being of a person who may need temporary shelter, food, or help in other ways, but whose situation **does not appear** to be life-threatening

In the summer of 2020, the Service conducted an internal review of the Welfare Check call type. It was realized that the metrics established for the creation of the call type had experienced creep. A communication on this topic was developed and presented to Front-line Officers and Communicators. In the second half of 2020, the number of Welfare check calls has decreased sizably.

On the topic of foot patrols; when it comes to engaging with our community and Officer visibility, it has always been a Service commitment to have Officers on foot patrol to enhance community engagement, by being more accessible and approachable, which is supported by academic research. Chief MacCulloch has previously addressed Regional Council, about the importance of community engagement as a cornerstone of building public trust and confidence, which has been widely supported by the community and elected officials. Officers are encouraged to conduct foot patrols when and wherever possible, however due to competing demands and call volume, particularly in 1 District (St. Catharines/Thorold), our busiest District, our Officers weren't able to commit to regular foot patrols as they respond to the ever-growing number of priority calls for service.

Dedicated foot patrol Officers provide that opportunity and a consistent model for the Service to enhance community engagement with business owners and members of the public. Foot patrols provide our Officers with an opportunity to learn about, and develop relationships with the people who frequent the downtown area.

The Service is examining opportunities for the expansion of foot patrols across the Niagara Region, working in collaboration with community partners to improve outcomes of vulnerable populations, prevent costly crisis-based service responses and increase safety and well-being in the community which aligns with the on-going work of the Community Safety and Well-Being Plan.

- ***That the Niagara Regional municipality shift these funds from the reduction of the NRPS Budget to a dispatched civilian service such as EMS.***

This point is previously addressed.

Civilian Review

- ***The establishment of a local purely civilian (no former police officers) body including members from equity seeking groups with oversights, disciplinary powers, and the power to refer charges for prosecution over officers;***
- ***Establish the office of a purely civilian (no former police officers) Ombusdsperson with full access to police records and data;***

One area that is subject to much discussion and debate is police oversight and accountability.

Policing in Ontario is subject to a level of accountably, transparency and scrutiny that exists to a degree unseen in other provinces within Canada.

Locally, the Chief answers to the Regional Municipality of Niagara Police Services Board, which is made up of representatives from Regional Council, a citizen appointment made by Regional Council as well as three provincial appointees.

Beyond the Board, third party agencies exist to ensure, when interactions involve members of the Public and Police Officers that there is a fair and transparent process to hold Officers accountable for their actions.

Public complaints may be lodged with the Office of the Independent Police Review Director (OIPRD) which receives, manages and oversees all complaints about police in Ontario. This process has been explained earlier in the report.

Another independent oversight body is the Special Investigations Unit, which is a civilian law enforcement agency, independent of the Police, mandated to conduct criminal investigations into circumstances involving police and civilians that have resulted in serious injury, death or allegations of sexual assault.

The objective of every SIU investigation is to determine whether there is evidence of criminal wrongdoing on the part of the Police. During the course of an SIU investigation, members of a Police Service are expressly prohibited from speaking to aspects of an incident that is under investigation.

Also in place, is the Ontario Civilian Police Commission, an independent quasi-judicial agency that hears appeals of police disciplinary decisions; adjudicates disputes between municipal councils and police service boards involving budget matters; conducts hearings into requests for the reduction, abolition, creation or amalgamation of police services; conducts investigations and inquiries into the conduct of chiefs of police, police officers and members of police services boards; determines the status of police service members; and provides general enforcement relating to the adequacy and effectiveness of policing services.

An additional layer of oversight for Police Services was announced by the Provincial government on October 2, 2020. The Ontario government has appointed Devon Clunis as the Province's first Inspector General of Policing.

The inspectorate will operate at arm's length from government to provide policing oversight and ensure effective policing services are provided to every community in Ontario. The inspectorate will:

- Monitor and conduct inspections of police services to ensure compliance with the CSPA and its regulations once this act is in force.
- Monitor and conduct inspections of police service boards to prevent police misconduct and impose measures where necessary.
- Investigate policing complaints related to the provision of adequate and effective policing services.
- Develop, maintain and manage records, conduct analyses regarding compliance with the CSPA and publish inspection results and annual reports.
-

All of these previously discussed areas of Police oversight derive their authorities from the Provincial legislation. Should additional layers of Police oversight be deemed appropriate in the future, it will be incumbent on the Province to establish that framework and introduce new or otherwise amend existing legislations to extend required authorities.

Releasing Statistics

- ***Publish online details of police-reported hate crimes for each incident including location, date and time, the protected group which was attacked, and the nature of crime;***

- ***Publish on-line the use of force by race data required to be submitted to the Ministry of the Solicitor General under the Anti-Racism Act;***

- ***Extend the collection of race data to traffic stops and publish online these statistics as well as the outcome (any charges) for traffic stops;***

The Service reports to the Police Service Board on Hate, Bias Motivated Crimes and Propaganda Offences on an annual basis. This report is made in public session.

With respect to Use of Force Reporting, the Service will meet its obligations in terms of reporting to the Ministry of the Solicitor General on Use of Force Reporting. As this is the first year for race-based reporting on Use of Force, the Service will engage other Police Services and the Ontario Association of Chiefs of Police to determine what best practices are being adopted regarding this data.

As expressed earlier in the report, the Canadian Association of Chiefs of Police is working with Statistics Canada to extend race-based reporting to the Uniform Crime Reports Survey. The Service looks forward to participating in this conversation as the collection of police reported data moves forward.

Hiring

- ***Increase diversity hiring to at least 15% of the recruiting class over three years, and further as per the African Canadian Legal Clinics recommendation to the Ipperwash Inquiry:***

  "That police recruits be screened for prejudicial and racially discriminatory attitudes, similar to screening already being done for personality attributes, criminal record, and family background. That police forces be encouraged to retain independent employment equity experts to develop concrete, measurable and attainable goals to increase the number of racialized people, particularly African Canadians and Aboriginals, especially in positions of responsibility, in order to achieve a "critical mass" of representation and diversity to promote cultural and organizational change";

- ***That these independent employment equity experts undertake a comprehensive review of the hiring, recruitment, selection, and management practices of the NRPS;***

The Niagara Regional Police Service recognizes that in order to best serve our community, we need to reflect our community. Diversity equals strength, and that has been guiding our recruiting practices to ensure we are an employer of choice, attracting a diverse range of applicants, both sworn and civilian. In our efforts to achieve a more reflective Service, our Recruiting Unit has facilitated focused recruiting sessions to seek to eliminate barriers to applying to be a Police Officer.

We continue to engage under-represented groups in forums that will allow real and perceived concerns about policing to be addressed while demystifying what it means to be a Police Officer with groups that have not been traditionally represented in the Policing community.

Since 2018, the Recruiting Unit has facilitated:

- Six sessions involving women in policing;
- Attended focused recruiting sessions to promote policing as a career to at risk youth through the Project Impact program;
- Attended the Association of Black Law Enforcers (ABLE) recruiting event;
- Attended the South Asian Career Fair;
- Attended the Indigenous Career Fair; and,

- Hosted an online recruiting event with members of the Black Community which was facilitated through connections with the Co-Chair of the Community Inclusion Council.

Specifically on the sworn side, we ensure a rigorous process to identify candidates who are not only highly qualified but also are not harbouring bias or prejudice. It is a competitive process, and the Service wants to ensure we are hiring the best applicants and those who are looking to serve their community with compassion and integrity.

The average age of a new recruit at the NRPS is twenty-six (26). They come to us with life skills, cultural competencies and educational and vocational experience with approximately seventy percent (70%) holding a university degree and many having graduate degrees.

Through the recruiting process, applicants are evaluated based on a list of Essential Competencies as identified by the Ontario Association of Chiefs of Police – Constable Selection System (OACP-CSS), one of which includes "Flexibility in valuing Diversity". OACP-CSS is a standardized process for applicants from across the province. During 2019 the OACP in partnership with Ministry of Community Safety and Correctional Services conducted a thorough review of the aging Constable Selection System (CSS). Through that review, a revised CSS was implemented in January of 2020 that reduces potential barriers to recruitment, affords greater flexibility to recruiters and better aligns testing and competencies with Basic Constable Assessments at the Ontario Police College.

In addition, as part of the psychological screening that is done, recruits are evaluated for racially offensive conduct – a risk category that predicts candidates whose behaviour is racially inappropriate.

Within the Service's 2019-2021 Strategic Plan, under the goal of "Enhancing Organizational Excellence" a strategic objective was identified "to develop a comprehensive recruitment strategy that identifies quality candidates reflective of our community." To that end, targets were established to increase the number of applicants by 10% and to increase hires from diverse communities by 10% between years one and three of the plan. Also, within the 2020-2022 Diversity, Equity and Inclusion Strategic Plan, the Internal Inclusion Committee is working to establish a baseline of members within the Service who self-identify as belonging to an equity seeking group. This will provide the Service with a metric to better inform our future recruitment efforts. Work will commence in 2021 on the preparation of the 2022-2024 Strategic Plan. At that time goals, objectives and metrics will be subject to re-evaluation.

8 Can't Wait Campaign

#8Can'tWait is a social media campaign originating in the United States. Many of the items on the platform are issues that are not relevant in Ontario, due largely to our standardized training, multiple layers of oversight and Provincial Adequacy Standards.

Only two of the eight reforms being called for within the campaign are reflected within Council's motion and arguably only one of those points as mentioned below requires action, while the second point is already addressed in legislation and process.

- ***Require all officers to have a duty to intervene against excessive use of force or abuse;***

With regard to Police use of force, sections 25 and 26 of the Criminal Code of Canada set out protections and restrictions for use of force.

Where Section 25 extends authority to an Officer who, acting on reasonable grounds is justified in doing what is required or authorized to do and in using as much force as is necessary for that purpose. Section 26 reigns in that authority by stating that, "everyone who is authorized by law to use force is criminally responsible for any excess thereof according to the nature and quality of the act that constitutes the excess."

Niagara Regional Police Service Officers, as with all Police Officers in the Province of Ontario are also bound by a code of conduct under the Police Services Act. Within the context of this motion officers are subject to misconduct under the Police Service Act if they are found to have committed:

- Neglect of Duty, in that he or she,
    - without lawful excuse, neglects or omits promptly and diligently to perform a duty as, a member of the police force of which the officer is a member, if the officer is a member of an Ontario police force as defined in the Interprovincial Policing Act, 2009, or a police officer appointed under the Interprovincial Policing Act, 2009,
- Discreditable Conduct, in that he or she,
    - is guilty of a criminal offence that is an indictable offence or an offence punishable upon summary conviction,
    - withholds or suppresses a complaint or report against a member of a police force or about the policies of or services provided by the police force of which the officer is a member
- Unlawful or Unnecessary Exercise of Authority, in that he or she,
    - uses any unnecessary force against a prisoner or other person contacted in the execution of duty

Despite the above provisions, which serves both as expectations for professional conduct and notice of liability for those who may breach their duties as a Police Officer, it is recommended that the Service should incorporate teaching points related to the Criminal Code and Police Service Act code of conduct into lesson plans for Use of Force to address a duty to intervene should an officer find themselves in such a position.

- ***Prohibit shooting at moving vehicles;***

Ontario Regulation 266/10 already prohibits an officer from discharging their firearm for the sole purpose of attempting to stop a fleeing motor vehicle.

Police Officers within the Province of Ontario are bound by the provisions of the Criminal Code and the Police Services Act and regulations with respect to the use of deadly force.

Officers undergo yearly training on use of force and firearms including both academic and practical exercises and qualification. Officers are expected to conduct themselves within this framework. Further, Ontario Regulation 926 requires the Chief cause an investigation to be made into the circumstances of the incident when an officer discharges a firearm intentionally or unintentionally, except when at a range.

The SIU Act is anticipated to be proclaimed into force in the very near future. An additional provision within the Act, which is not in place within the current SIU regulation, is the expansion of their investigative mandate to include the discharge of a firearm at a person.

No additional action is seen necessary on this point.

Performance Reviews

- ***As per the African Canadian Legal Clinic's recommendation to the Ipperwash Inquiry:***

"That police forces ensure that complaints and concerns against police officers relating to use of force, particularly when the complainant is racialized, are reflected and factored into the assessment of each officer's performance review and or promotions."

Currently the Service is working to develop its training capacity in regard to Diversity, Equity and Inclusion, including topics in the areas of anti-racism, bias free policing and de-escalation. As previously mentioned the Internal Inclusion Committee is in the process of meeting with external companies/individuals to assess our next steps in providing that training. Following the initial training offering, follow up sessions will be made a regular part of in-service training.

As a follow up step, once every Officer has received the training, the Service will be in a position to begin an evaluation process. The Performance Appraisal System is one manner of performing that evaluation. As part of the Uniform Constable Performance Appraisal, Officers are already evaluated based on Community Commitment, including community satisfaction and victim assistance. It is a natural progression to include measures of diversity in to performance expectations.

Complaints against Officers, particularly those deemed to be racialized, are matters for investigation by the OIPRD, and/or our own Professional Standards Unit. Complaints

and concerns must be properly investigated in order to determine if they may be substantiated. The performance appraisal system is the wrong venue for unsubstantiated complaints or "concerns".

Conclusion

As an organization, the Niagara Regional Police Service continuously strives for excellence with a focus on providing the best possible Policing to our community. However, there are always opportunities to improve. The Service remains optimistic about the stronger relationships we will forge internally and externally as a result of our collective efforts.

As stated by Chief MacCulloch in his address to Regional Council, "I can commit to you, and to our community, that we are dedicated to productive dialogue and meaningful change. I recognize that this is, at times, a difficult conversation, but it must be had."

In addressing the many points of the motions made by Regional Council and the City of St. Catharines, and through the numerous recommendations identified in this report, the Service wishes to demonstrate its openness to productive change, and ensuring continued transparency in Police processes.

Our Officers and support staff remain committed as ever to delivering unbiased policing to our community. The dedication of our members who have remained on the frontline, committed to ensuring the continued safety, and protection of our community through a time of unprecedented pressures to both our community and the Niagara Regional Police Service is both acknowledged and genuinely appreciated.

In partnership with the community we shall provide quality policing services with integrity, diligence, and sensitivity.

Administration
Office of the Regional Clerk
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www.niagararegion.ca

November 23, 2020

CL 22-2020, November 19, 2020
PWC 10-2020, November 10, 2020
PWC-C 44-2020, November 10, 2020

Local Area Municipalities

SENT ELECTRONICALLY

RE: Recommendations for Consideration from the Linking Niagara Transit Committee held October 21, 2020

Regional Council, at its meeting of November 19, 2020, approved the following recommendation of its Public Works Committee:

> That Correspondence Item PWC-C 44-2020, being a memorandum from A.-M. Norio, Regional Clerk, dated November 10, 2020, respecting Recommendations for Consideration from the Linking Niagara Transit Committee meeting held October 21, 2020, **BE RECEIVED** and the following recommendations **BE APPROVED**:
>
> 1. That Report LNTC-C 4-2020 **BE FORWARDED** to the Clerks of Niagara's twelve (12) local area municipalities and that they **BE REQUESTED** to have the Council's of the twelve (12) local area municipalities consider the resolution outlined in Appendix 1 to Report LNTC-C 4-2020, advising the Regional Clerk of any municipal feedback, no later than February 28, 2021; and
> 2. That Council **DIRECT** staff to undertake an assessment of the proposed resolution outlined in Appendix 1 to Report LNTC-C 4-2020 and **REPORT BACK** to the Public Works Committee, no later than February 28, 2021, evaluating the expected impacts to Niagara Region Transit, Niagara Specialized Transit, Niagara Region Transit OnDemand, and the Regional tax levy from the proposed resolution.

A copy of Correspondence Item PWC-C 44-2020 and Report LNTC-C 4-2020 is attached for your reference.

Yours truly,

Ann-Marie Norio
Regional Clerk
:me

CLK-C 2020-209

Niagara Region
Administration
1815 Sir Isaac Brock Way, Thorold, ON L2V 4T7
905-980-6000 Toll-free: 1-800-263-7215

MEMORANDUM

PWC-C 44-2020

Subject: Recommendations for Consideration from the Linking Niagara Transit Committee meeting held October 21, 2020

Date: November 10, 2020

To: Public Works Committee

From: Ann-Marie Norio, Regional Clerk

At its meeting held on October 21, 2020, the Linking Niagara Transit Committee passed the following motion for consideration by the Public Works Committee:

Minute Item 5.1
LNTC-C 4-2020
Niagara Transit Governance Study

That Report LNTC-C 4-2020, dated October 21, 2020, respecting Niagara Transit Governance Study, **BE RECEIVED** and the following recommendations **BE APPROVED**:

1. That the Linking Niagara Transit Committee **SUPPORTS** the Full Commission as the recommended governance model for the consolidation of Niagara's public transit system;

2. That Report LNTC-C 4-2020 **BE FORWARDED** to the Clerks of Niagara's twelve (12) local area municipalities and that they **BE REQUESTED** to have the Council's of the twelve (12) local area municipalities consider the resolution outlined in Appendix 1 to Report LNTC-C 4-2020, advising the Regional Clerk of any municipal feedback, no later than February 28, 2021; and

3. That Council **DIRECT** staff to undertake an assessment of the proposed resolution outlined in Appendix 1 to Report LNTC-C 4-2020 and **REPORT BACK** to the Public Works Committee, no later than February 28, 2021, evaluating the expected impacts to Niagara Region Transit, Niagara Specialized Transit, Niagara Region Transit OnDemand, and the Regional tax levy from the proposed resolution.

Respectfully submitted and signed by,

_____

Ann-Marie Norio
Regional Clerk

Subject: Niagara Region Transit Governance Study

Report to: Linking Niagara Transit Committee

Report date: Wednesday, October 21, 2020

Recommendations

1. That the Linking Niagara Transit Committee **ENDORSE-IN-PRINCIPLE** the resolution outlined in Appendix 1 to Report LNTC-C 4-2020;

2. That Report LNTC-C 4-2020 **BE FORWARDED** to the Clerks of Niagara's twelve (12) local area municipalities and that they **BE REQUESTED** to have the Council's of the twelve (12) local area municipalities consider the resolution outlined in Appendix 1 to Report LNTC-C 4-2020, advising the Regional Clerk of the results including any additional municipal feedback, no later than March 31, 2021; and

3. That Council **DIRECT** staff to undertake an assessment of the proposed resolution outlined in Appendix 1 to Report LNTC-C 4-2020 and **REPORT BACK** to the Public Works Committee, no later than March 31, 2021, evaluating the expected impacts to Niagara Region Transit, Niagara Specialized Transit, Niagara Region Transit OnDemand, and the Regional tax levy from the proposed resolution.

Key Facts

- The purpose of this report is to provide to Council the results of the Niagara Transit Governance Study (NTGS) and seek the endorsement-in-principle of a Full Commission as the recommended governance model for Niagara's consolidated public transit system.

- There continues to be a strong argument in favour of the consolidation of transit services throughout Niagara. The ongoing COVID-19 pandemic has demonstrated the benefits of enhanced levels of coordination and organization between transit providers. As these providers look to implement recovery plans over the next number of years, there is an opportunity to align these efforts as part of the future consolidation of transit services across the region.

- The Full Commission model is recommended as it is expected to result in an enhanced degree of independence that will support effective decision making, as

well as provide more efficient and cost-effective service delivery through being restricted to funding all operations and unanticipated changes within its annual budget approved by Council. This recommendation is based on a comparative analysis of governance models through a series of fifteen (15) evaluation criteria across four (4) major categories: governance, finance, stakeholder input, and ease of implementation.

- Subject to the endorsement-in-principle of the Full Commission model by each of the twelve (12) local area municipalities (LAMs) and Regional Council, feedback and input received as part of this process will be used to expand and refine the recommended Full Commission model prior to the initiation of a triple-majority approval process anticipated in Q2 2021.

- Both a preliminary transition plan as well as an initial funding strategy have been developed that jointly outline the strategic, financial, and operational milestones required to transition from the existing independent transit systems to the new consolidated system. These plans will be expanded and refined through the approvals process, based on feedback and direction provided by Council and the twelve (12) LAMs. Based on the preliminary schedule outlined herein, responsibility for day-to-day service operation would transition to the new entity in late 2022.

Financial Considerations

To realize the consolidation of transit services across Niagara, a funding strategy must be developed that establishes:

- the baseline or start-up budgets for the Full Commission;
- the manner by which current transit funding provided by municipalities to existing operations is transitioned to the Commission;
- how one-time start-up and transition costs associated with the establishment of the Commission will be funded;
- and how transit-related assets currently owned by the local area municipalities will be transferred.

The recommended financial strategy provides a transition path which allows the Region to incorporate $3.85 - $4.96 million in transition costs, $27.0 million in existing local municipal transit service, plan for the expansion of transit service, and ensure all

municipalities have equitable transit service prior to the redistribution of local transit expenditures through a Regional assessment levy.

The proposed strategy allows for a shorter transition time to upload transit costs in municipalities with minimal local transit service, while concurrently increasing connections to and service within communities outside St. Catharines, Niagara Falls, and Welland. The total Regional levy required to upload the existing local transit services, including transition costs, is 9.5%. The proposed five (5) year local transit upload transition plan requires an average annual separate Regional levy of 1.4% - 2.0% each year over the five (5) years.

This strategy was developed in consultation with local Area Treasurers and CAOs and considered variations between municipal transit grants and full regional upload to a single transit levy. The municipalities with robust transit services were primarily in favour of moving to a single Regional tax levy; municipalities with little or no transit service leaned towards a municipal transit grant to support the exiting local transit service while transit services increased within and to their communities. Conversations indicated that a phasing out of transit grants or a phasing in of a single transit levy may provide a favourable path for all municipalities. The proposed funding strategy incorporates feedback from the LAMs and aims to achieve a fair and equitable transition to a consolidated entity.

The feedback received through the approvals process, in parallel with continued dialogue with the Area Treasurers and CAOs, will be used to continue to refine the funding strategy and arrive at a final recommended strategy in parallel with the future triple-majority approval of the Commission, expected in Q2 2021.

While the recommended governance model for the new transit entity is technically independent from an agreed upon financial funding model, the financial strategy will be used to clearly map how the transition and operation costs associated with the NTGS will be funded.

Strategy Overview

A range of strategies have been considered to ensure existing, stable, and predictable levels of transit funding are transferred to the new Commission, representing a variety of options with regard to grant type, inflationary increases, recognition of existing administrative costs, and implementation timeframes.

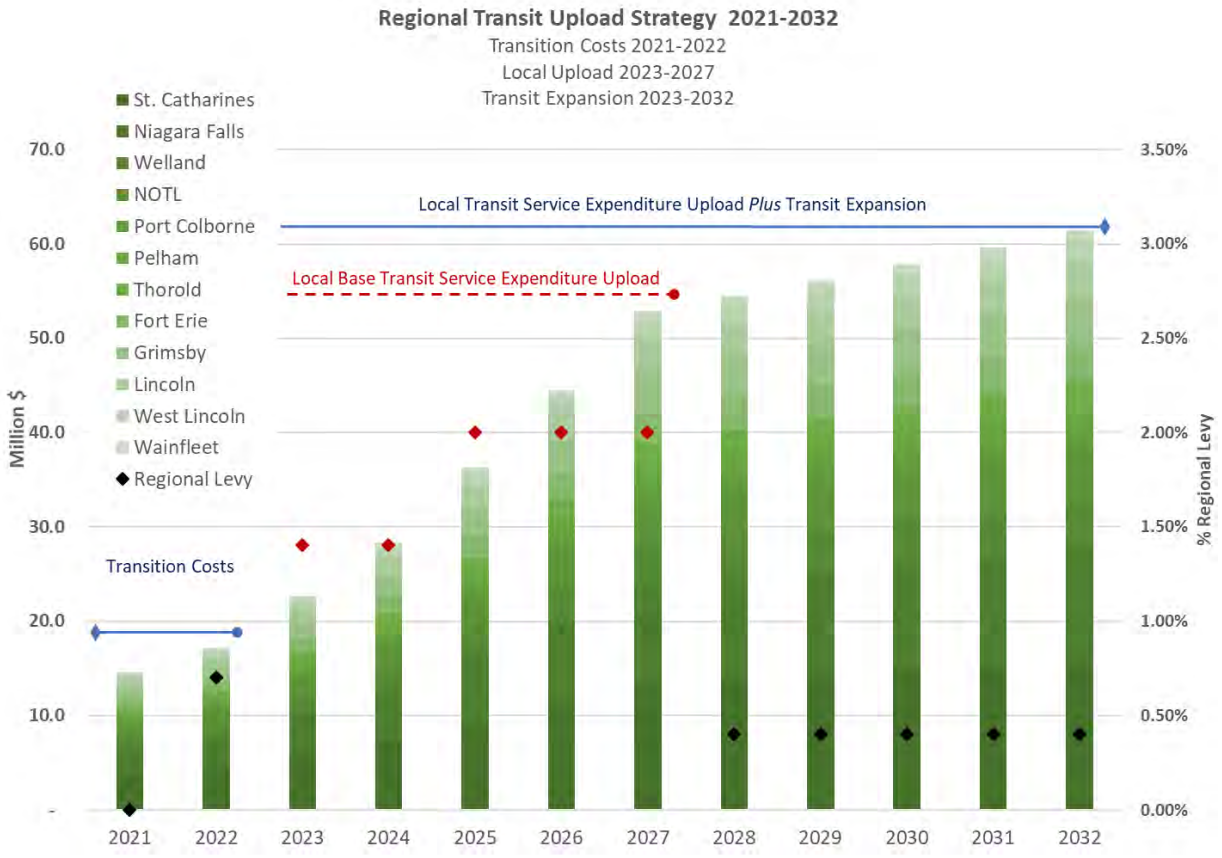
In consultation with the aforementioned groups, the proposed funding strategy recommends that all existing and incremental transit spending will be transferred to the new Commission, funded through a single Regional tax levy. The strategy includes:

- a two (2) year transition period (fiscal years 2021-2022) during which funding derived from the levy is primarily applied to the one-time costs associated with establishing the Commission;
- a transfer implementation period of five (5) years (fiscal years 2023-2027) where existing municipal transit costs are transferred to the Regional levy; and
- the expansion of transit services, running concurrent with the transfer of existing service, however finishing in 2032.

Transition costs are anticipated to be funded through a combination of existing budgets previously established by the Region through its leadership of the governance strategy and the implementation of the Regional levy as reflected in Figure 1 below.

Local transit costs assumed by the Regional levy would be offset by equivalent budgetary reductions at the local level, to support the “Fair” guiding principle that total residential taxpayer impact is minimized using the ‘one-municipal taxpayer approach.

Figure 1 - Regional Transit Consolidation Upload Strategy 2021 - 2032



	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032
Regional Separate Transit Levy	0.00%	0.70%	1.40%	1.40%	2.00%	2.00%	2.00%	0.40%	0.40%	0.40%	0.40%	0.40%

The implementation time period for the offset will vary by municipality. The recommended funding strategy results in smaller municipalities transferring their transit budgets over to the new entity within the first two (2) years depending on their current transit spend, while larger municipalities transition over the full five (5) year transfer implementation period. The fixed annual municipal transit expenditure and reductions are outlined in Table 1 and Table 2 below.

Table 1 - Municipal Transit Expenditure Transition 2023 - 2027

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
St. Catharines	12,275,402	12,275,402	11,675,402	10,675,402	7,116,935	3,558,467	-	-	-	-
Niagara Falls	8,645,833	8,645,833	8,045,833	7,045,833	4,697,222	2,348,611	-	-	-	-
Welland	2,050,898	2,050,898	1,450,898	450,898	300,599	150,299	-	-	-	-
NOTL	497,223	497,223	-	-	-	-	-	-	-	-
Port Colborne	127,092	127,092	-	-	-	-	-	-	-	-
Pelham	261,156	261,156	-	-	-	-	-	-	-	-
Thorold	2,152,143	2,152,143	1,552,143	552,143	368,095	184,048	-	-	-	-
Fort Erie	826,323	826,323	226,323	-	-	-	-	-	-	-
Grimsby	250,000	250,000	-	-	-	-	-	-	-	-
Lincoln	265,829	265,829	-	-	-	-	-	-	-	-
West Lincoln	-	-	-	-	-	-	-	-	-	-
Wainfleet	-	-	-	-	-	-	-	-	-	-

Table 2 - Municipal Annual Budget Reductions 2023 - 2030

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
St. Catharines		-	(600,000)	(1,000,000)	(3,558,467)	(3,558,467)	(3,558,467)	-	-	-
Niagara Falls		-	(600,000)	(1,000,000)	(2,348,611)	(2,348,611)	(2,348,611)	-	-	-
Welland		-	(600,000)	(1,000,000)	(150,299)	(150,299)	(150,299)	-	-	-
NOTL		-	(497,223)	-	-	-	-	-	-	-
Port Colborne		-	(127,092)	-	-	-	-	-	-	-
Pelham		-	(261,156)	-	-	-	-	-	-	-
Thorold		-	(600,000)	(1,000,000)	(184,048)	(184,048)	(184,048)	-	-	-
Fort Erie		-	(600,000)	(226,323)	-	-	-	-	-	-
Grimsby		-	(250,000)	-	-	-	-	-	-	-
Lincoln		-	(265,829)	-	-	-	-	-	-	-
West Lincoln		-	-	-	-	-	-	-	-	-
Wainfleet		-	-	-	-	-	-	-	-	-

Note: base year transit expenditures have not been finalized for conventional and specialized transit services therefore estimates may fluctuate from estimates above

The transition path proposed by the funding strategy provides an opportunity to increase service levels or introduce transit services in municipalities where local residents are otherwise realizing a net increase from the transition to a regional levy. This opportunity will be provided as the levy funds initially assigned to transition costs are repurposed to fund service expansion in 2023 and beyond.

This proposed service expansion is intended to ensure that commensurate service levels exist across municipalities prior to a full upload of existing transit expenditures onto the Regional levy. Specific service increases will be determined by the initial strategic service plans developed by the Commission, and following the one (1) to two (2) year Service Launch phase of the transition plan.

The net transition of transit expenditures from local Municipal budgets to a Regional budget results in a redistribution across residential taxpayers as reflected in Figure 2 and Table 3 below.

Figure 2 - Taxpayer Redistribution from Municipal Levy to Regional Levy

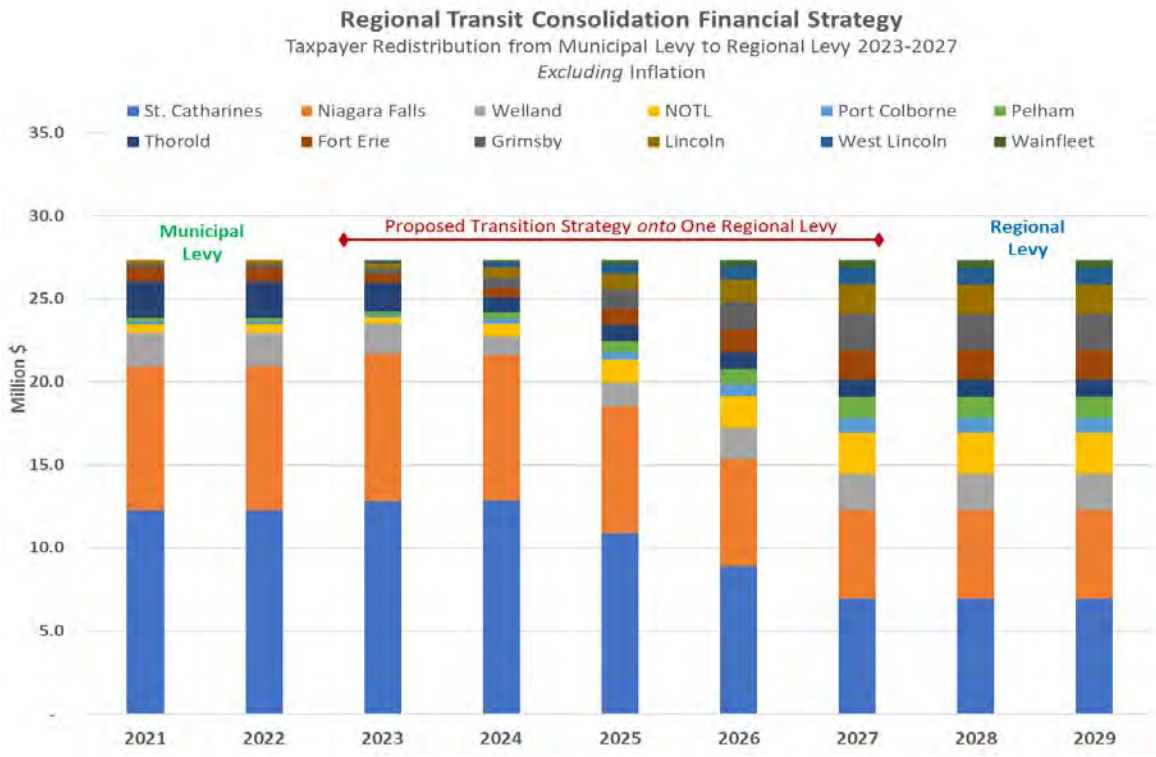


Table 3 - Municipal Residential Impact from Transfer to One Regional Levy

	2021	2022	2023	2024	2025	2026	2027	2028	2029
St. Catharines	12,275,402	12,275,402	12,791,572	12,863,367	10,887,725	8,912,083	6,936,442	6,936,442	6,936,442
Niagara Falls	8,645,833	8,645,833	8,904,086	8,728,219	7,596,686	6,465,153	5,333,620	5,333,620	5,333,620
Welland	2,050,898	2,050,898	1,805,203	1,145,422	1,497,557	1,849,693	2,201,828	2,201,828	2,201,828
NOTL	497,223	497,223	397,437	779,074	1,342,675	1,906,276	2,469,877	2,469,877	2,469,877
Port Colborne	127,092	127,092	141,282	276,947	477,296	677,646	877,996	877,996	877,996
Pelham	261,156	261,156	202,460	396,871	683,976	971,082	1,258,187	1,258,187	1,258,187
Thorold	2,152,143	2,152,143	1,726,875	894,660	958,397	1,022,133	1,085,870	1,085,870	1,085,870
Fort Erie	826,323	826,323	510,207	556,482	959,054	1,361,626	1,764,198	1,764,198	1,764,198
Grimsby	250,000	250,000	342,421	671,229	1,156,812	1,642,395	2,127,978	2,127,978	2,127,978
Lincoln	265,829	265,829	284,764	558,207	962,027	1,365,848	1,769,668	1,769,668	1,769,668
West Lincoln	-	-	164,168	321,810	554,616	787,421	1,020,226	1,020,226	1,020,226
Wainfleet	-	-	81,424	159,611	275,077	390,544	506,010	506,010	506,010
Total	27,351,899	27,351,899	27,351,899	27,351,899	27,351,899	27,351,899	27,351,899	27,351,899	27,351,899

The figures presented in this analysis are draft and based on an assumed base reference year of 2020. The final financial strategy will confirm the base year to be utilized and actual transit expenditures, in consultation with local municipalities.

Transition Costs

The NTGS provides a range of estimated transition costs which include those costs that are related to the transition team plus other one time and incremental costs necessary for transit consolidation. Key activities include the legal establishment of the Commission, development of initial strategic and branding plans, development of transfer agreements, and performance monitoring. These one-time costs have been estimated at a total of $3.85 - $4.96 million over the course of four (4) years from 2021 through 2024, comprised of a combination of both capital and operating costs as summarized below in Table 4.

Table 4 - Transition Costs

Cost Category	Integration Approval	Commission Establishment	Commission Setup	Service Launch	Enhancement & Growth	Category Cost
Capital	--	$275,000 to $325,000	$1,195,000 to $1,700,000	$200,000	--	**$1,670,000 to $2,225,000**
Operating	$340,000 to $500,000	$110,000 to $215,000	$1,175,000 to $1,465,000	$350,000	$200,000	**$2,175,000 to $2,730,000**
Total	$340,000 to $500,000	$385,000 to $540,000	$2,370,000 to $3,165,000	$550,000	$200,000	**$3,845,000 to $4,955,000**

While the transition costs are anticipated to be funded through a combination of existing budgets previously established, the implementation of the Regional levy as described above, and future capital budgets, provide a further opportunity to seek support from senior levels of government to offset these costs through programs such as Phase 2 of the Provincial government's Safe Restart program, which specifically identifies new transit governance structures as an eligible category. Staff will continue to develop the transition cost funding strategy throughout the approvals process, for inclusion as part of the final recommended funding model.

Asset Transfer and the Cummings Principle

Based on the recommendation from the consultants as part of the peer jurisdictional review, the CAO Working Group (established by the Linking Niagara Transit Committee (LNTC) to oversee and direct the Project Team to deliver the NTGS) has endorsed the use of applying the Cummings Principle to the future transfer of assets from the local area municipalities to the new Commission. The premise of the Cummings Principle is to transfer assets (and related outstanding liabilities), from one municipality to another with no additional compensation since transferring assets for additional compensation results in the taxpayer paying twice for the same public asset.

This principle, established through judicial precedent, has been applied for over four (4) decades in the municipal setting throughout Ontario, as well as in the vast majority of transit consolidations reviewed as leading practices. The use of the Cummings Principle is also well aligned to Niagara's established guiding principle of fairness, which respects the existing investments made by communities.

Analysis

Background

The completion of the NTGS represents the achievement of the next major milestone in the multi-year plan for the consolidation of transit services across Niagara region.

This consolidation process was first initiated in 2015 when Niagara's three major local transit operating municipalities of St. Catharines, Niagara Falls, and Welland - in partnership with the Region - formed an inter-municipal transit working group to improve inter-municipal transit (IMT) service delivery. This working group established a series of five (5) guiding principles which has continued to inform the process, summarized as:

- **Customer Driven** - continuously improve the rider experience and provide seamless connections and routes based on demand;

- **Unconventional Solutions** - investigate leading-edge technologies and delivery systems that establish Niagara as an innovator in the transit field;

- **Integrated** - be seamless with other modes of transportation, promote interconnectivity with systems that connect Niagara with the GTHA, and evolve according to overall transportation plans across Niagara;

- **Economically Responsible** - recognize inter-municipal transit is a public service funded through property taxes, grants, and partial cost recovery through user-fees, while balancing financial costs with potential ridership and benefits; and

- **Fair** - respect existing investments made by communities with public transit and existing service levels, and provide a basic level of services that can be accessed by as many Niagara residents as possible.

Since the establishment of the Guiding Principles, a series of further milestones have advanced work towards a consolidated transit system for Niagara:

- the Niagara Transit Service Delivery and Governance Strategy Report (known as the *Dillon Report*, 2017) identified several recommendations for service improvements and the following steps with respect to transit governance: approve a consolidated transit model; obtain triple majority for the recommended model; develop a consolidated transit model implementation plan; and implement an IMT service strategy;

    - as part of the IMT service strategy, the Region achieved triple-majority approval in 2017 to operate and deliver inter-municipal transit trips operating as Niagara Region Transit (NRT);

- The triple majority process also established the LNTC, composed of representatives from local and Regional councils and senior staff, to guide the overall IMT consolidation strategy. The mandate of the LNTC was to lead the harmonization and integration of operational and policy regimes of the existing transit properties, as well as advance a consolidated governance model. Through the LNTC, Niagara's four (4) major transit operators entered into a Memorandum of Understanding (MOU) in 2017 that, in principle, endorsed the creation of a consolidated transit system and outlined a governance framework based on the recommendations from the Niagara Transit Service Delivery and Governance Strategy Report;

- The Inter-municipal Transit Working Group (IMTWG), composed of transit staff from all twelve (12) municipalities together with the Region, was established to support the direction of the LNTC. Since its inception, the IMTWG has worked to harmonize, integrate and set the operational and policy foundation for a consolidated transit entity, reporting on all of its key deliverables to the LNTC;

- With considerable policy and operational consolidation achieved, in 2019 the LNTC directed accelerated timelines for developing the consolidated transit governance model, directing the creation of a team of CAOs (the CAO Working Group) to oversee the evaluation and recommendation of a preferred model.

The NTGS and the findings presented in this report represent the outcome of this direction provided by LTNC and the CAO Working Group, and sets out the next steps required to realize the implementation of a consolidated transit system for Niagara.

This report represents the initiation of the approvals process for adoption of the governance model, first seeking endorsement-in-principle of the Full Commission in advance of a future triple-majority approval vote. Should that vote be achieved, a transition period will take place during which the Commission will be set up and established while local transit service operation will remain with the existing entities. Based on the preliminary transition plan, the Commission would be established in Q3 2021 and assume responsibility for operations in Q3 2022.

The Case for Consolidation

The consolidation of transit services across Niagara has the strong potential to deliver a compelling series of economic, social, and mobility benefits to the residents and businesses of Niagara. A consolidated transit Commission is best positioned to deliver these benefits by bringing a scale and flexibility to transit that will:

- foster the consolidation of transit service across the region; in particular enhancing cross-boundary mobility for riders. The future state analysis completed as part of the NTGS identifies the future growth of transit in Niagara is closely linked with a latent demand for inter-municipal trips. While the recent impacts of COVID-19 have impacted current transit ridership levels, with long-term investment in targeted projects and services to grow the transit mode share throughout Niagara, transit ridership region-wide could grow by over 80% by 2031. This growth is only achievable through a consolidated and strategic region-wide approach;

- continue to support the expansion and connectivity of GO Transit service to the region, further enhancing the introductory levels of GO Train service, in addition to the high performing GO Transit Route 12 bus connections to neighbouring regions. For many commuters, the provision of local and regional transit

connections to GO stations is a critical link in their daily journey that must be enhanced through the seamless integration of these services;

- be able to quickly react to emerging transit technology, innovations, and philosophies including mobility-as-a-service and micro-transit. These developments represent an opportunity for Niagara to meet the wide variety of transit needs across the region that are less well served by the current system, through programs such as the recently launched Niagara Region Transit OnDemand (NRTOD) pilot program;

- facilitate economic development and investment through greater access to jobs and services both in Niagara and the GTHA. Providing convenient and seamless transit connections will enhance the ability of Niagara residents to access businesses in adjacent municipalities/regions, allow businesses to attract new customers and employees, and enhance the ability of visitors and tourists to explore all corners of Niagara;

- advance the mandate from Niagara's Heads of Council to Area CAOs, in response to the Provincial government's Governance Review, to pursue shared services between and among municipalities to better serve Niagara residents; and

- contribute to a high quality of life for Niagara residents and support community development through an enhanced ability of residents to choose sustainable (an increased shift to transit means Greenhouse Gas emissions are reduced, less vehicle congestions occurs, and travel time savings occurs), seamless, convenient, and connected mobility options. Transit is a significant contributing factor to the social determinants of health, enabling residents to have equitable access to the community and furthering their socio-economic wellbeing.

While the potential benefits outlined above have supported the ongoing development of a consolidated transit approach since the original adoption of the Guiding Principles in 2015, more recent developments in regards to transit in Niagara have only further enhanced the need for a consolidated transit system. The global COVID-19 pandemic has substantially affected all aspects of life for Niagara residents, including the use of public transit.

The ongoing pandemic has demonstrated the need for and benefits of enhanced levels of coordination and organization between transit providers across the region. As the early days of the pandemic unfolded, significant effort was undertaken via the IMTWG to ensure all transit agencies were unified, aligned and coordinated with the rapidly evolving changes to service levels, fare policy, cleaning protocols, and other operational and strategic changes necessary to effectively respond to the pandemic on behalf of Niagara's residents and transit users.

As Niagara's transit providers continue to monitor the changing environment and implement independent recovery plans over the next number of years, there is an opportunity to align these efforts as part of the future consolidation of transit services across the region. This alignment will ensure that the future state of transit service delivery across the region provides a consistent approach to recovery that is also well positioned to rapidly respond to the continually changing transit environment.

This approach is also closely aligned with the opportunity to seek COVID-19 recovery support from senior levels of government related to both operational needs and with regards to the one-time transition costs associated with consolidation. Under the Provincial governments' Safe Restart Agreement, municipalities and municipal transit systems are eligible to receive funding to address financial pressures associated with COVID-19. Recent direction provided with regards to Phase 2 of this program has identified fare integration and the consideration of new governance structures as among the key eligibility requirements for potential funding.

Niagara Transit Governance Study Process

The purpose of the NTGS was to build from the conclusions of the Niagara Transit Service Delivery and Governance Strategy Report and take the next steps in the consolidation process to determine which transit governance model would be best positioned to deliver the potential benefits of a consolidated transit entity. The analysis has lead to a Full Commission model being the recommended governance structure.

Under direction provided by the LNTC and the CAO Working Group, a consulting assignment (completed by Optimus SBR Inc. /Left Turn Right Turn Ltd.) was undertaken to evaluate and recommend a preferred transit model for Niagara (seen in Figure 3). The NTGS consisted of five (5) project stages, each of which built upon and advanced the work and key findings of earlier elements:

Figure 3 - Niagara Transit Governance Strategy Process

- **Current State and Jurisdictional Scan Report** - To understand the Niagara context, an analysis of the current state of operations of the various transit entities in Niagara was completed. Key results identified included the disparity of services across the region between smaller and larger municipalities and the associated financial contributions.

- **Future State Service Plan** – a forecast of different growth scenarios for transit ridership in Niagara was completed, which outlined the potential costs and revenues associated with those forecasts. Transit ridership forecasts indicate a latent demand for inter-regional transit travel. As a result, transit ridership growth across the region is driven by improved inter-regional transit trips.

- **Model Options Report** – Three candidate governance models were identified: Limited Commission, Full Commission, and Regional Division. An evaluation framework was developed that consisted of a series of fifteen (15) evaluation criteria across four (4) major categories: Governance, Finance, Stakeholder Input, and Ease of Implementation.

- **Recommendation Selection and Model Analysis** – The analysis of each of the candidate models against the selected criteria led to the conclusion that the Full Commission is the most suitable model for Niagara.

  While many factors went into this recommendation, two of the primary benefits that made the Full Commission more attractive than other models were the greater autonomy offered in transit-focused decision making, and the determination that it will likely lead to the most cost-efficient service, best able to manage future transit growth in Niagara.

- **Transition Plan** - The transition plan provides a “roadmap” for the establishment of a new transit organization, across a series of five (5) phases: Integration, Commission Establishment, Commission Setup, Service Launch, and Enhancement and Growth. Based on the preliminary schedule contained herein, responsibility for day-to-day service operation would transition to the new entity in late 2022.

The final NTGS consultants’ report is provided as Appendix 2 to this report, which provides additional detail and discussion of the key findings from each of the five (5) project stage reports.

Consultation and Engagement
The project team engaged with a wide variety of stakeholders throughout the development of the NTGS to gather insights and perspectives about the current state of transit services and key considerations for a consolidated system. Consulted stakeholders included: current transit operators in Niagara, Chambers of Commerce, the Region’s Accessibility Advisory Committee, post-secondary institutions, the Amalgamated Transit Unions, and senior public officials such as the Area CAOs and Treasurers. Input received through these consultations was used to inform the overall development of the NTGS, with a particular focus on ensuring the evaluation framework captured the wide range of perspectives on transit throughout the region.

Full Commission Recommendation and Analysis

Benefits of the Full Commission

The Full Commission model is recommended on the basis that it is best suited for the Niagara context, providing the desired ability to deliver on the customer focused, innovative, integrated, economical, and fairness requirements for governance first articulated as part of the project’s Guiding Principles.

While the Full Commission model performed well across a strong majority of the criteria, two (2) of the primary benefits that established the Full Commission model as the preferred alternative were:

- **Autonomy of the Full Commission** - The independence of the Full Commission grants it several advantages that make it the most suitable option for the growth potential of transit in Niagara.

    - With this independence, the Full Commission can remain more strongly and singularly focused on transit and is more capable of formulating its

own responses to trends and pressures, making and owning decisions, and driving necessary change at a strategic and operational level.

  - This governance model is able to move from idea to action quickly and reprioritize its resources to meet emerging demands and accommodate growth; and

  - The autonomy of the Full Commission provides advantages with respect to negotiating important elements such as collective bargaining agreements and the transfer of assets.

- **Financial Benefits** - The Full Commission is expect to result in the most cost-efficient service, in part due to a more streamlined decision-making process and being restricted to provide the most effective service within its defined annual budget.

  - From a dollars and cents perspective, a Full Commission is the more costly of the models in terms of administrative costs, but less costly on a per trip basis than other models due to a higher utilization of services realized through the outputs achieved via the autonomy of the Commission. This is particularly important as we look to the future and consider what ridership growth in Niagara could look like, and how services may expand to serve regional needs.

  - The Full Commission has the greatest flexibility to make strategic decisions which drive financial outcomes for transit services and is best positioned to make regionally-focused investments in service growth.

The evaluation process and how the full commission performed against each of the criteria is summarized in Table 5 below and is discussed in greater detail as part of the full NTGS report found in Appendix 2.

Table 5 - Summary of Analysis

	Criteria	Neutral across all models	Limited Commission Preferred	Full Commission Preferred	Regional Division Preferred
Governance & Operations	Authority and Accountability in Driving Change			✓	
	Agility and Flexibility			✓	
	Accommodates Future Growth			✓	
	Public Perception	✓			
Financial Impact	Lower Cost of Implementation	✓			
	Operating Costs and Efficiencies			✓	
	Financial Decision Making			✓	
	Potential for Ongoing Financial Support				✓
Stakeholder Input and Equity	Equity		✓		
	Serves the Public Interest				✓
	Municipal Input		✓		
Ease of Implementation	Staffing Resources Impacts				✓
	Labour Relations			✓	
	Legal Implications				✓
	Asset Transfer Implications			✓	

Nature and Composition of the Full Commission

Following the determination of the Full Commission as the preferred model for Niagara, further work was completed to define the nature of the Commission to be established. A

number of these characteristics have been identified as part of the proposed resolution outlined in Appendix 1 of this report, which seeks the endorsement-in-principle of the governance model.

This overall governance structure of the Commission will be refined through the approvals process and subsequent transition plan. The Regional by-law that will be passed as part of the triple-majority process will establish and confirm the composition of the Board and the governance relationship between the new Commission and Regional Council, including the processes for budgetary oversight and reporting to Council.

The Board of Directors of the Commission, when established, will make the final determination as to numerous elements of its internal structure (along with the CEO/General Manager), such as its initial functional organizational structure and reporting relationships.

Key characteristics of the recommended Commission structure include:

- A Board of Directors established using a hybrid governance model that would include membership comprised of a total of five (5) elected members of Regional Council appointed to the Commission as well as four (4) non-elected skills-based representatives with expertise in key areas such as transit operations, finance, and business operations. These nine (9) voting members would be joined on the board by the CEO/General Manager of the Commission as a non-voting ex-officio member.

  This hybrid-governance structure and Board composition was recommended for Niagara as it provides the necessary blend of accountability to the public and representation of local municipal interests, delivered by the elected representatives, and the technical and transit operation expertise required to support efficient transit operations through the skills-based members. A nine (9) member board has been recommended as the appropriate balance between providing the necessary geographic representation across Niagara with supporting efficient-decision making. A nine (9) member board is in line with leading practices and the Boards of peer jurisdictions.

- An Advisory Committee would be established to incorporate local and public interests within the region into the decision-making structure of the Commission. This body would meet 1-2 times annually, or as needed, to present non-binding advice to the Board of Directors and provide an ongoing opportunity for

stakeholder input and engagement. Membership is recommended to be comprised of a variety of stakeholders including members of the public, members of the Accessibility Advisory Committee, representatives of post-secondary institutions, and the Niagara Chambers of Commerce.

- The proposed reporting structure of the organization would see a total of five (5) functional groups under the CEO/General Manager: Customer Service & Communications, Corporate Services, Operations, Strategy & Innovation, and Fleet & Facilities. Within the Corporate Services group there would be an opportunity to establish a number of intended shared-services relationships with existing Niagara Region corporate resources in areas such as finance, information technology, human resources, legal, and procurement.

- The Commission will assume all existing employees, vendors, contracts, and collective bargaining agreements currently held by existing local transit authorities, in accordance with the *Municipal Act* or *Labour Relations Act* as is appropriate. As existing contracts and collective agreements conclude, the Commission will assume responsibility for negotiating continuations or new agreements.

Approval Framework

In order to proceed with the establishment of the Commission, legally known as a Municipal Services Board, and ultimately the consolidation of transit services in Niagara, a series of Regional Council and LAM approvals are required. Should Council approve the recommendations of this report, it will represent the first step of a proposed two-phase approval and engagement framework.

This framework has been developed with a focus on providing political decision making bodies across Niagara the necessary opportunities to provide informed feedback on the recommended governance and financial models and for them to be refined accordingly. Phase 2 of this process is a final triple-majority approval, scheduled for Q2 2021 which identifies, addresses, or incorporates the feedback received through Phase 1. The Phase 2 approval will also provide the necessary legal by-law authorities to proceed with the creation of the Commission as a Municipal Services Board.

Phase 1 Approvals

Phase 1 of the approvals framework (shown below in Figure 4) seeks the endorsement-in-principle of the recommended Commission governance model and the parallel

financial strategy. This process, initiated by this report, first seeks endorsement-in-principle from LNTC, which has had primary oversight of consolidation process to date.

Figure 4 - Phase 1 Approvals Process

Subject to the endorsement of LTNC, a similar endorsement-in-principle will be sought from each of the LAMs through Q4 2020 and Q1 2021. To facilitate this outreach procedurally, Niagara Region's Public Works Committee (PWC) and Council will be required approve the minutes of the LTNC meeting.

Each municipality will be asked to endorse-in-principle the resolution in Attachment 1 of this report, which outlines the key features of the Commission governance structure and financial strategy, including the transfer of assets, people and obligations, transition to a single regional levy, and maintenance of service levels for a defined period. As part of this consideration, each municipality will be also asked to provide any additional feedback on the recommended Full Commission governance model and the financial strategy by March 31, 2021.

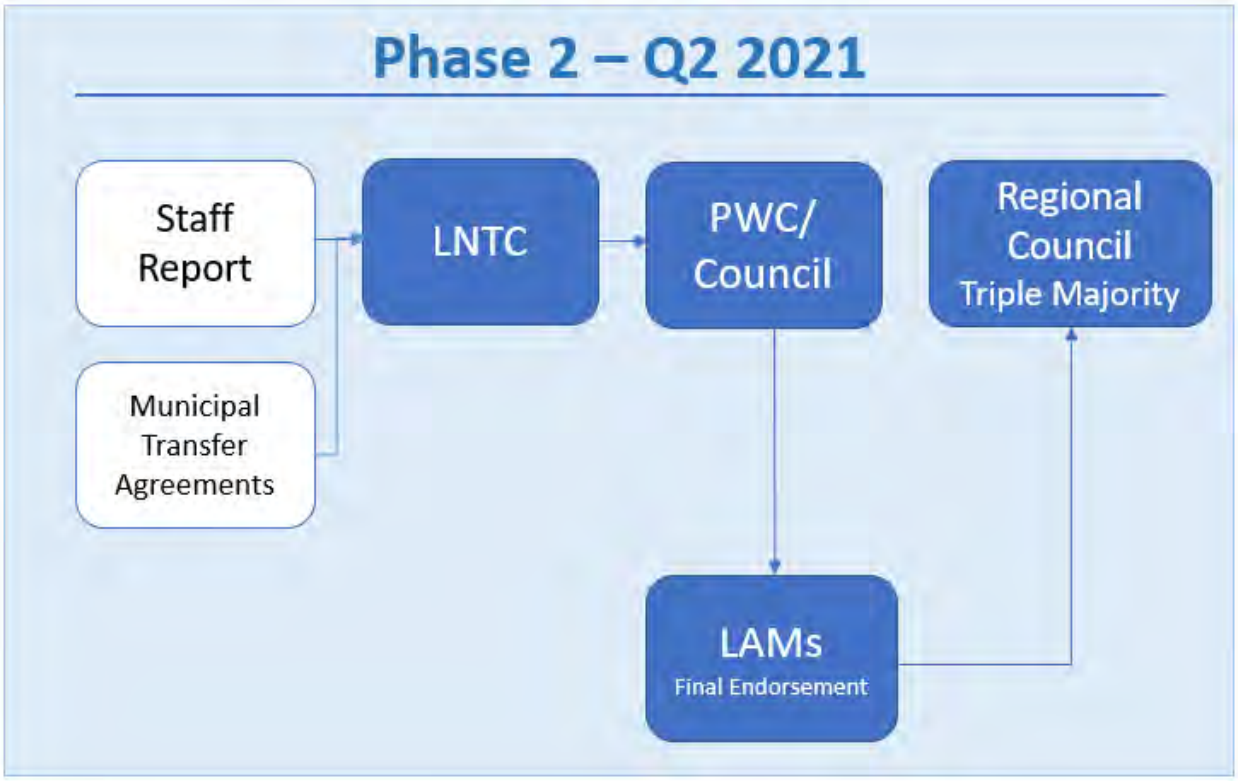
In parallel with the LAM considerations, Regional staff will undertake an analysis of considerations specific to the Region, including an assessment of the Regional levy impacts and the implications to the existing transit operations of Niagara Region Transit (NRT), Niagara Specialized Transit (NST), and Niagara Region Transit OnDemand

(NRTOD). This assessment will be returned to the Public Works Committee for consideration prior to March 31, 2021.

Phase 2 Approvals

Phase 2 of the approval framework (seen below in Figure 5) commences in Q2 2021 and focuses obtaining formal triple-majority approval of the governance model, the authorities required to proceed with the creation of the Commission, and the formal adoption of the recommended financial strategy. To achieve these objectives, a second staff report and series of recommendations will be brought to Council, reflecting the Phase 1 input on the recommended governance and financial models received from the LAMs and through the Regional assessment.

Figure 5 - Phase 2 Approvals Process



As part of Phase 2, a series of Municipal Transfer Agreements (MTAs) will be negotiated that outline the roles of the Region and each of the LAMs that currently operate transit services as the consolidation process unfolds, focused on how assets will be transferred and how transit-related decisions are made during the transitional period.

With the Cummings Principle as a foundation for asset transfer, MTAs will act as the mechanism through which local municipal partners enter the new Commission. They will outline the use and transfer of assets in their community (i.e. new fleet), continuance of existing capital projects and expenditures, debentures and debt financing, etc., giving Councils and transit providers opportunity to ensure consistency in the first (5) years of operation under the new Commission.

These MTAs will be appended to the final report for approval of the Region and the Council of each respective LAM that currently operates transit services. Additional detail regarding the MTAs is included in Appendix 2 as part of the Transition Plan discussion.

A consulting assignment will be undertaken to support Regional staff in the development of the MTAs, given the unique expertise requirements in the areas of the transition of transit operations, legal, and human resources. This assignment is included as part of the transition plan discussed below, covering activities through Phases 1 and 2 of the plan. Funding will be provided through available budgets previously approved for transit governance consulting services.

Considerations Regarding Triple Majority Approval

A triple-majority approval process must be undertaken to transfer the authorities necessary for the Commission to assume responsibility for the delivery of transit services across the region.

Currently Niagara Region holds the authority to operate inter-municipal specialized transit and conventional inter-municipal transit, the latter of which the result of previous triple-majority approvals obtained as part of the establishment of NRT. This previous authority does not extend to the operation of intra-municipal trips which currently resides with the municipalities responsible for local transit services under the *Municipal Act*.

The authorities required for the Commission to operate transit services in the region will be sought in the form of a by-law as part of the second phase of approvals. This by-law will represent the formal consent of the Region and local area municipalities to proceed with the creation of the new Commission.

The Commission will be established as a Municipal Services Board through the *Municipal Act, 2001*. The by-law will further establish the exclusivity of the Commission to operate public transit within Regional boundaries (excluding WEGO and GO Transit).

Appendix 3 provides a detailed legal overview of the current authorities held by Niagara Region and the amendments necessary to facilitate the transfer of powers that will allow

the new Municipal Services Board, operating as a Commission, to deliver services in Niagara.

Transition Plan

Bringing a new organization into existence and successfully consolidating transit services across the region will require a comprehensive series of preparatory activities across a number of categories including governance, service delivery, finance, human resources, legal, and operations. A preliminary transition plan has been developed to outline the scope, sequence, and resourcing requirements associated with undertaking these activities and to serve as a 'roadmap' for the establishment of the Commission.

The preliminary transition plan that has been developed is spread across as series of five (5) phases, which each culminate in a key project milestone, summarized below. Appendix 2 provides additional detail and discussion, including an overview of the key sub-tasks that compromise each of the phases.

- **Phase 1 – Integration Approval Process** – this phase of the transition plan includes the activities leading up to and including the two-phased approval process detailed in the "Approvals Framework" section of this report. This phase concludes with obtaining triple-majority approval of the governance model and authority to establish the Commission, scheduled for the end of Q2 2021.

- **Phase 2 – Establish Commission** – following the triple-majority approval, a two-month phase of work will be undertaken focused on executing the direction of Council and undertaking the tasks necessary to establish the Commission as a legal entity. This phase of work concludes with the appointment of representatives to the Commission's Board, and the assumption of responsibility for the strategic direction of the consolidation and transition process.

- **Phase 3 – Commission Setup** – this phase of work encompasses all of the activities required to prepare the Commission for the assumption of day-to-day operations of all transit operations throughout Niagara. This will include tasks such as the appointment of the staff leadership team and filling of functional roles through the organization, development of strategic plans and policies, negotiation with relevant bargaining units, and the transfer of assets and contracts to the new Commission. This process is anticipated to take approximately one year, from Q3 2021 through Q2 2022.

- **Phase 4 – Service Launch** – responsibility for day-to-day operations would transfer to the new Commission at the start of this phase, anticipated for Q3 2022. Existing service levels at the time of transfer will be maintained for a defined period (approximately 1-2 years, subject to MTAs) to ensure the smooth transfer of operations to the Commission.

- **Phase 5 – Enhancement and Growth** – having successfully assumed responsibility for operations, the Commission will look to the continued development of the organization and opportunities to improve and expand transit services across the region.

This preliminary plan will continue to develop throughout the approvals process as feedback provided through the Phase 1 LAM engagement is reflected. As the Commission is established and it assumes responsibility for setup activities (Phase 3 below), this plan will need to be validated and adjusted as required to guide day-to-day transition activities.

Alternatives Reviewed

In order to arrive at the recommended governance model for the integration of transit services in Niagara, based on the peer jurisdictional review, the consultants identified and considered three (3) potential candidate models:

- **Limited Commission –** where transit service is governed by a Regional Commission with representation from local area municipality elected officials with regards to operational matters, with strategic decision making directed by Regional Council

- **Full Commission –** a distinct entity independent from Regional Council governed by a board of appointed members, equitably selected by Regional Council, and responsible for all transit planning and delivery

- **Regional Division –** within the Region's Public Works department where Regional Council remains the governing body of the transit division and is integrated into the Regional administration similar to other service delivery departments

An overview of the model options that were considered as part of the NTGS is provided as part of Appendix 2.

The three (3) candidate models were assessed by the means of an evaluation framework developed that would encapsulate the wide variety of interests, criteria, and perspectives that can be applied to transit. Special consideration was given to how the evaluation framework reflected the Guiding Principles set out at the initiation of the project, the ability to ensure fiscal responsibility, and how the governance model would deliver on the opportunity for future growth.

On this basis, a series of fifteen (15) detailed evaluation criteria were selected, across four (4) major categories: Governance and Operations, Financial Impact, Stakeholder Input and Equity, and Ease of Implementation. Each of the fifteen (15) evaluation criteria were evaluated using the 'Harvey Ball' method, which provides a relative rating reflecting the degree to which the candidate model is in alignment with the characteristics and objectives of the criteria.

An overview and detailed discussion of how each of the models were evaluated against the criteria is provided in Appendix 2.

During the development of the evaluation framework, consideration was given different criteria weighting scenarios to consider the impact that placing an enhanced level of importance on selected criteria may have on the final recommendation. However in all weighting systems considered there was no impact to the resulting preference of a Full Commission model.

Relationship to Council Strategic Priorities

The Niagara Transit Governance Strategy and the proposed consolidation of transit services across Niagara into a consolidated transit entity directly aligns with the Council Strategic Priority: Responsible Growth and Infrastructure Planning (Objective 3.1) through advancing regional transit and facilitating the movement of people and goods.

Other Pertinent Reports

CAO 8-2017	Niagara Region's Transit Service Delivery and Governance Strategy
LNTC-C 21-2018	Inter-Municipal Transit (IMT) Service Implementation Strategy

Prepared by:
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Appendices

Appendix 1	Resolution for Endorsement-in-Principle
Appendix 2	Niagara Transit Governance Review – Final Report
Appendix 3	Legal Review of Niagara Region’s Role in Public Transit

Appendix 1 – Resolution for Endorsement in Principle

WHEREAS, a Full Commission model as described in Appendix 2 to Report LNTC-C 4-2020, and to be established as a Municipal Services Board of the Region in accordance with *Municipal Act*, *2001*, has been recommended as the preferred governance model for the consolidation of Niagara's public transit system;

AND WHEREAS, the Cummings Principle, enacted through as series of Municipal Transfer Agreements, will be used to guide the transfer, use of, and access to assets and facilities from existing local area municipalities to the Commission;

AND WHEREAS, all existing employees, vendors, contracts, and collective bargaining agreements will be transferred to or assumed by the Commission, in accordance with the *Municipal Act, 2001* or *Labour Relations Act, 1995;*

AND WHEREAS, a minimum of 2021 transit service hours in local area municipalities will be maintained for a period of five (5) years from the assumption of delivery of service by the Commission, unless otherwise agreed to by the local area municipality;

AND WHEREAS, all existing and incremental transit spending will be transferred to the new Commission, funded through a single Regional tax levy to be enacted over a transfer implementation period of five fiscal (5) years as described in Report LNTC-C 4-2020;

AND WHEREAS, to achieve a net-neutral impact to the regional taxpayer, local transit costs assumed by the Regional tax levy will be offset by equivalent budgetary reductions by the local area municipality;

AND WHEREAS, funding previously committed under inter-governmental programs such as the Investing in Canada Infrastructure Program (ICIP) will be maintained and used within the receiving municipality;

AND WHEREAS, support will be sought from senior levels of government for the one-time transition costs associated with consolidation under programs such as the Provincial governments' Safe Restart Agreement;

AND WHEREAS, an integrated single regional fare will be established by the Commission within five (5) years of the assumption of delivery of service by the Commission;

BE IT RESOLVED THAT Council endorse, in principle, the Full Commission as the recommended governance model for he consolidation of Niagara’s public transit system.

Niagara Transit Governance Study

Final Report

October 2, 2020

Niagara Region

Niagara Transit Governance Study

Final Report

Contents

Purpose of this Document

- In 2019, the consulting firms of Optimus SBR and Left Turn, Right Turn (LRTR), were retained by the Region of Niagara, in partnership with the region's local area municipalities, to undertake a study of different integrated transit governance models and recommend the best path forward to ensure that the present and future transit needs of the region can be met.

- This document is the Final Report of the study undertaken (the Niagara Transit Governance Study) – setting the stage for transit integration across Niagara Region. It provides a comprehensive summary of all work undertaken during the course of this study.

- In this Final Report, readers will find:
  1. A summary of the current state of transit in Niagara Region;
  2. Lessons learned from other jurisdictions that have integrated transit services;
  3. A future state service plan that identifies the potential growth of transit in the region; and outlines the opportunity that integration can bring;
  4. An overview and analysis of different models for transit integration;
  5. The recommended model option for the region; and,
  6. A transition plan to guide the implementation of an integrated system.

Report Snapshot

Key Highlights

Research into the benefits and feasibility of an integrated transit system in Niagara Region has been considered for several years, and has culminated in **this Niagara Transit Governance Study.**

A review of the current state of transit in Niagara and a forecast of demand for transit services over the coming 10 years has shown that there is a **significant opportunity to increase transit usage in Niagara (over 80% by 2031).**

To determine how Niagara could best accommodate this future growth, **three potential transit governance model options were developed**, each one reflecting a different approach to integrating transit in the region.

Each potential model was assessed against key evaluation criteria, and ultimately, an **independent Full Commission Model was recommended** as it provides the greatest opportunity for success by bringing the right degree of autonomy and flexibility to innovate, drive growth, and meet the diverse and changing needs of Niagara.

In order to create this new Commission, a five-phased Transition Plan has been developed to guide implementation activities. It is expected that **this Commission will be operational by the end of 2022**, and there is opportunity to **take advantage of government funding** to support the cost of transition to the Commission model.

Niagara Transit Governance Study

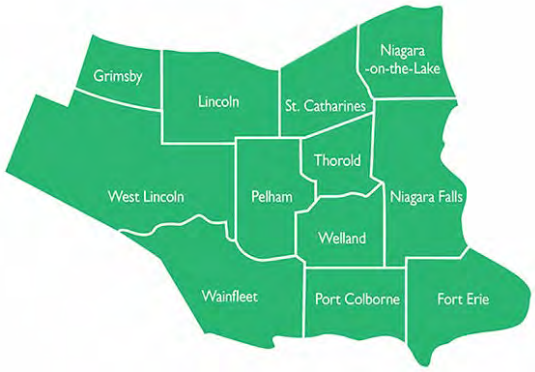
Executive Summary

Context for this Study

Research into the benefits and feasibility of an integrated transit system in Niagara Region has been considered for several years, and has culminated in this project, the Niagara Transit Governance Study.

Transit in Niagara Region

- Niagara Region constitutes 12 municipalities that have varying levels of transit services available.



- The three largest providers are St. Catharines Transit, Niagara Falls Transit, and Welland Transit, who also support the existing Regional service.

2017 Service Delivery & Governance Review

- Following agreement on Guiding Principles for integration in 2015, the Region completed the *Niagara Transit Service Delivery and Governance Strategy Report* in 2017. The report identified several recommendations for service improvements and the following steps with respect to transit governance:
  - Approve consolidated transit model
  - Obtain triple majority for recommended model
  - Develop consolidated transit model implementation plan
  - Implement inter-municipal transit service strategy

Governance Models

- To support the development of an integrated approach to transit, the Region formed the Linking Niagara Transit Committee (LNTC), and a working group was formed to evaluate transit governance models, consisting of the CAOs of St. Catharines, Niagara Falls, Welland, and Lincoln, and the Director of the Go Implementation Office.
- The consulting firms of Optimus SBR and Left Turn Right Turn (LTRT) were engaged by the working group to evaluate various transit service delivery models and to identify which option best accommodates Niagara's future transit operational and planning needs.

A Systematic Approach was Followed

To determine a preferred governance model for Niagara's integrated transit system, Optimus SBR and LTRT followed a systematic approach that followed five main steps. This report contains a summary of the key information and insights from each of these steps.

Current State and Leading Practices

Understanding the Current Situation

Developed a mutual understanding of the current state of operations of the various transit entities in Niagara, and to understand how other jurisdictions approached the integration of their systems

Future State Transit Service Plan

Modelling the Future

Forecasted different growth scenarios for transit ridership in Niagara and outlined the costs/revenues associated with those forecasts

Model Options Development

Developing Options

Outlined three different Governance models that could potentially be created to oversee integrated transit services in Niagara, and key evaluation criteria that would be used to choose a preferred model

Model Analysis

Recommending a Model

The evaluation criteria was used to complete a detailed assessment of each model, and ultimately led to a recommendation

Transition Planning

Planning for Change

Detailed phasing for how Niagara should move from the current state of transit services to a successful integrated system

This report represents the culmination of research, analysis, and input from key stakeholders across Niagara Region to establish a way forward for transit integration

Guiding Principles for Transit

Guiding principles for transit in Niagara were developed in 2015 and helped inform the development and recommendation of the recommended transit governance model. These principles will continue to be important throughout the transition to an integrated system and in the life of the new transit entity.

Customer Driven

Unconventional Solutions

Integrated

Economically Responsible

Fair

Adherence to guiding principles will be a fundamental factor in ensuring the success of the integration and the future of transit in Niagara for the benefit of all

There is a Significant Opportunity to Increase Transit Usage in Niagara Region

By way of investments and harmonization of services and fares, transit under an amalgamated system is anticipated to become a more frequently used means of transportation in the region, with ridership outpacing the status quo.

How?

Transit ridership forecasts indicate a **latent demand for inter-municipal transit** travel, which can be capitalized on through improved inter-municipal and connections to GO Transit rail services.

By investing in targeted projects and services to grow the transit mode share throughout the region, **transit ridership region-wide could grow by over 80% by 2031 under an amalgamated transit service.**

It is anticipated that Niagara Region, like its peer jurisdictions will experience a **transit mode share growth of 30% to 130% within ten years of amalgamation.**

By 2031, **operating costs in the high growth scenario will increase by approximately 55% over the status quo.**

Capital investment of between $70M and $155M between 2021 and 2031 may be required to address service and demand growth. Provincial Gas Tax revenue could result in up to $50M - $80M in revenue over the same ten years. Over $ 70M-worth of near- and mid-term projects have committed funds from the federal and provincial governments through ICIP.

An integrated single fare is critical to driving ridership growth and could be achieved in a way that is revenue-neutral if implemented progressively as ridership grows. While an integrated payment system and harmonized fare structure will be required at the start of service, a single fare region-wide can be implemented over time.

The COVID-19 pandemic presents an opportunity to look beyond the status quo, bring the transit systems in Niagara together, and build a new and improved service that takes capitalizes on current funding programs to see this forecasted ridership growth become a reality.

Recommendation: Full Commission Model

Following the completion of the current state review, a jurisdictional scan, and the development of a future state service plan, three potential governance models were developed, and the **Full Commission Model** was ultimately recommended:

Limited Commission

- Transit Service is governed by a regional commission with representation from local elected officials.
- Commission reports to Regional Council
- Strategic decision making for Transit Service is directed by Regional Council
- Relies on corporate services but retains transit-related services in-house

Full Commission

- Distinct entity independent from Regional Council
- Governed by a board of appointed members, equitably selected by Regional Council
- Responsible for all transit planning and delivery
- Budget allotment approved by Regional Council
- Makes limited use of Regional services except where service sharing does not impede agility or independence

Regional Division

- Division within Niagara Region's Public Works department
- Regional Council remains the governing body of the transit division
- Strategic decision making for Transit Service is directed by Regional Council
- Integrated into the Regional administration similar to other service delivery departments

The Full Commission model brings the right balance of autonomy and flexibility to innovate, drive growth, and meet the diverse and changing needs of the region.

Benefits of the Full Commission

Ultimately, the analysis led to the conclusion that the Full Commission is the most suitable model for Niagara. While many factors went into this recommendation, two of the chief benefits that made the Full Commission more attractive than other models were:

The Autonomy of the Full Commission

- The independence of the Full Commission grants it several advantages that make it the most suitable option for the growth potential of transit in Niagara.
- With this independence, the Full Commission can remain more focused solely on transit and is more capable of formulating its own responses to trends and pressures, making and owning decisions, and driving necessary change at a strategic and operational level.
- This governance model is able to move from idea to action quickly and reprioritize its resources to meet emerging demands and accommodate growth.
- The autonomy of the Full Commission provides it advantages with respect to negotiating important elements such as collective bargaining agreements and the transfer of assets.

The Financial Benefits

- The Full Commission will likely have the most cost-efficient service, in part due to a more streamlined decision-making process and being restricted to provide the most effective service within the means previously defined in the annual budget.
- From a dollars and cents perspective, a Full Commission is the more costly of the models in terms of administrative costs, but less costly on a per trip basis than other models due to a higher utilization of services.
- This is particularly important when looking to the future and considering what ridership growth may be, and how services may expand to serve regional needs.
- The Full Commission has the greatest flexibility to make strategic decisions which drive financial outcomes for transit services and is best positioned to make regionally-focused investments in service growth.

The Full Commission is best suited to grow transit in the region while delivering the high quality, innovative, and seamless transit services that the citizens of Niagara deserve.

Proposed Composition of the Commission

Outlined below is the proposed composition of the Commission, which would be appointed by a Nominating Committee of the Regional Council.

Members of Regional Council

(1) **Welland**
(1) **St. Catharines**
(1) **Niagara Falls**
(2) **Niagara Municipalities** [*Selected amongst representatives of: West Lincoln, Lincoln, Grimsby, Pelham, Thorold, Niagara on the Lake, Wainfleet, Fort Erie, and Port Colborne*]

Skill-based or Public Members

(4) Skills-based or Public members (appointed/nominated)

Ex-Officio

(1) General Manager (non-voting member)

9 voting members

A Hybrid governance structure was recommended as it allows a combination of elected officials and skills-based members to provide guidance and oversight.

Transition to the Commission

A five-phased transition plan has been developed to guide implementation activities over the coming years to ensure the successful creation of the transit Commission.

1 Integration Approval Process	2	3 Commission Setup	4 Service Launch	5 Enhancement Growth
Includes activities leading up to, and including, a phased political approval process that concludes with the submission of recommendations to LAM and Regional Councils to seek triple-majority approval to create the Commission	This phase of work encompasses activities related to the legal establishment of the Commission as a municipal service board and concludes with the appointment of members to the Commission	This phase includes work associated with getting the Commission ready to take on responsibility for transit services in the region, including establishing policies and processes, filling key roles, and negotiating and executing transfer agreements	This begins with the Commission officially taking on responsibility for transit services in the region and key activities for the first 2 years of operation to ensure a smooth transition	This phase includes longer-term activities that the Commission will undertake to continue developing its organization and planning for the future
Approx. 9 Months	Approx. 2 months	Approx. 1 Year	Years 1-2 of Operation	Year 3+ of Operation

The creation of a Regional Transit Commission will be transformative for Niagara, and its success is dependent on maintaining public and political support while transitioning services from the LAMs to create an effective regional network.

Funding the Transition

Regional staff are currently developing an initial funding model for the start-up budget of the Commission, that will strive for a fair and equitable funding baseline commensurate with the existing baseline services within each municipality. This funding model will be provided to all decision makers upon its completion.

The preliminary cost estimates of transition to the Full Commission model is between **$3,845,000 and $4,955,000**. Given the complexity and ongoing impact of the global pandemic, fluctuations in these costs should be considered.

Category	Items Included	Cost
Capital Costs	• Transit System Branding • Facility and Office Improvements • Transit Service Design • Technology and Equipment	$1,670,000 to $2,225,000
Operating Costs	• Transit Integration Team • Legal Fees • Public Consultation • Human Resources Fees	$2,175,000 - $2,730,000
		$3,845,000 - $4,955,000

Suitable investments into the start-up of the Commission will be critical in its early development and long-term success.

Niagara Transit Governance Study

Full Report

Niagara Transit Governance Study

Introduction

Context for this Study

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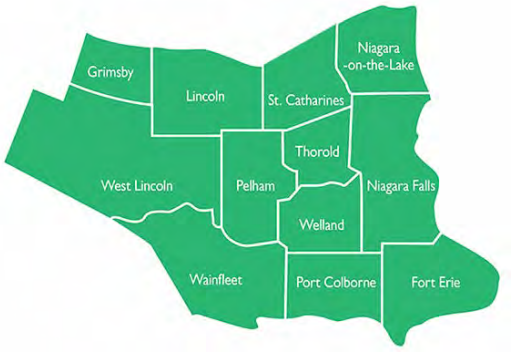

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The concept of integrating transit systems in Niagara has been around for many years. Now, in 2020, a myriad of transit and non-transit related factors and pressures present an opportunity for the region's systems to reflect on its strengths and challenges, and consider new avenues for innovation and growth.

The Case for Integration

A multitude of global and local trends make the need to rethink transit more apparent than ever before. Globally, emerging technology and philosophies around transit, including concept of mobility as a service, has engendered the need to see different transportation methods jointly rather than as individual elements. Economic and cultural trends are also resulting in a trend towards lower personal vehicle ownership due to a reduction in buying power, and evolving perspectives on the environment and the importance of public transit in curbing climate change.

Locally, there is a strong desire improve mobility not only within the region, but with neighboring regions as well, along with a growing need to address the disparity of transit service across the region. Moreover, the current system does not provide the integrated and seamless experience that users are growing to expect, and as new commercial and residential developments emerge, the importance of quick and reliable transit will as well.

Finally, there is a need to look at transit and its benefits not at the local level, but more broadly. Transit can be a cornerstone of a strong and vibrant community and region, and is a key enabler to attracting new residents, tourists, and businesses. An integrated transit system that can more easily respond to the needs of the region can also help strengthen economic development, support environmental sustainability, and enhance quality of life for residents and visitors alike.

Unfortunately, the innovation and growth required to capitalize on these opportunities and accommodate these shifting needs won't be achieved by maintaining the status quo; an evolution of the current system is needed.

Integration isn't about creating a larger version of what already exists today, nor is it about bringing the status quo under a single roof. Rather, **integration is about bringing a scale and flexibility to transit** that will allow for greater innovation, more beneficial partnerships, and the ability to better accommodate the variety of transit needs in the region that won't be able to be served within the constraints of the current system.

Integration and COVID-19

The 2020 COVID-19 pandemic has undoubtedly affected transit ridership in Niagara, Ontario, and Canada as a whole. With ridership down 75% nationally,[1] operating revenues for transit agencies have also seen a significant decline. However, despite the devastating impacts that COVID-19 has had on the health of Canadians, the use of public transit, and the overall economy, now is an apt time to redesign transit in Niagara.

The ongoing pandemic has demonstrated the need for, and benefits of, enhanced levels of coordination and organization between transit providers across the region. In the early days of the pandemic, significant effort was undertaken to align and coordinate across delivery agencies the rapidly evolving changes to service levels, fare policy, cleaning protocols, and other operational and strategic changes necessary to effectively respond to the pandemic on behalf of Niagara residents.

In addition, there is an opportunity to align efforts with current funding programs associated with the province's economic recovery. In July 2020, the province announced that it had secured one-time urgent funding to support its municipalities' critical public services, including transit services. This Safe Restart Agreement funding may include up to $2 billion for transit in the province and is already beginning to flow to municipalities and transit agencies, with eligible projects including service improvements and governance restructuring. This unique funding opportunity only strengthens the case for integration and the need for collaboration and alignment of effort across the region.

As transit providers continue to monitor the changing environment and implement recovery plans over the coming years, now is the ideal time to move integration forward and align efforts, especially given the significant work that will be needed to grow ridership in a safe and effective way, and the funding opportunities made available to municipalities.

Municipalities in the region need to look beyond the current situation and how to return to the status quo. Now is the time to reflect on what has worked and not worked in the past, take advantage of funding and growth opportunities, and collaborate on building a new system that provides a high-quality and user-friendly service for the region.

[1] *Statistics Canada. Urban Public Transit, June 2020. https://www150.statcan.gc.ca/n1/daily-quotidien/200831/dq200831d-eng.htm*

Guiding Principles for Integrated Transit

Guiding principles were first established in 2015 and subsequently endorsed by the Linking Niagara Transit Committee (LNTC). They have informed the development of the transit governance model for Niagara.

To achieve success the new transit entity will need to make regionally-focused decisions aligned to guiding principles. This will ensure that potential growth in ridership, efficiency of operations, and improved service delivery are realized.

1 Customer Driven

- Continuously improve the rider experience, including improvements throughout the pilot phase;
- Understand customers, particularly those who rely on transit the most;
- Provide seamless connections and routes based on demand;
- Take people to work, school, healthcare, shopping and recreation as efficiently as possible;
- Respect established local service levels and routes; and,
- Maintain and improve transit to Niagara College and Brock University users.

2 Unconventional Solutions

- Investigate leading-edge technologies and delivery systems that establish Niagara as an innovator in the transit field; and,
- Explore partnerships with other providers (e.g. GO Transit) where service delivery gaps exist.

Guiding Principles for Integrated Transit

Guiding principles were first established in 2015 and subsequently endorsed by the Linking Niagara Transit Committee (LNTC). They have informed the development of the transit governance model for Niagara.

3 Integrated

- Be seamless with other modes of transportation and evolve according to overall transportation plans across Niagara (e.g. Transportation Master Plan and local Master Transit plans);
- Integrated with and support daily GO train service;
- Connect municipalities at hubs that are most appropriate for customers and the community;
- Evolve according to long-term transportation planning, growth planning, and economic development opportunities; and,
- Promote interconnectivity with systems that connect Niagara with the GTHA (e.g. GO Transit, Hamilton Street Railway).

4 Economically Responsible

- Recognize inter-municipal transit is a public service funded through property taxes, grants, and partial cost recovery through user-fees;
- Balance financial costs with potential ridership and benefits;
- Build on past transit investments by enhancing, not duplicating, existing services; and,
- Explore alternative modes of delivery, particularly in small communities and rural areas.

5 Fair

- Respect existing investments made by communities with public transit and existing service levels;
- Provide a basic level of services that can be accessed by as many Niagara residents as possible;
- Balance respect for taxpayers with the ability of transit riders to pay fares; and,
- Respect existing transit collective agreements.

Reaching a Preferred Governance Model

To determine a preferred governance model for Niagara's integrated transit system, Optimus SBR and LTRT followed a systematic approach that followed five main steps. This report contains a summary of the key information and insights from each of these steps.

Current State and Leading Practices

Understanding the Current Situation

Developed a mutual understanding of the current state of operations of the various transit entities in Niagara, and to understand how other jurisdictions approached the integration of their systems

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Detailed phasing for how Niagara should move from the current state of transit services to a successful integrated system

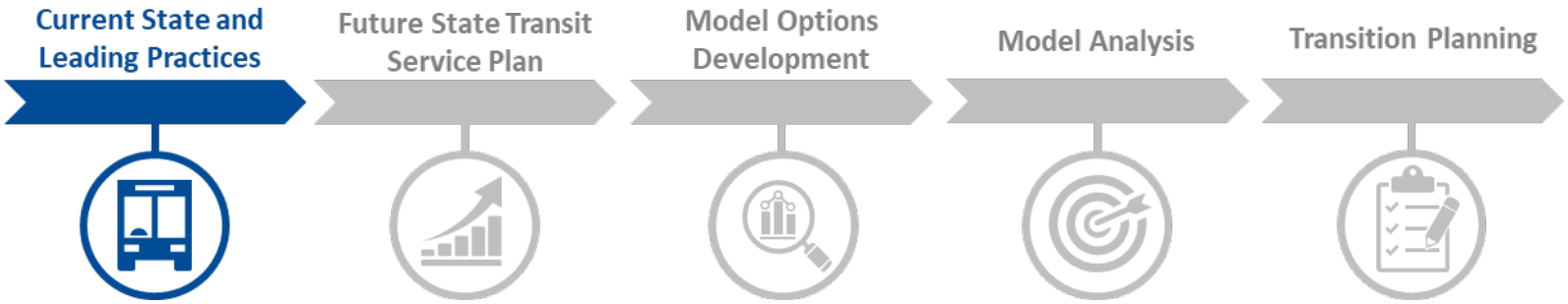
This report represents the culmination of research, analysis, and input from key stakeholders across Niagara Region to establish a way forward for transit integration.

Niagara Transit Governance Study

Current State & Leading Practices

Introduction

The first phase of this project involved a thorough review of the current state of transit in Niagara to identify what was working well and what challenges exist, hear different stakeholder perspectives, and better understand the benefits that an integrated system could bring to the region.



Understanding the Current Situation

Before work on evaluating and selecting different models for an integrated transit system could begin, it was critical to undertake a thorough review of what transit looks like in the Niagara Region today. A clear picture of the current state allowed us to understand what was feasible and not feasible with respect to transit integration in Niagara. Through this understanding, it was possible to devise different options for moving forward, assess which option had the most potential, and develop a realistic transition plan for getting there.

This was accomplished through a review of key data, engaging with representatives from transit system and external organization (e.g. Amalgamated Transit Union, Brock University), and also included a review of other jurisdictions that have undergone similar transit system integrations in the past.

The findings from this phase of the project not only provided a sense of the transit-specific strengths/gaps in the current system and the potential size of an integrated one, but also enabled us to understand what was particularly important to different stakeholder groups with respect to transit in Niagara and what their initial impressions of an integrated system were. The data collected during this phase was also a key first step in forecasting future transit demand, and the information gained from researching how other jurisdictions structured and implemented their integration provided important insights and lessons learned that were applied to all subsequent phases of work.

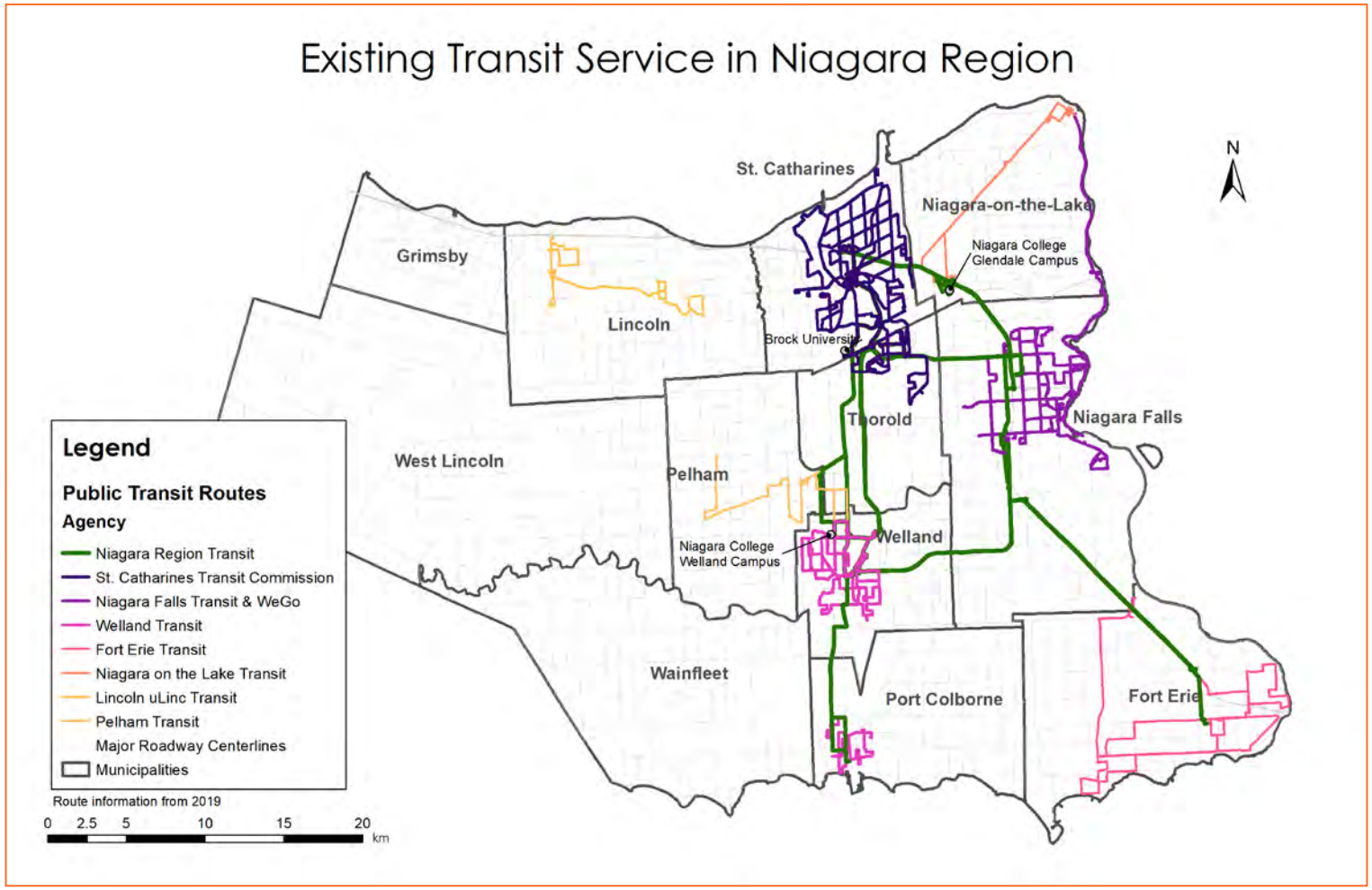
In the following slides, please find a summary of the Current State and Leading Practices Report, which includes an overview and key statistics about transit in the region, a financial summary, a snapshot of themes identified during engagement with key stakeholders, and a summary of insights gained from the review of other jurisdictions.

Current State & Leading Practices

System Assessment

Niagara Transit System Overview

Niagara Region is home to twelve lower-tier municipalities and eight transit service providers. Cities, towns and hamlets are dispersed with large swaths of farmland and natural expanse between them.



Niagara Transit System Overview

The region experiences diverse levels of transit services. Higher-quality transit services are generally correlated with higher levels of urbanization.

Overview

Niagara Falls, St. Catharines and Welland are the largest local transit services and provide contracted service throughout the region.

- Niagara Region contracts service on all intermunicipal routes to Niagara Falls, St. Catharines and Welland
- Thorold contracts service from St. Catharines Transit
- Port Colborne contracts service from Welland Transit

Niagara Region, in partnership with several municipalities in western Niagara, launched NRT OnDemand, an alternative transit service on August 17, 2020.

- The service was initially designed as a regional transit alternative connecting the communities of Grimsby, Wainfleet, Lincoln and West Lincoln with the larger urban centres in Niagara Region
- Grimsby opted to introduce a new local transit service as part of NRT OnDemand to provide transit access within the community and connectivity to the planned GO Station.
- Additionally, Lincoln and Pelham have completely replaced their local fixed-route transit services with NRT OnDemand.

Fort Erie and Niagara-on-the-Lake operate their own local fixed-route transit services through third-party private contractors

- The contractors are responsible for all service as well as supply and maintenance of vehicles, equipment and other assets
- Only Niagara-on-the-Lake reports into the Canadian Urban Transit Association

Wainfleet and West Lincoln Townships have no existing local transit service, but expansion of NRT OnDemand remains a future consideration.

Niagara Transit System Overview

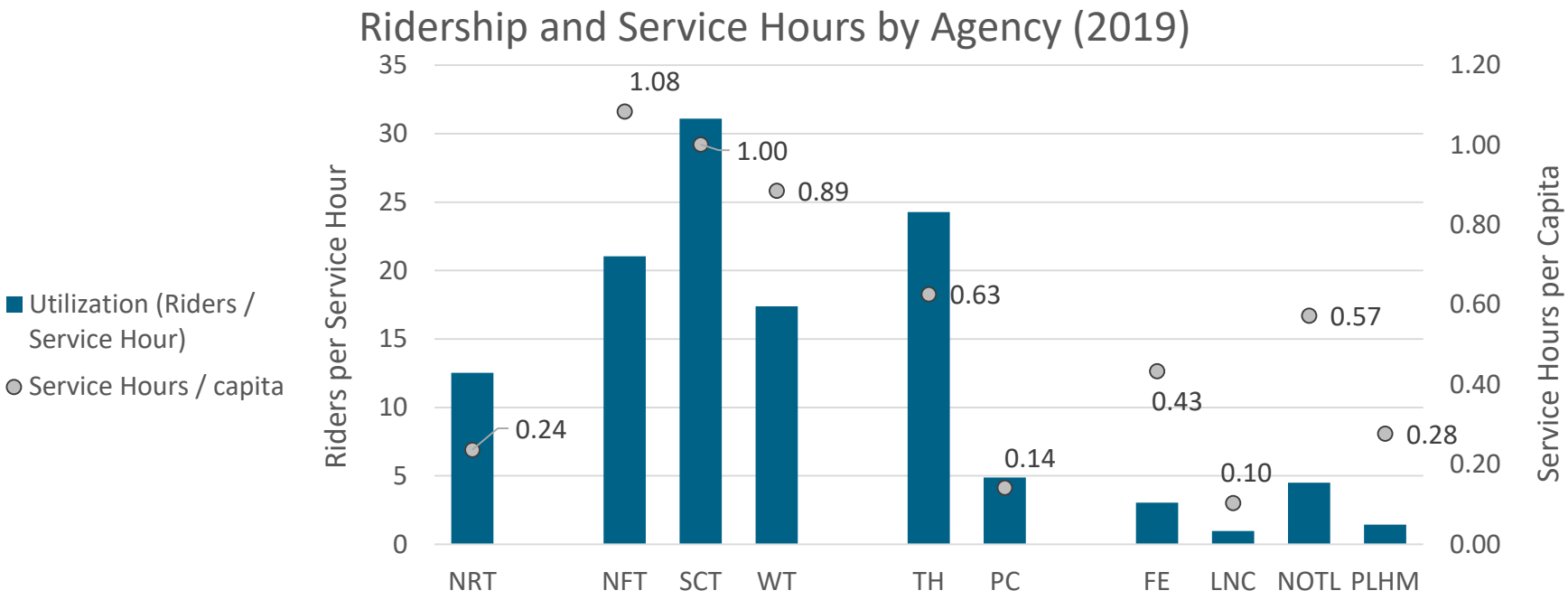
The following is a summary of 2019 key characteristics for transit in the region for the different systems:

Municipality	Ridership	Service Hours	Routes	Revenue Vehicles	Operating Expenses	Operating Revenue	Specialized Ridership
Niagara Region Transit	1,065,933	85,070	18	21	$ 12,228,435	$ 4,878,503	29,995
Niagara Falls Transit	2,009,784	95,538	31	45	$ 12,521,213	$ 3,842,111	24,722
St. Catharines Transit Commission	4,731,453	152,181	24	73 14 Specialized	$ 21,643,836	$ 8,704,665	28,166
Thorold (Provided by St. Catharines Transit)	286,037	11,779	3	N/A	$ 1,347,798	$ 460,034	3,722
Welland Transit	738,998	42,509	9	18 4 Specialized	$ 3,128,392	$ 1,359,467	12,802
Port Colborne (Provided by Welland Transit)	12,700*	2,600	2	N/A	$ 278,684	$ 18,838	N/A
Fort Erie (Provided by 3rd Party)	40,467	13,313	4	3	$ 972,740	$ 35,076	9,880
Lincoln (Provided by 3rd Party)	2,000	2,064	3	1	$ 317,680	$ 51,851	N/A
Niagara-on-the-Lake (Provided by 3rd Party)	29,510*	6,545*	2	2	$ 667,416	$ 22,357	N/A*
Pelham (Provided by 3rd Party)	7,895	5,458	2	2	$ 445,090	$ 32,600	910

*Note that at the time of collection some data remains approximate since reporting may not yet have been complete

Access to Services

Conventional transit services are accessible to over 390,000 people or approximately 85% of the region's residents.



- There is a stark discrepancy in the amount of service and the utilization of that service in large urban areas versus the smaller municipalities;
- While this could be largely related to the density and urban form, it does call attention to the fact that utilization is driven by availability and utility of the service; and,
- Note that service in Thorold is provided by St. Catharines Transit Commission and is considerably better performing than other smaller municipalities on the basis of riders per service hour.

Current State & Leading Practices

Financial Analysis

Financial Performance

A financial performance summary was compiled based on CUTA statistics and information from each of the transit operators in Niagara for the year 2018.

Key findings from the financial performance summary

The three largest systems provide the most service per capita and ultimately have a lower cost per trip and the highest revenue recovery since increased service frequency results in more ridership and revenue.

Previous U-Pass contracts at Brock University and Niagara College generate significant revenue and service obligations. However, as a result of COVID-19, the viability of these contracts is unknown.

The Capital Asset profiles and future capital needs are primarily for transit buses and their replacement.

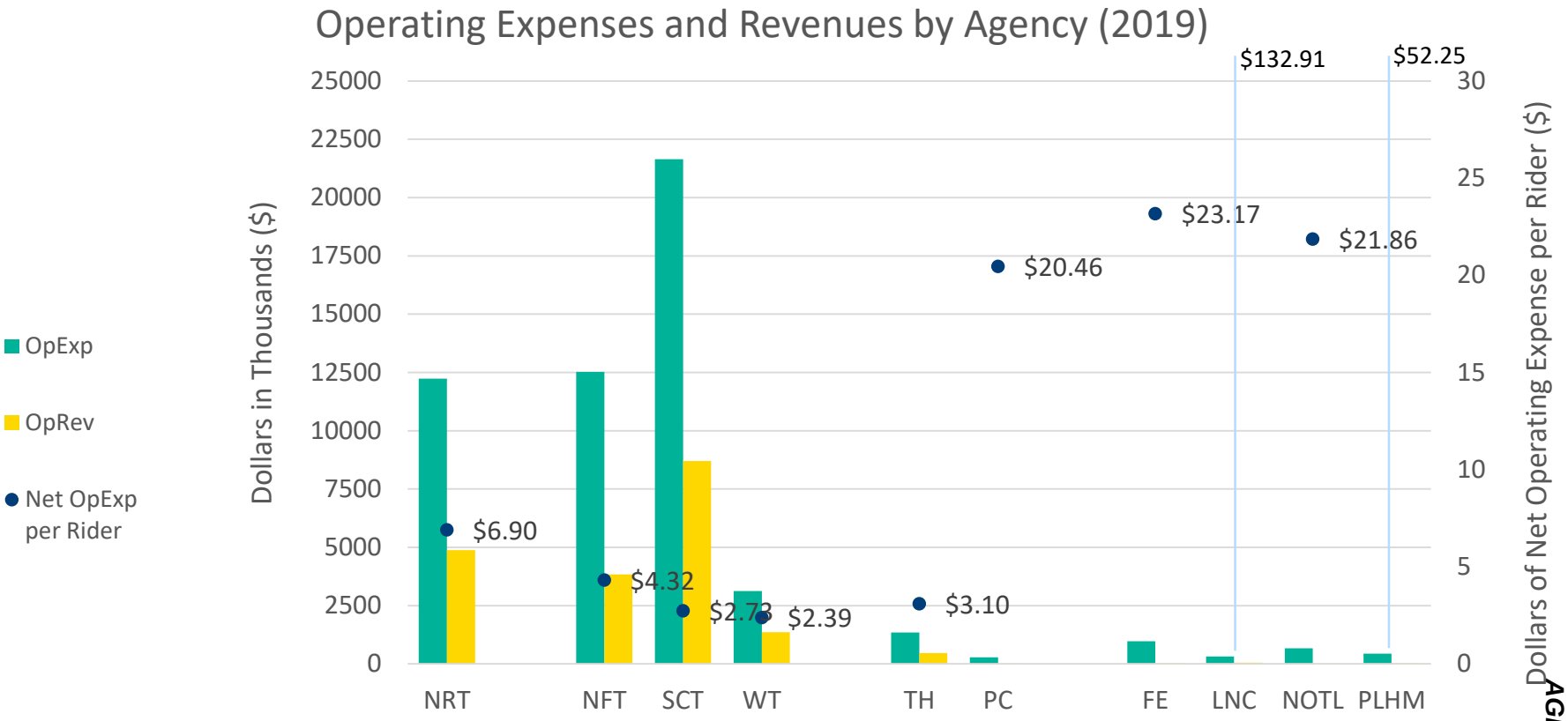
The three largest systems use a different lifespan for buses so 12 years was used for comparative purposes, aligning with the standard warranty period on most transit vehicles.

Financing of transit comes from a mix of fares, budgets, tax levies and Provincial and Federal funding.

A Regional Development Charge for transit investment can be used to fund infrastructure and growth.

Operating Expenses and Revenues

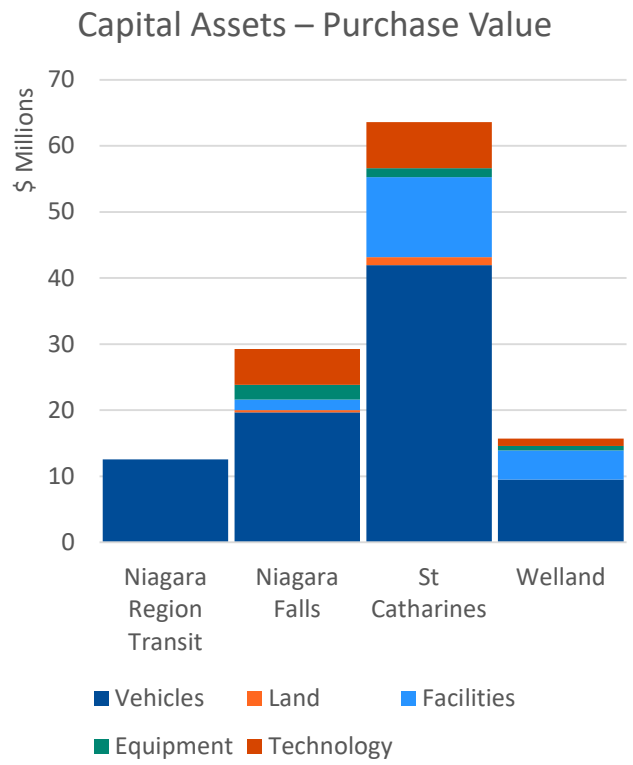
This chart reflects the considerably large disparity in the investment in service and the service area that these agencies are responsible for.

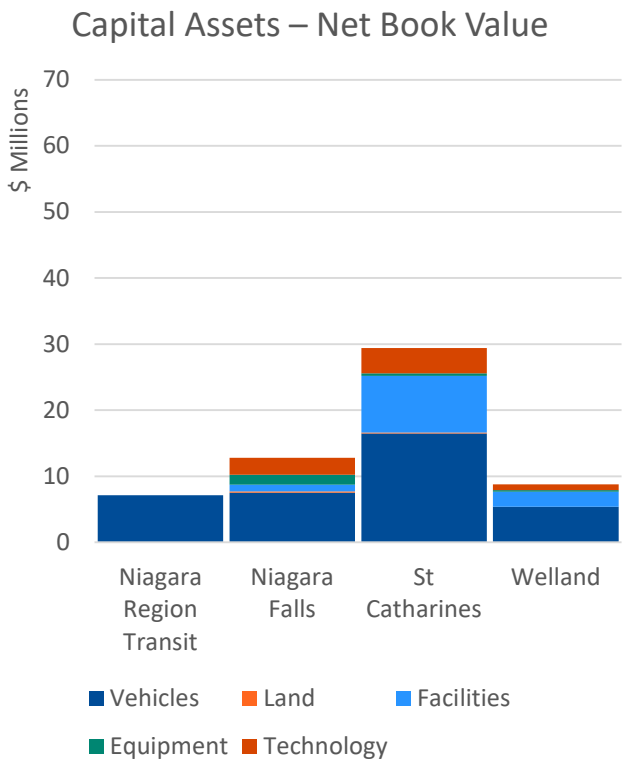


- St. Catharines, Niagara Falls and the Region have a considerably larger operating budget than any of the other agencies;
- Fixed route services require discrete capital investments to provide base services and are often under utilized in smaller rural communities resulting in higher net operating costs per rider; and,
- Note that for these purposes, operating revenue does not include grants and funding from external sources, such as gas tax funding applied to operating costs.

Capital Asset Summary by Agency

This slide provides an overview of the purchase and book value of different agency's capital assets



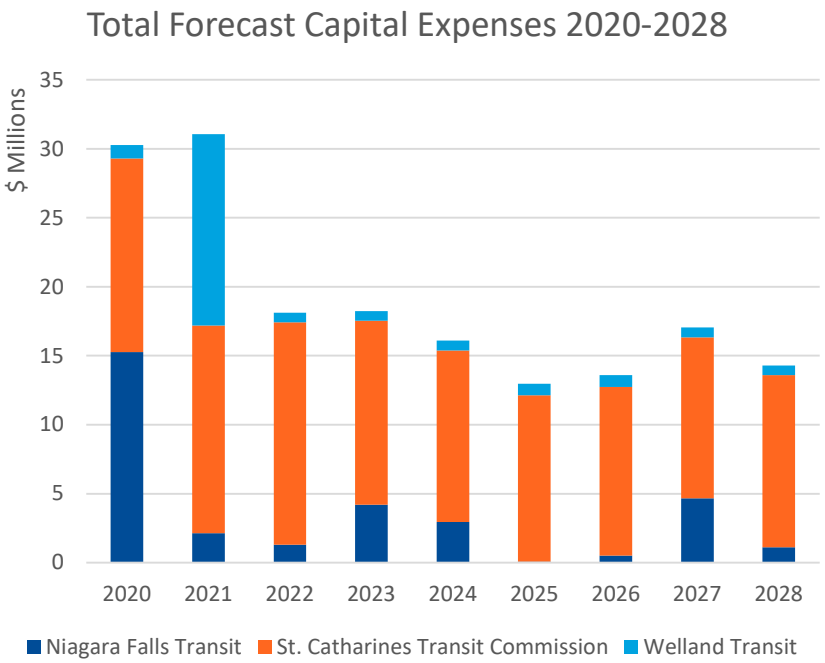


- Niagara Region Transit owns 21 vehicles that are designed to the standards by the local agency that operates the vehicle on behalf of the Region. Otherwise, the Region has no other major capital assets;
- Niagara Falls, St. Catharines and Welland have the largest capital asset inventory of the municipalities;
- The smaller agencies and municipalities contract out service, and do not own the assets for service; and,
- The exception is Fort Erie, which owns the smart card fare system technology onboard their vehicles.

Note that all agencies use a different amortization period for their vehicles. For the purposes of this comparison, a 12-year amortization period (useful life) was used for conventional transit vehicles, cutaway minibuses were given a 7-year useful life and paratransit vans a 5-year useful life.

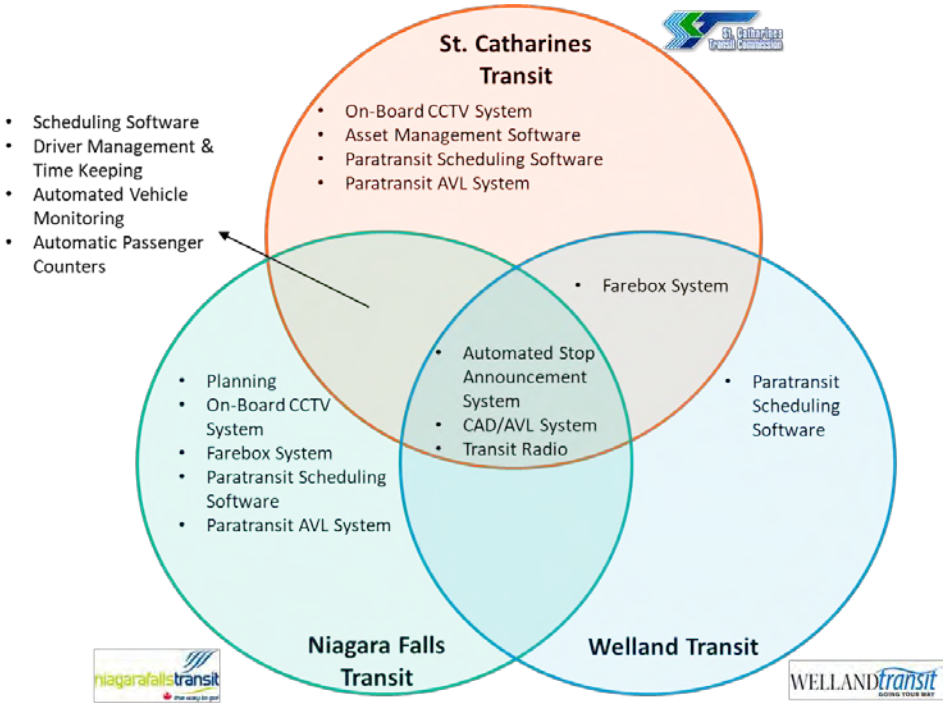
Total Forecast Capital Expenses

Local transit agencies are planning for large investments over the coming years.



In addition to fleet renewal and minor infrastructure improvements, the three properties have plans for major facility improvements. Many of these initiatives already have committed funding as part of ICIP, including matching municipal funds:

- Niagara Falls Transit had earmarked $ 7M for transit terminal and storage facility expansion in 2020
- Welland Transit had earmarked $ 13M for a new operations facility in 2021
- St. Catharines Transit had earmarked funds annually for major garage improvements totalling $15M



While core operating technologies (such as the CAD/AVL system and related components) are shared and integrated across all three local transit agencies, ancillary technologies such as fareboxes, paratransit scheduling and AVL, and asset management systems are not presently integrated.

*Note that vehicles procured for Niagara Region Transit are configured based on the specifications of the local agency that will be providing the service and maintenance on the vehicle

*Note that Niagara Region Transit intermunicipal service fleet requirements are included in the capital projections

Funding and Financing Service and Investment

Operating Subsidies and Tax Levies

- Most municipalities contribute to funding transit agencies within their cities and towns through either through their annual budgeting process, or by dedicated tax levies that are specifically allocated to transit;
- In Niagara Region, most transit agencies operate as a division of the local municipality they reside in, and are funded directly through the annual municipal budget process; and,
- St. Catharines Transit Commission, which operates on a commission model, has secured a dedicated transit property tax levy approximately 0.07% or roughly $210 per year on a $300,000 home.

Provincial Funding

- Niagara Region Transit, as well as the local municipalities receive Gas Tax disbursements that are allocated to operating and capital transit investment. The 2018/19 allocations are listed below:

	Total	NRT	NFT	SCT	TH	WEL	PC	FE	LNC	NOTL	PEL
Operating	$1,649,400	$267,309	$ 532,000	-	$250,993	-	$112,754	$287,173	-	$147,837	$ 51,334
Capital	$4,806,134	$493,722	$ 914,000	$2,633,000	-	$765,129	-	-	-	-	-
Total	$6,455,534	$761,031	$1,446,374	$2,633,000	$250,993	$765,129	$112,754	$287,173	-	$ 47,837	$ 51,334

- Lincoln will begin collecting Gas Tax disbursements in 2019/20.
- Funding from the Safe Restart Agreement is beginning to flow to municipalities and transit agencies as part of the COVID-19 response, with eligible projects including service improvements and governance restructuring

Funding and Financing Service and Investment cont.

Federal Funding

- Niagara Region Transit as well as Niagara Falls, St. Catharines and Welland applied for Public Transit Infrastructure Fund (PTIF) funding with the federal government for capital improvements and funding has been made available;
- PTIF funding, which was made available to transit agencies across Canada, is a limited pool of $3.4 Billion that is allocated to transit agencies based on reported CUTA ridership figures;
- Active applications for PTIF funding will be ongoing until the funds expire; and,
- Investing in Canada Infrastructure Program (ICIP) funding has been approved, and provincial and federal funds have been committed for over $ 74M worth of capital investments through the first round of funding

Current State & Leading Practices

Stakeholder Perspectives

Stakeholder Engagement Findings

A number of stakeholders were engaged to gather insights and perspectives about the current state of transit services and key considerations for an integrated system. Some key considerations raised by stakeholders with regards to service and system planning included:

Findings

Connecting to Hubs: Integrated system should focus on connecting residents to important community hubs and landmarks in an efficient manner (e.g. hospitals, malls, schools, etc.). No trip to the hospital should take 2-3 hours.

Seamless Rider Experience: Prioritize aligning service schedules and stops so that riders can move from point A to point B – with integrated fares.

Collaboration with Regional and Municipal Staff: A coordinated effort will need to be undertaken to look at routes and determine the need that current construction projects will have for future transit service.

Connecting with other Transit Entities: Integrating and/or connecting with other transit systems in the area, including GO, HSR, or coach bus.

Building for Niagara's Current and Future Needs: Ensuring that appropriate services are built to accommodate future residential and business developments and creating inter-municipal corridors will be important.

Accessibility: Consider an automated booking service that allows users to book in advance given consistent medical needs.

Community Engagement: Importance of ongoing and regular public communication and engagement in transit planning to ensure the voice of the rider is understood.

Current State & Leading Practices

Leading Practices

Leading Practice Overview

The following is a summary of the findings from the jurisdictional scan of four municipalities, including the regions of Durham, Waterloo and York, and the Edmonton Metropolitan Region.

Both Commission model and Centralized Delivery in use

Transit & Operations

Service Enhancements requires prioritization and considerable, investment

Financial

Cumming Principle used for asset transfers and there is a varied approach to levies

Transition

Significant communications efforts required to engage staff, unions and the public

Lessons Learned

Transfer of human resources to a new organizational structure is a significant undertaking

Need to consider the magnitude of cultural change and legacy systems involved in transition planning

A phased-in single tax levy has been successful elsewhere

Ongoing communication is an important factor in bringing key stakeholders onboard

Summary of Findings: Leading Practices

The following is a summary of the findings from the jurisdictional scan of four municipalities, including the regions of Durham, Waterloo and York, and the Edmonton Metropolitan Region.

Governance	• A governance body was set up for both the study for amalgamation, and the transition period. Membership often continued into the transition planning period. • With the exception of Waterloo Region, which was a staff-only led Committee (and reported directly to Regional Council), the remaining amalgamations had an operationally focused oversight body that reported to a politically appointed oversight body. • York and Waterloo Regions both selected a governance model where transit resided as a department within the Regional Corporation, and reports to Regional Council through the Chief Administrative Officer. Edmonton and Durham selected a Commission model.
Transit Service Planning & Operations	• Due to the difference in transit services across the amalgamated municipalities, often considerable service enhancements were identified. These were prioritized and completed in a phased approach over 5 to 7 years. • Significant planning and resourcing is required for the transfer of human resources related matters, including contract negotiation, and placing staff within a revised organizational structure. • Fares were integrated across the amalgamated regions. • Collection of service metrics continued to be a challenge well after the transition period as amalgamated bodies reconciled legacy systems across local transit providers.
Financial Considerations	• There was a varied approach to the fee levy: Durham and York Regions instituted a unified levy, Waterloo implemented a differentiated fee levy (with the goal of a unified levy), and Edmonton will receive funding from municipalities based on budgeted operating revenues and expenses. • Municipalities typically started with applying area rated tax levies to apportion the cost of the transit services being provided to each community, then moved to introduce single urban tax levy and maintain area rates for rural areas.

Summary of Findings: Leading Practices

The following is a summary of the findings from the jurisdictional scan of four municipalities, including the regions of Durham, Waterloo and York, and the Edmonton Metropolitan Region.

Financial Considerations	• The Cumming Principle was utilized in most cases for transfer of assets. • Transit related development charges were transferred to the regions of Durham and Waterloo.
Transition Planning	• All municipalities documented the transition plan in a joint agreement between transit providers and established a transition period between 1 to 2 years. • Most Plans focused that transition period on bringing the transit systems together, not on significant changes to services and service levels. • Significant communication resources required to inform and engage both impacted staff and unions, and members of the public.
Lessons Learned	• Consideration needs to be taken on how and why resources are transferred to the amalgamated organizational structure. • A single tax levy being implemented from the beginning, through a phased approach had been made successful through a concurring commitment to provide service in areas that had no transit services. • Do not underestimate the magnitude of cultural change and legacy systems involved in transition planning. • Ongoing communication to the public, province, and municipal governments is an important factor in bringing key stakeholders onboard.

Current State & Leading Practices

Summary

Summary

The current state has broad implications for the future of transit in Niagara, and the long-term design and development of an integrated transit agency. Key findings that a future integrated system will need to consider include:

Implications for Integration

with respect to availability and frequency of service, and ensuring basic levels of equity for accessing services.

Manage the differences in transit service expectations from residents of different municipalities. The relative lack of population density in a large part of the region and the pockets of density located in the major municipalities – including the fact that 85% of the region's population still lives within a 15-minute walk of transit services, and over half of the population within a 5-minute walk.

The large swathes of rural and undeveloped land within the region and how these will be served.

The differences in financial contribution of the three largest municipalities in terms of operating dollars per capita compared to the smaller transit agencies.

That the larger municipalities have substantial planned investments that will need to be maintained toward fleet and facility renewal.

That agencies have already begun to integrate technologies across the region.

The financial and legal impact of transferring existing contracts municipalities to the future integrated system.

How the three CBAs with the ATU are to be consolidated into a single agreement.

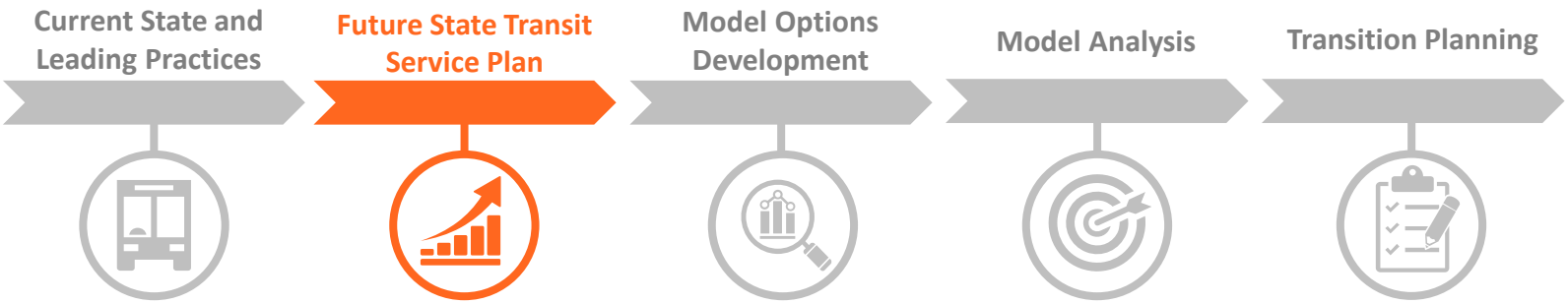
The means and degree to which the new integrated agency will take on the current staff complements of the different transit agencies, and the method by which leadership positions will be filled.

Niagara Transit Governance Study

Future State Transit Service Plan

Introduction

The second phase of work in this project, the Future State Transit Service Plan, was a critical milestone as it provided insight into the potential growth of transit in Niagara Region and its implications for an integrated transit system.



Modelling the Future

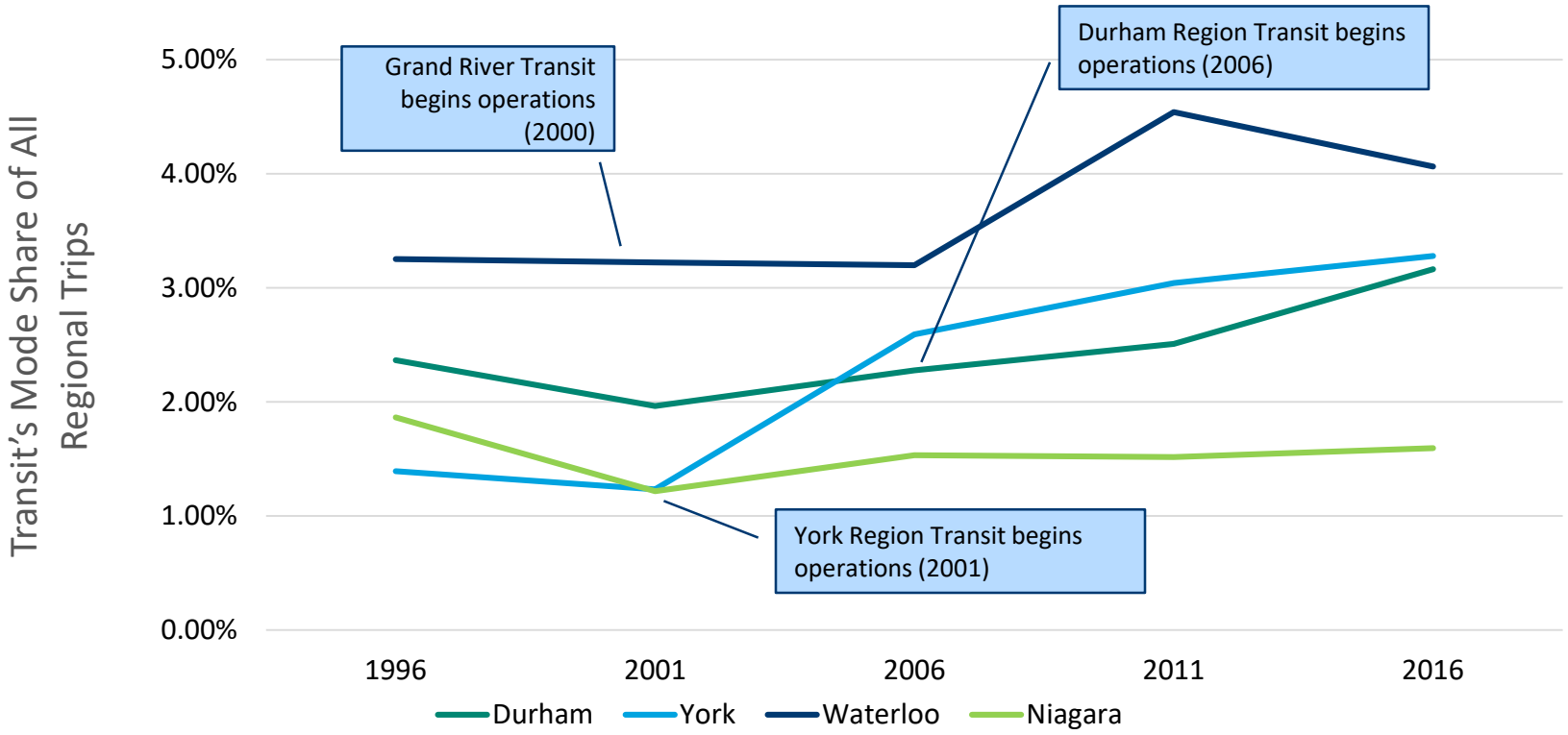
Understanding the future demand on the Region's transit network is an important consideration in planning for it. By forecasting ridership growth, and capital and operating costs, one can gain a clearer picture of the benefits that an integrated transit system could bring to Niagara, and also better understand the environment that this integrated system will be operating in. While not a direct input into the governance structure recommendations, the results of the Future State Transit Service Plan provide critical context of how residents and workers in Niagara Region will utilize the services provided by this new entity.

As part of this study, an in-depth analysis of the Transportation Tomorrow Survey and the Ontario Growth Plan was undertaken, as well as observed transit data to identify a set of changing trends and important considerations for the 2031 horizon. In addition to this, a forecast of future demand estimates for the preferred network was undertaken, which was achieved by adjusting information related to routes, headways, fare policy, and more.

The following slides contain a summary of this Future State Plan that outlines the potential growth in transit ridership in Niagara. This assessment has identified a latent demand for transit that the current status quo system is unable to accommodate because of its inability to effectively support inter-municipal trips with first- and last-mile connections. Through integration, however, Niagara has the opportunity to spur this latent demand and accommodate ridership growth throughout the Region. This new entity will have the capacity, scale, and flexibility to build a system that reacts to not only the demand within a particular municipality, but that drives transit ridership growth across the Region.

Within 10-years of amalgamation, transit mode share could increase between 0.9% – 1.8%

This is consistent with peer jurisdictions, who experienced between 30% and 130% mode share increases post amalgamation, independent of population growth.



After amalgamation of local transit services, Durham, Waterloo and York Regions all experienced a substantial increase in transit utilization.

In contrast, the local transit mode share in Niagara Region has remained largely constant over the past twenty years.

Note: this chart excludes all "GO Transit Only" trips, and focuses entirely on transit trips that utilize some form of local transit

Transit Demand in the 2031 Horizon

In all tested scenarios with fully integrated transit services, the total number of transit trips greatly outpaces the status quo

The consultants worked in collaboration with IBI Group to produce a set of comparable 2031 AM Peak Period transit forecasts using the Region's Transportation Model. The future network in the model was updated to the preferred network, including the express service options, and a preliminary fare-policy was recommended.

The high growth scenario considers the results of the advanced modelling analysis and includes recent trends in growth and demand and identifies an apparent latent demand for improved regional transit integration. This scenario employs the increasing trends in modal share observed at peer transit agencies after amalgamation of local transit services. While this represents a considerably greater demand for transit in the 2031 horizon, the approach employed to consolidate these results ensures that the most current transit ridership trends are adequately captured.

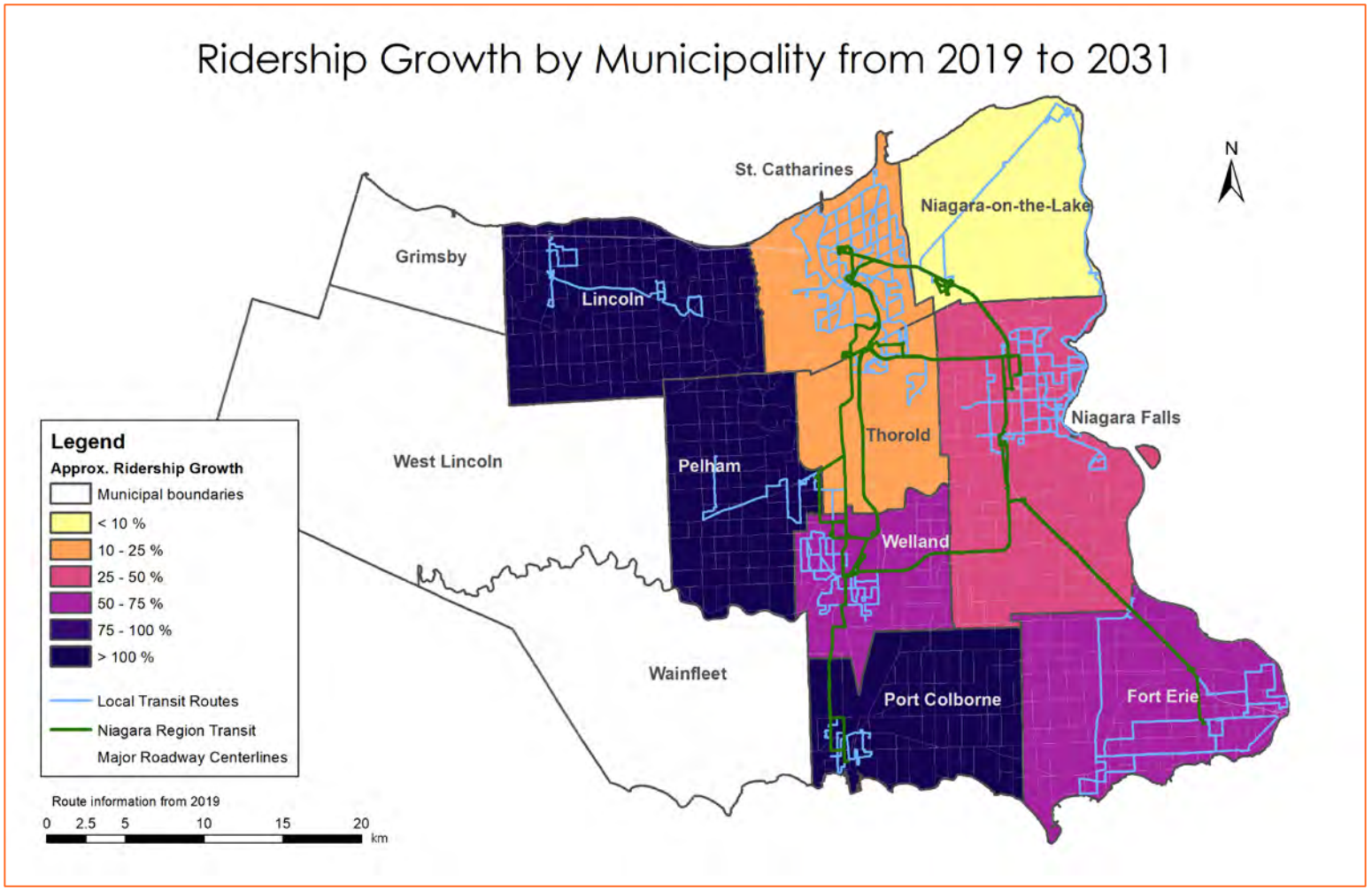
Total Trips Originating from and/or Destined within Niagara Region			
	Status Quo	**Low Growth**	**High Growth**
AM Peak Period Transit Demand	4,770	6,990	15,180

Note that this assessment does not represent a rigorous modelling exercise and should only be leveraged for the purposes of providing broader context to the overall transit governance strategy.

The Status Quo scenario assumes 2% annual growth.

After service integration, transit ridership is expected to grow by up to 80% region-wide by 2031 in the High-Growth Scenario

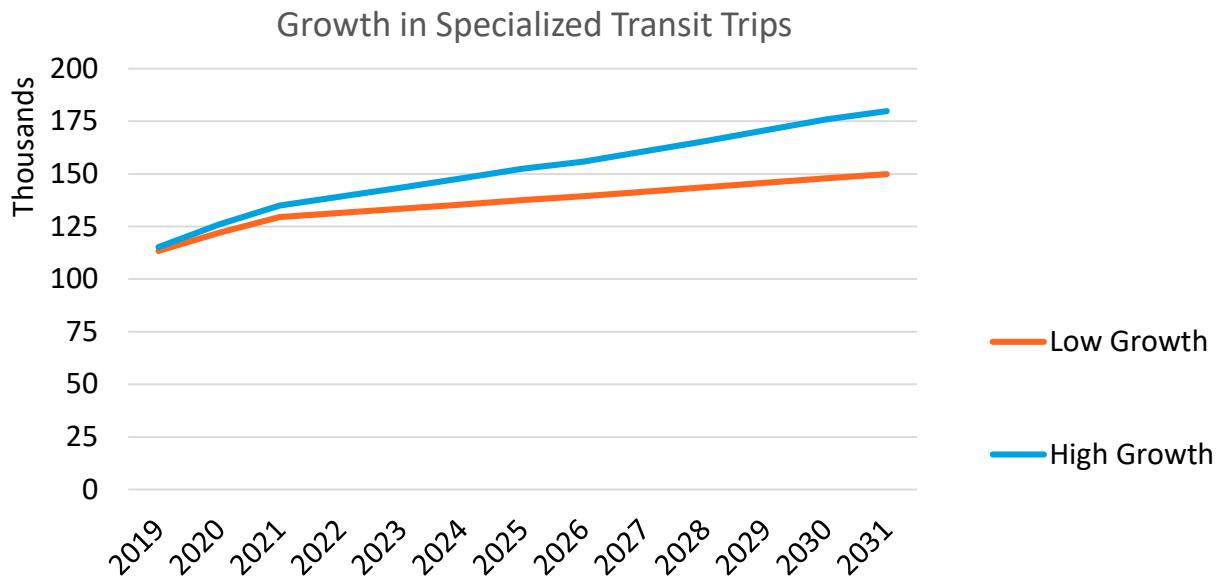
Service integration will allow for more seamless travel region-wide. With appropriate service enhancements, every local municipality will have substantial growth in transit ridership



Note that growth rates for Grimsby, Wainfleet and West Lincoln are excluded since there was no transit service in 2019

Demand for specialized transit service is expected to grow between 20% and 40%

	2018 Observed	2021 Forecast	2031 Forecast
Total Clients	4,390	4,580 – 4,780	5,300 – 6,360
Total Trips	124,087	129,460 – 135,025	149,865 – 179,840
Ambulatory / Non-ambulatory Patient Trips	30,684 / 93,403	32,015 – 33,390 / 97,445 – 101,635	37,058 – 44,470 / 112,810 – 135,370
Trips with / without a support person	22,725 / 101,362	23,710 – 24,730 / 105,750 – 110,295	27,445 – 32,935 122,420 – 146,905



Data and growth rates extracted from the January 2020 Niagara Specialized Transit report (IBI Group, 2020)

Expected Service Growth

Transit service must increase dramatically over the first ten years to meet ridership demand after amalgamation. Region-wide, capacity must increase by over 300,000 service-hours (approximately 95% increase over 2019) in the high-growth scenario.

Municipality	Ridership (2019)	Anticipated Annual Trips (2031)	Service Hours (2019)	Estimated Service Hours Required (2031)
Intermunicipal Services	1,065,933	2,080,000 – 3,420,000	85,070	105,000 – 198,000
Niagara Falls	2,009,784	2,085,000 – 3,430,000	95,538	99,000 – 165,000
St. Catharines	4,731,453	4,600,000 – 7,100,000	152,181	148,000 – 230,000
Welland	738,998	870,000 – 1,440,000	42,509	50,000 – 83,000
Port Colborne	12,700	20,000 – 40,000*	2,600	8,500⁺
Thorold	286,037	255,000 – 450,000	11,779	12,000 – 19,000*
Fort Erie	40,467	49,000 – 81,000*	13,313	16,000 – 27,000
Niagara-On-The-Lake	29,510	22,000 – 37,000*	6,545	8,500⁺
Grimsby (On-Demand)~	N/A	5,000 – 9,000*	N/A	3,500⁺
Lincoln (On-Demand)~	2,000	6,000 – 10,000*	2,064	3,500⁺
Pelham (On-Demand)~	7,895	15,000 – 26,000*	5,458	5,500⁺
West Niagara (On-Demand)~	N/A	290,000 – 475,000*	N/A	42,000 – 56,000
Summary	**8,924,777**	**10,030,000 – 16,200,000**	**417,057**	**502,000 – 803,000**

- **Note: the demand models employed are less effective at predicting ridership precisely in smaller municipalities and areas with now existing transit service; these values should be considered carefully in this context.*
- *+Note: service hour growth for Port Colborne and Niagara-on-the-Lake is required for ensuring customers have equal access to transit throughout the region by providing equivalent service levels and span-of-service to other local municipalities*
- *~Note: West Niagara Intermunicipal On-Demand is separate from local on-demand service in Grimsby, Lincoln or Pelham*

Service Improvement Increments

Initialization Phase
2021 – 2022

- Initialization of the new integrated service
- Harmonize costs and hourly rates for operators and staff
- Initial phases of harmonized fares are implemented
- Implement an integrated fare system and associated technology to support region-wide travel
- Improve services in Port Colborne, Fort Erie and Niagara-on-the-Lake to ensure consistency across the region

Growth Phase
2023 - 2026

- Considerable investment in service hours across the region
- Expansion of fleet and facilities to accommodate growth
- Potential demand for incremental investment in transit priority measures such as queue jump lanes, transit signal priority and dedicated right-of-way

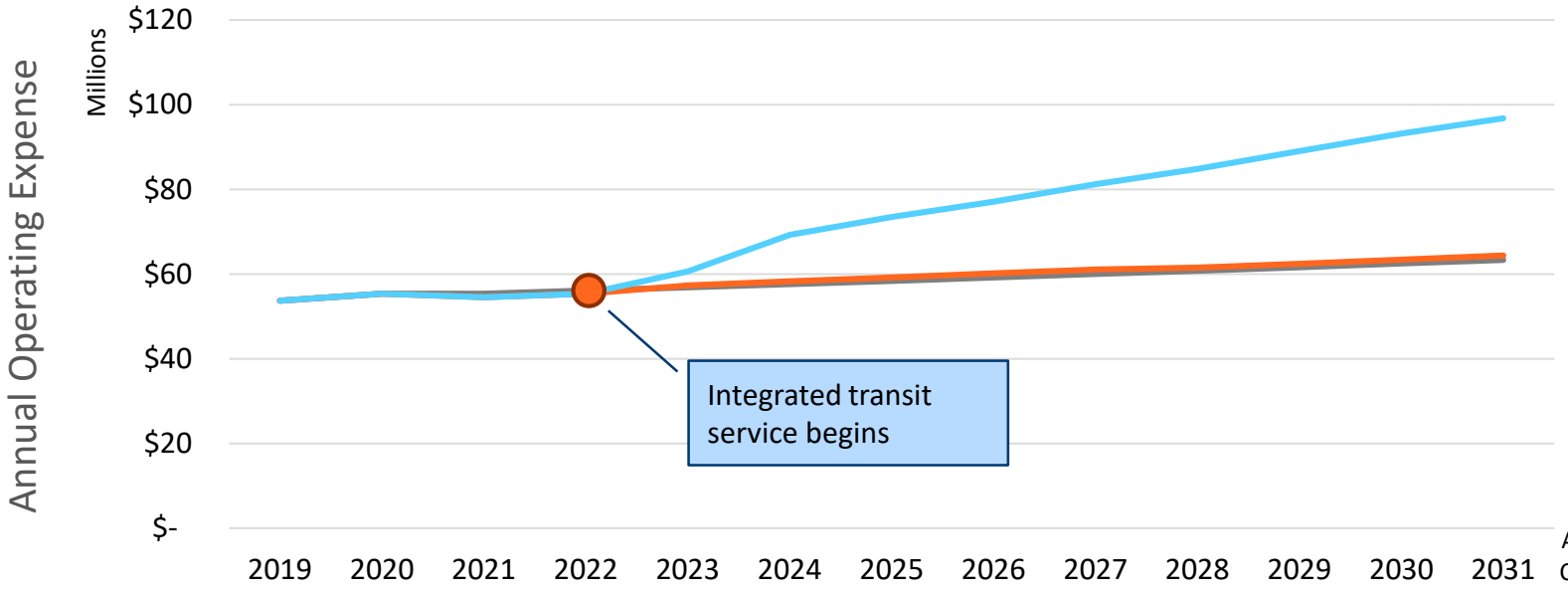
Future Outlook
2026 - 2031

- Incremental transition to an integrated fare for region-wide travel to drive ridership growth and ensure seamless and fair access to opportunities by transit
- New services and infrastructure investment into higher-order transit such as Bus Rapid Transit
- Implementation of fixed-route services into West-Niagara to satisfy growing transit demand

Operating Cost Comparison Across Scenarios

Assuming a "Go-Live" date in the fiscal year of 2022, the new entity will need to make considerable investments in order to satisfy the demand for transit services in the region.

Service investment in order to achieve high growth is approximately 55% greater than the Status Quo scenario. Savings in the low-growth scenario are driven by lower more strategic investment in services and a reduced administrative burden over the status quo. Notice that the average cost-per-trip is lower in both the low growth and high growth scenarios.



	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Avg Annual Change	Avg Cost per Trip
Status Quo	$ 53.8	$ 55.4	$ 55.4	$ 56.1	$ 56.9	$ 57.6	$ 58.4	$ 59.2	$ 60.0	$ 60.8	$ 61.7	$ 62.5	$ 63.4	1.44%	$ 9.16
Low Growth	$ 53.8	$ 55.4	$ 54.6	$ 55.4	$ 57.3	$ 58.3	$ 59.2	$ 60.2	$ 61.1	$ 61.5	$ 62.5	$ 63.4	$ 64.4	1.79%	$ 8.78
High Growth	$ 53.8	$ 55.4	$ 54.6	$ 55.4	$ 60.7	$ 69.3	$ 73.5	$ 77.1	$ 81.3	$ 84.9	$ 89.1	$ 93.2	$ 96.8	7.74%	$ 8.39

Note that costs and revenues represent real dollars ($2019) and are not adjusted for inflation

Operating Costs in Millions

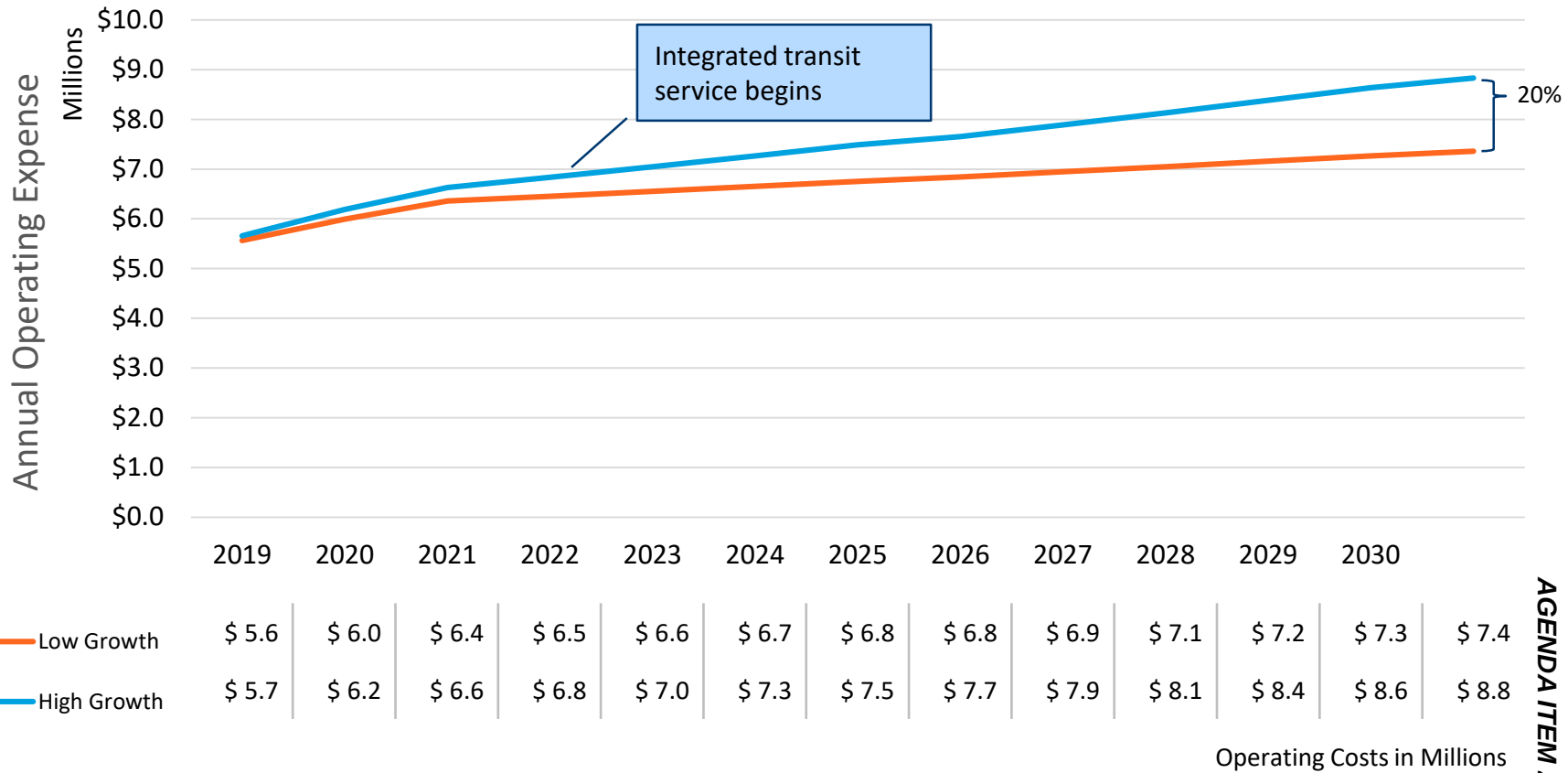
Implementing an integrated fare structure is critical to achieving ridership growth targets

Additional consideration should be made for the impact on changing fare policy on the post-secondary student pass programs at Brock University and Niagara College. Note that for this analysis it is assumed that the Post-Secondary UPass Program is tied to enrollment, not student ridership, and thus remains constant under all future scenarios.

	2022	2031	
	Start-of-Service	**Status-Quo**	**Integrated Transit Fares**
Regional Cash Fare	$ 6.00	$ 6.00	$ 3.00 - $ 3.50
Local Cash Fare	$ 3.00	$ 3.00	$ 3.00 - $ 3.50
Total Customer Journeys	**6.2M – 6.5M**	**6.8M**	**7.3M – 10.8M**
Student Customers	3.6M	3.7M	4.0M – 5.4M
Non-student Customers	2.7M – 2.9M	3.0M	3.3M – 5.4M
Total Revenue	**$ 18.2M - $ 18.5M**	**$ 20.1M**	**$ 20.3 – $ 29.2M**
Post-Secondary Pass Program Revenue	$ 10.5M	$ 11.6M	$ 11.6M
General Fare Revenue	$ 7.7M - $ 8.0M	$ 8.5M	$ 8.7M – $ 17.6M
Average Revenue per Trip	$ 2.84 – $ 2.91	$ 2.91	$ 2.53 – $ 2.77

Note that costs and revenues represent real dollars ($2019) and are not adjusted for inflation

Specialized Transit Operating Cost Comparison



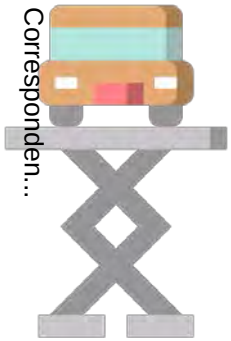
Note that costs and revenues represent real dollars ($2019) and are not adjusted for inflation

Major Capital Investments

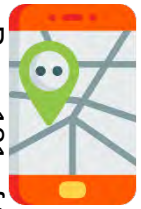
While several key investments in technology and infrastructure will be required to address service growth throughout the region, over $ 74M-worth of projects have committed funding from the federal and provincial governments through ICIP and are anticipated to advance within the next few years.

• Up to 82, 40’ transit vehicles and 38, 60’ articulated transit vehicles by 2031 (in the High Growth scenario) • Further consideration for facilities may be required as alternative propulsion methods (e.g. hydrogen, battery-electric, etc.) are considered	$ 95,000,000 between 2021 and 2031 ($ 9.5M/year on average)

• Niagara Falls Transit indicated that they intend to commit capital funding to improve existing terminal facilities within the City.	$ 4,500,000 in 2020/2021



• A new facility will replace the existing Welland Transit Garage, and is particularly useful for the high growth scenario • The site is ideally situated in close proximity to most endpoints of inter-municipal services, making it preferable for servicing and overnight storage of those vehicles, in addition to vehicles assigned to Welland, Port Colborne and Fort Erie	$ 13,000,000 to $ 16,000,000 in 2022 to 2025
• St. Catharines Transit has indicated that garage facility upgrades will be required within the next ten years • Services in St. Catharines will also experience the largest growth requirements for fleet, which will further strain existing garage facilities	$ 15,000,000 to $ 20,000,000 in 2025 to 2027



• Integrated electronic fare collection system is required at launch • It is anticipated that the existing ITS systems will require replacement towards the end of the ten-year horizon. • With a larger fleet and an expectation of changing technologies, this investment will be substantial	Up to $ 7,500,000 for fare system depending on technology $ 20,000,000 to $ 30,000,000 in 2028 to 2030

Note that these are intended for consideration and high-level estimation of capital cost requirements and not intended to replace a more fulsome business case or investment study.

Future State Transit Service Plan

Summary

Integration Will Drive Ridership Growth

By way of investments and harmonization of services and fares, transit under an amalgamated system is anticipated to become a more frequently used means of transportation in the region, with ridership outpacing the status quo.

Key Highlights

Transit ridership forecasts indicate a **latent demand for inter-municipal transit** travel that the existing disconnected transit providers are unable to accommodate. As a result, transit ridership growth across the region is driven by improved inter-municipal transit trips and improved connections to GO Transit rail services.

By investing in targeted projects and services to grow the transit mode share throughout the region, **transit ridership region-wide could grow by over 80% by 2031 under an amalgamated transit service.**

It is anticipated that Niagara Region, like its peer jurisdictions will experience a **transit mode share growth of 30% to 130% within ten years of amalgamation.**

Capital investment of between $70M and $155M between 2021 and 2031 may be required to address service and demand growth. Provincial Gas Tax revenue could result in up to $50M - $80M in revenue over the same ten years. Over $ 70M-worth of near- and mid-term projects have committed funds from the federal and provincial governments through ICIP.

An integrated single fare is critical to driving ridership growth and could be achieved in a way that is revenue-neutral if implemented progressively as ridership grows. While an integrated payment system and harmonized fare structure will be required at the start of service, a single fare region-wide can be implemented over time.

Key Considerations

Operating costs could be impacted by governance decisions around harmonization of salaries and hourly rates for staff and operators

Subsidy and alternative revenue generation will have to be considered, particularly the allocation of gas tax funds to capital and operating expenses.

The new entity will be responsible for delivering and investing in service to drive aspirational ridership growth, no matter what governance structure is implemented.

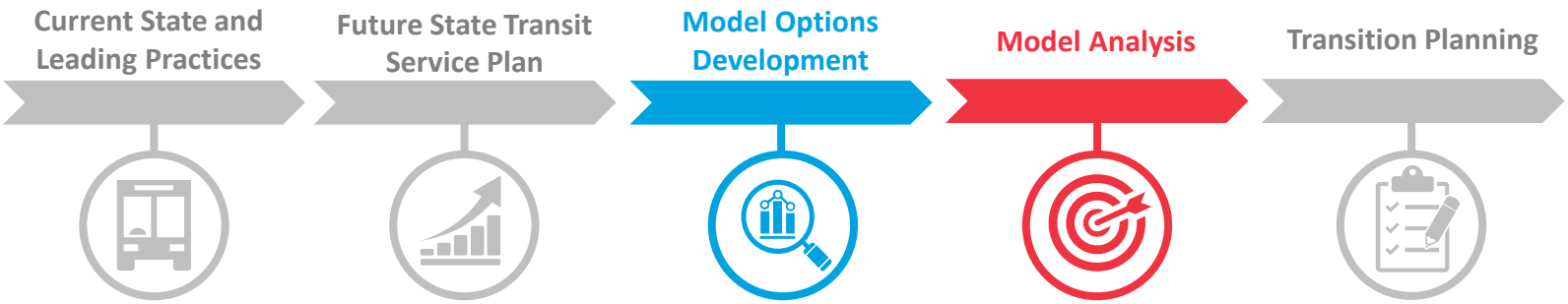
The new organization will be responsible for establishing transit service standards region-wide, which must balance cost effectiveness of various transit modes with the necessary levels of service to increase ridership and improve the public perception of transit's effectiveness in Niagara Region.

Niagara Transit Governance Study

Model Options, Analysis, and Recommendation

Introduction

The third and fourth phases of work involved developing potential model options, evaluating their potential, and ultimately recommending a preferred model for Niagara's integrated transit system.



Developing and Evaluating Potential Options

Once a thorough understanding of the current state of transit and the potential future growth in Niagara was complete, the information gained was used to develop three potential governance models that would be capable of delivering transit services in the region and meeting service expectations now, and in the future.

All three of these options were considered to be capable of meeting Niagara's transit needs, but in order to determine which model would be best suited for the region, a thorough analysis was undertaken during which each option was evaluated against a series of criteria that spanned the domains of operations, finance, stakeholder equity and input, and ease of implementation. Once that analysis was completed, the preferred model was identified.

This section contains an overview of each of the proposed transit system models, a description of the evaluation criteria used to evaluate them against each other, and a summary of the results of this analysis. Moreover, the closing slides of this section contain a summary of the rationale for the recommended model, a brief overview of some key risks and considerations that will need to be addressed as the integration moves forward, and additional information around organizational and governance structure that has been recommended.

Model Options, Analysis, and Recommendation

Model Options Overview

Model Options Overview

Following the completion of the current state review, the jurisdictional scan, and the development of the future state plan, three potential governance models were developed:

Limited Commission	Full Commission	Regional Division
o Transit Service is governed by a regional commission with representation from local elected officials. o Commission reports to Regional Council o Strategic decision making for Transit Service is directed by Regional Council o Relies on corporate services but retains transit-related services in-house	o Distinct entity independent from Regional Council o Governed by a board of appointed members, equitably selected by Regional Council o Responsible for all transit planning and delivery o Budget allotment approved by Regional Council o Makes limited use of Regional services except where service sharing does not impede agility or independence	o Division within Niagara Region's Public Works department o Regional Council remains the governing body of the transit division o Strategic decision making for Transit Service is directed by Regional Council o Integrated into the Regional administration similar to other service delivery departments
Transit System Examples		
• Durham Region	• Edmonton • TTC • St. Catharines	• York Region • Waterloo Region

Model: Limited Commission

The governance models highlighted in the previous slide have many similarities and differences. The following slides contain a comparison of them by reviewing a few key characteristics:

Governance Structure & Decision Making	• Commission membership is a combination of Local and Regionally elected representatives and would have representation from all local area municipalities in the Region, selected by their respective Council and appointed by Regional Council. There is also opportunity for non-elected members of the public to be members of Commission. • Commission acts as an Advisory group to Council where strategic decisions for service standards, service levels, budgets, and fares are made by Regional Council. • Commission decision making is focused on operating policies to implement and deliver transit services and collect fares.
Organizational Structure and Shared Services	• Will take advantage of Regional corporate services and therefore can expect a reduction in FTE. Shared corporate support services can be purchased from Niagara Region for areas such as Finance, HR, Legal, Service Planning, etc. • To ensure adaptability, the Commission will retain such transit-related services as procurement, fleet maintenance, and communications to ensure transit-specific autonomy is provided but also allows leveraging of corporate supports.
Funding Sources	• Regional Council will make the funding decisions based on recommendations from the Commission regarding annual service levels and fare strategy. • Funding sources include transit fares, Provincial and Federal funds, with the Municipality subsidizing net operating costs and funding the capital program.

Model: Full Commission

Governance Structure & Decision Making	• Commission would be a distinct entity incorporated through the Municipal Act and independent from Regional Council. The Commission would be an agency of the Region of Niagara through the *Municipal Act*. • Governed by a Commission of appointed members, who are composed of a combination of elected and non-elected individuals, nominated and appointed by Regional Council. • Commission is single point of responsibility for transit service planning and delivery and is empowered to make strategic and operational decisions regarding transit service planning and delivery based on the funding approval from Regional Council.
Organizational Structure and Shared Services	• Commission is a 'purpose-built' transit planning and delivery agency. • Financial reporting for Transit Commission is independent of Regional Council and has agency specific methods and systems in place. • Transit agency-specific methods and systems in place for IT, HR, legal, service planning.
Funding Sources	• Commission will set fare policy and deliver service within the budget allotment approved by Regional Council. • Funding sources include transit fares, Provincial and Federal funds, with the member municipalities subsidizing net operating costs and funding the capital program.

Model: Regional Division

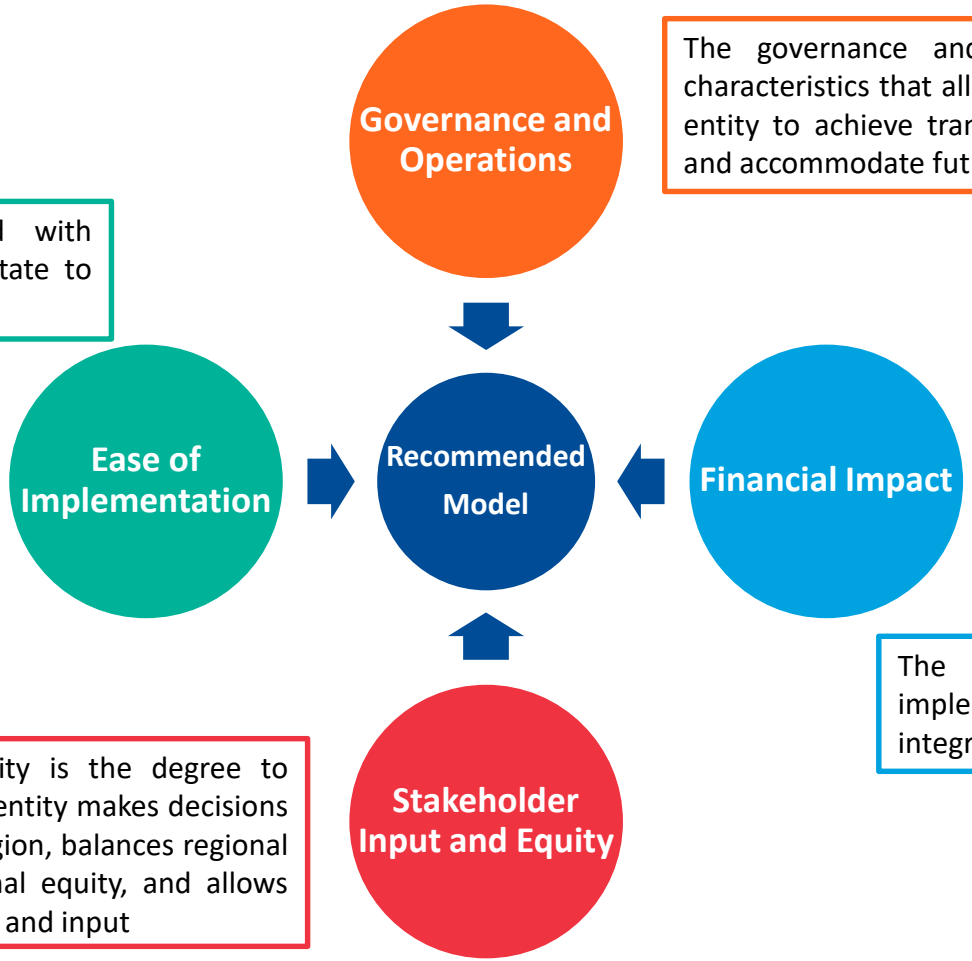
Governance Structure & Decision Making	• The Regional Council remains the governing body of the transit division (much like Niagara Region Transit currently). • A Transit Committee of Council should be created to provide oversight during transition and early years of operation. Regional Council makes decisions for service standards, service levels, budgets and fares. • Staff administers the Transit program as approved by Regional Council to deliver transit services and collect fares. • Decision making for Transit Service is directed by Regional Council which has locally elected representation.
Organizational Structure and Shared Services	• Transit Services are integrated into the Regional administration similar to other service delivery departments. • Corporate support services will be provided and charged to transit services as determined by internal Regional policy.
Funding Sources	• Regional Council will make the funding decisions based on recommendations from Staff regarding annual service levels and fare strategy. • Funding sources include transit fares, Provincial and Federal funds, from the Municipality subsidizing net operating costs and funding the capital program. • Regional Council will determine tax levy and capital program needs and financing through debentures, capital reserves and development charges.

Model Options, Analysis, and Recommendation

Evaluating the Different Model Options

Overview of Criteria

Four separate evaluation categories were used to evaluate and compare the different model options. Within each category are more detailed criteria upon which models were evaluated. The results of this evaluation will then enable the selection of a recommended model.



Overview of Analysis

The following points provide additional context for the development of evaluation criteria and how evaluation was conducted:

Perspective Taken for Analysis

- The objective of the model analysis is to determine which governance model would best deliver on the ambitions outlined in the Future State Transit Service Plan.
- The Future State Transit Service Plan was not a direct input into the governance structure recommendation, however it provided critical context of how residents and workers in Niagara region will utilize the services. Evaluation criteria may be perceived differently by different stakeholders. With regards to the evaluation, models were assessed by looking at which best serves the interest of the region and its aspirations to make transit a more viable alternative for commuters, students, residents, and tourists alike.

Structure of this Section

- The Summary of Analysis section in the following slides provides the scores within the four evaluation categories with a high-level rationale. The Harvey Ball Method was used, which depicts a visual representation of the model comparison. This method was chosen at they are useful in demonstrating the results of relative analysis, particularly for more qualitative measures. In the full 'Model Analysis Report', greater detail is provided on the rationale for the ratings of each criteria.

Evaluation Category and Criteria Weighting

- To further analyze the results of the model options analysis, several different weighting scenarios were applied to understand the impact that placing different levels of importance of particular categories or criteria would have on the final recommendation. It was found that there was no impact and therefore no weighting was applied.

Assumptions

To compare these different model options, some key assumptions were made to ensure a thorough and fair evaluation:

1. Initial transit services will be based on transfer of existing services

Meaning that service levels and commitments will remain largely the same for all municipalities at launch of the integrated transit entity for a defined period of time (likely 2-3 years, in agreement with Local Area Municipalities), with some expansion of service over the few years to ensure consistency across the region.

2. Cummings Principle will be used to transfer assets

The premise of the Cumming Principle is to transfer assets (and related outstanding liabilities), from one municipality to another with no additional compensation since transferring assets for additional compensation results in the taxpayer paying twice for the same public asset. This Principle has been applied for over four decades in the municipal setting throughout Ontario, and in the vast majority of transit consolidations reviewed as leading practices. The use of the Cummings Principle is also well aligned to the guiding principle of fairness, which respects the existing investments made by communities on behalf of taxpayers.

3. Investments in service will meet the transit demands across the network

This includes ensuring that the span of service across the Region is consistent and that all parts of the region have access to some form of transit service on a prioritized basis over time, and that as demand grows, service levels will increase to meet the demand.

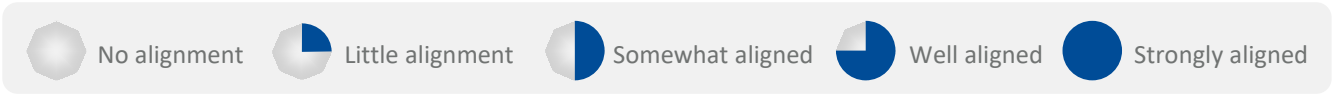
Model Options, Analysis, and Recommendation

Summary of Analysis: Governance and Operations

Summary

The governance and operational characteristics that allow the transit entity to achieve transit objectives and accommodate future growth.

Criteria	Description	Limited Commission	Full Commission	Regional Division
Authority and Accountability in Driving Change	Speaks to the accountability and decision making power held by the transit entity.			
Agility and Flexibility	Ability for the entity to move from decision to action, and to react quickly to environmental changes, new legislation, advancing technology, and changing user demands.			
Accommodates Future Growth	Ability of the future transit entity to respond to projected ridership and service growth forecasted in the Future State Transit Service Plan.			
Public Perception	Public perception refers to the brand and image of the transit entity in the eyes of the citizens it is designed to serve.			



Category: Governance and Operations

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Authority and Accountability in Driving Change

A transit entity with greater authority to drive change is one that can make decisions to build the desired transit network in Niagara while demonstrating accountability to the public in order to maintain ongoing support for continued transit investment and growth.

Model	Assessment	Rationale
Limited Commission		The Limited Commission drives operational decision making and makes recommendations to Council on strategic matters, but may be viewed as less regionally accountable where recommendations are more locally focused resulting in lost support for transit growth.
Full Commission		The Full Commission is a separate body that operates independently of Regional Council apart from regular reporting and budgetary approvals, and are accountable for their own decisions, to maintain public and political support for ongoing transit investment.
Regional Division		The Regional Division model would rely on Regional Council for decision making and is expected to make more regionally-focused recommendations, although their accountability and support will be based on the broader perception of other Regional services delivery.

While Regional Council maintains control over annual funding approvals, the Full Commission is still more empowered to drive change and influence transit in Niagara Region than the other two models and will be directly accountable for their decisions to maintain public and political support for ongoing transit investment.

Category: Governance and Operations

Agility and Flexibility

The agility and flexibility of the transit entity refers to its ability to move from decision to action, and to react quickly to environmental changes, new legislation, advancing technology, and changing user demands.

Model	Assessment	Rationale
Limited Commission		The challenges associated with the Limited Commission being an external organization but still relying on Council for key decisions and approvals will reduce its agility significantly.
Full Commission		The Full Commission's ability to make decisions and quickly reprioritize as needed makes it more agile and flexible than the other models.
Regional Division		The Regional Division benefits from its location within the Regional structure to make best use of shared services and understand competing priorities, but must still seek Council approval and coordinate with other Departments before taking action on strategic matters.

Full Commissions is more capable of reacting to environmental change, moving from idea to action, and mobilizing their workforce to pivot and respond to external pressure and needs.

Category: Governance and Operations

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Accommodates Future Growth

Accommodation of future growth speaks to the ability of the future transit entity to respond to projected ridership and service growth forecasted in the Future State Transit Service Plan.

Model	Assessment	Rationale
Limited Commission		Though exclusively focused on transit and able to leverage economies of scale, the Limited Commission may be less apt to making growth decisions with a regional lens.
Full Commission		The Full Commission's ability to make regionally-focused decisions and be flexible to growing and changing needs make it more able to accommodate it.
Regional Division		A Division's ability to secure ongoing funding, make regionally-focused decisions, and better coordinate with other regional services position it well to accommodate future growth.

The ability to accommodate future growth will be largely based on funding and ability to make regionally-focused decisions, thus making the Full Commission and Regional Division the strongest options.

Category: Governance and Operations

Public Perception

Public perception refers to the brand and image of the transit entity in the eyes of the citizens it is designed to serve.

Model	Assessment	Rationale
Limited Commission		At launch, a regionally-focused transit entity delivering integrated and equitable service to Niagara residents can be expected to receive favorable feedback from the public. However, neither a Commission or Regional Division governance model will hold an advantage in the long-term, as these systems have each received a share of scrutiny and critical attention from the public and media in the past. Ultimately, the new entity's perception will be built around its service consistency and quality, communication, branding initiatives, and accountability.
Full Commission		
Regional Division		

Either Commission or Regional Division model options are equally susceptible to scrutiny given historical controversies, and risk mitigation strategies and proper accountability measures will need to be incorporated into any chosen model.

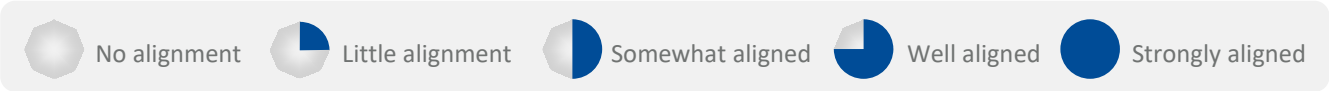
Model Options, Analysis, and Recommendation

Summary of Analysis: Financial Impact

Summary

The financial implications of implementing and operating the integrated transit entity.

Criteria	Description	Limited Commission	Full Commission	Regional Division
Lower Cost of Implementation*	The costs of implementing each model are associated with the complexity and the size of the organizations proposed.			
Operating Cost Efficiency*	Operating costs and efficiencies relate to how much a transit agency will spend, but more importantly how effectively those dollars are allocated to services throughout the region.			
Financial Decision Making	Financial decision making refers to decisions leading to transit operating and capital costs, and decisions regarding how to generate the necessary funding, and ability to secure budget approvals.			
Potential for Ongoing Financial Support	The potential for ongoing financial support to fund the necessary investment to build and maintain a transit network which offers seamless travel within Niagara, while also supporting connections with GO Transit services.			



With regards to Costs of Implementation and Operating Cost Efficiency, a full circle represents lower relative costs

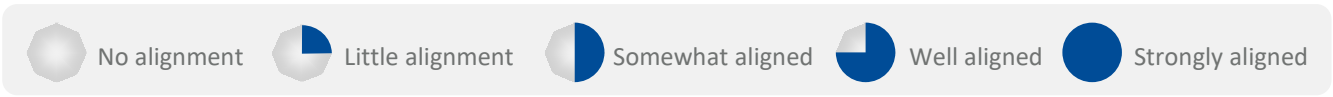
Category: Financial Impact

Lower Cost of Implementation*

The costs of implementing each model are associated with the complexity and the size of the organizations proposed.

Model	Assessment	Rationale
Limited Commission		Both the Limited and Full Commission models will require an investment in start-up costs. These costs would include the legal costs associated with establishing the Commission in the Municipal Act and associated local bylaws as well as selecting and moving staff and physical resources to a consolidated office location.
Full Commission		
Regional Division		Implementing a Regional Division in municipal bylaw will likely require less effort. However the costs are not anticipated to be substantially lower than the Commission models.

The governance model options are anticipated to have similar order of magnitude' implementation costs

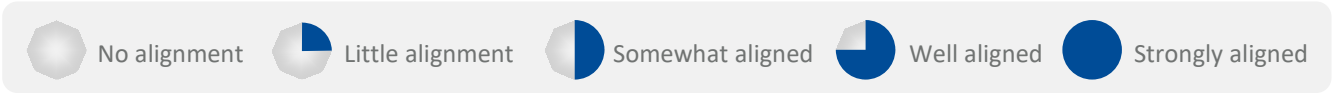


Operating Cost Efficiency*

Operating cost efficiency relates to how effectively those operating expenses are at providing highly efficient transit services.

Model	Assessment	Rationale
Limited Commission		The Limited Commission will have budgetary restrictions and be required to provide the desired service levels within their approved annual budget. However, a Limited Commission may receive greater local area municipality input on day-to-day service-related decisions which may result in changes to service that require sacrifices to service efficiency to address other priorities.
Full Commission		The Full Commission will likely have the greatest budgetary restrictions and will have to ensure that all operations and unanticipated changes to the service are accommodated within their approved annual budget. As such, they will likely be required to provide the most effective service within their financial means.
Regional Division		Regional Division will have greater budgetary flexibility, being able to capitalize on budget savings in other regional departments to make unanticipated changes to service. Additionally, a Regional Division may receive greater local area municipality input in day-to-day service-related decisions which may then be supported by budgetary amendments at council rather than identifying internal efficiencies.

A Full Commission could provide the greatest value for operating expenses invested in service by ensuring that services are allocated as efficiently as possible within budgetary constraints. This trend seems to be supported by peer agency review.



**With regards to Costs of Implementation and Operating Cost Efficiency, a full circle represents lower relative costs*

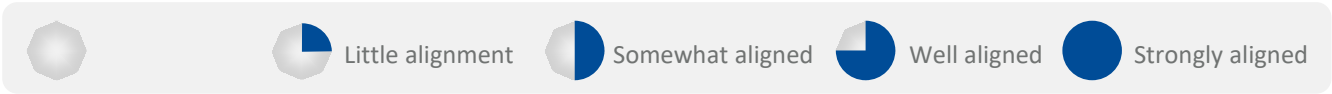
Category: Financial Impact

Financial Decision Making

Financial decision making refers to decisions leading to transit operating and capital costs, along with decisions regarding how to generate the necessary funding, and the ability to secure budget approvals.

Model	Assessment	Rationale
Limited Commission		The Limited Commission defers to Council for all strategic decisions, which are informed by recommendations from the Commission.
Full Commission		Apart from annual operating and capital budget approvals, all financial decisions are made by the Commission.
Regional Division		The Regional Division must take a broader look at regional priorities when recommending action to Council.

Regional Council holds the ultimate financial decision-making responsibility through the approval of the annual budget for all models, but the Full Commission Model has the most independence to make strategic decisions which drive financial outcomes for transit services.



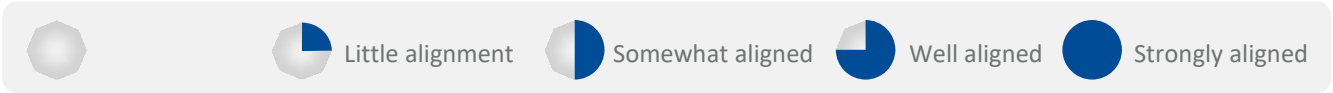
Category: Financial Impact

Potential for Ongoing Financial Support

The potential for ongoing financial support to fund the necessary investment over several years, to build and maintain a transit network which offers seamless travel within Niagara, while also supporting connections with GO Transit services

Model	Assessment	Rationale
Limited Commission		Financial recommendations to Council may not be supported if they are deemed to be too locally focused or not viewed as forwarding regional priorities. The budget request would be separate from the Region's internal budgetary process.
Full Commission		While exclusively focused on transit, the Full Commission may be less aligned with other regional priorities and achieve less Council support. The budget request would be separate from the Region's internal budgetary process.
Regional Division		This model offers the closest integration with other regional priorities and thus increases the potential for ongoing financial support.

Regional Council holds the ultimate financial decision-making responsibility, and the Regional Division offers an advantage by being integrated and aligned with other internal Regional priorities and can leverage this to obtain ongoing financial support.



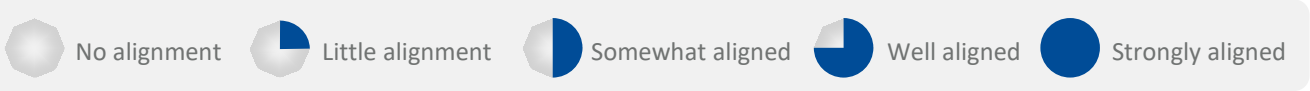
Model Options, Analysis, and Recommendation

Summary of Analysis: Stakeholder Input and Equity

Summary

Stakeholder Input and Equity is the degree to which the integrated transit entity makes decisions in the best interest of the region, balances regional transit priorities with regional equity, and allows for local municipal autonomy and input.

Criteria	Description	Limited Commission	Full Commission	Regional Division
Equity	Ability to balance the needs and perspectives of larger and smaller municipalities.			
Serves the Public Interest	The degree to which the integrated transit agency can make decisions that contribute to the broader public good and the region's aspirations overall, and informed by public engagement and input.			
Municipal Input	The degree to which local area municipalities will be able to provide input into service planning and delivery decisions, while also maintaining local autonomy.			



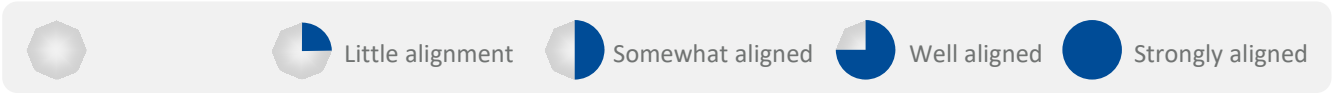
Category: Stakeholder Input and Equity

Equity

A transit entity with greater consideration of equity will be able to balance the various needs and interests across Niagara Region, and can implement decisions that may not always be the most popular, cost-effective, or well received by a particular community.

Model	Assessment	Rationale
Limited Commission		Due to the Limited Commissions more diverse and LAM-representative composition it is better suited to take on broader municipal input into the design of standards and strive to make them more equitable.
Full Commission		The Full Commission's independence allows it more flexibility to effectively apply the standards, however it is less effective at incorporating a regional focus.
Regional Division		This model can more effectively design standards through a broader approach to equity, but is less suited to apply the standards without influence.

The Limited Commission holds a slight advantage in terms of ability to promote equitable transit service delivery through more diverse and transit-focused decision making, and less impacted by external influence and political considerations.



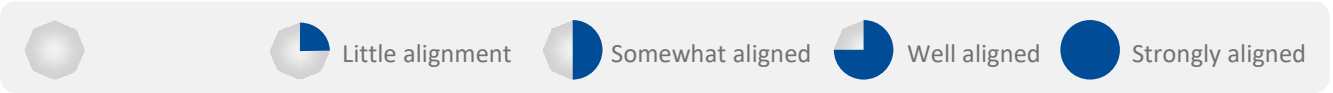
Category: Stakeholder Input and Equity

Serves the Public Interest

The degree to which the integrated transit agency can make decisions that contribute to the broader public good and the region's aspirations overall, and informed by public engagement and input.

Model	Assessment	Rationale
Limited Commission		A Commission model, whether Limited or Full, is similarly able to gather public input on transit services, in a more focused manner through an emphasis on transit users to inform decision making and long-term plans. It is recommended that an advisory committee be considered to ensure that stakeholder input is heard and reflected within the Commission model.
Full Commission		
Regional Division		Long term planning for transit should not only consider community, and the built environment but can influence future decisions made for the region to align transit and broader community needs.

A Regional Division holds an advantage, as the Region already provides a multitude of services that are connected to transit planning. Leading practices demonstrate that transit cannot be viewed as an isolated service, rather it is integrated with other disciplines.



Category: Stakeholder Input and Equity

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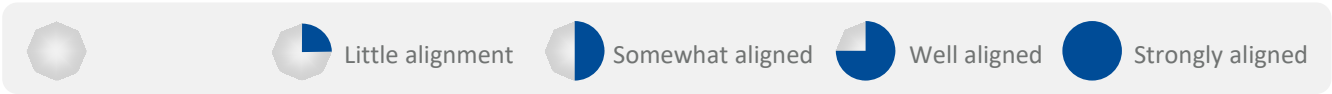
Appendix 2

Municipal Input

The degree to which local area municipalities will be able to provide input into service planning and delivery decisions, while also maintaining local autonomy to influence tax policy related to municipal transit to enhance or increase local service.

Model	Assessment	Rationale
Limited Commission		This model provides LAMs with the greatest degree of input and influence over transit decision making through Regional Council and the representative Commission.
Full Commission		The Full Commission model is more independent and provides flexibility for LAMs to exert local autonomy and increase local services, but decreases their direct influence on overall decision making.
Regional Division		A Regional Division leverages existing decision-making structure and representation within Regional Council to make decisions regarding transit operations.

Overall, both Commission models allow for comparable degrees of municipal input into transit-related decisions and autonomy to influence local service, though the Limited Commission allows for more direct LAM input.



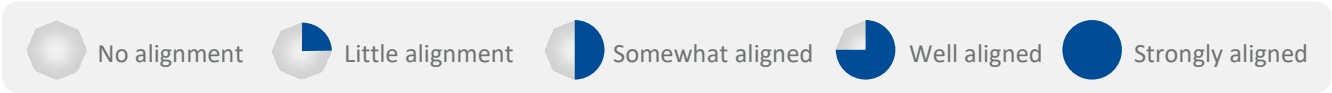
Model Options, Analysis, and Recommendation

Summary of Analysis: Ease of Implementation

Summary

The complexity associated with transitioning from current state to the integrated transit entity.

Criteria	Description	Limited Commission	Full Commission	Regional Division
Staffing Resources Impacts	Degree of suitability of the model with regards to transferring human resources to new entity, including the impact on FTE count.			
Labour Relations	Degree of suitability of the model with regards to conducting negotiations and harmonizing collective agreements.			
Legal Implications	Degree of suitability of the model with regards to the legal formation of the new transit entity.			
Asset Transfer Implications	Degree of suitability of the model with regards to implementing the Cummings Principle to the required transfer of assets from the local municipalities to the new entity.			



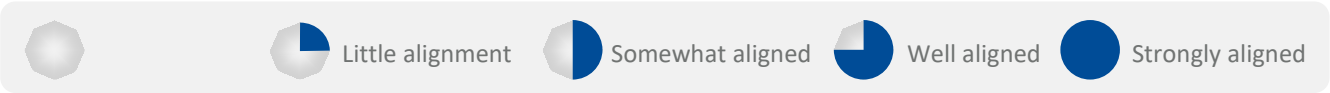
Category: Ease of Implementation

Staffing Resources Impacts

Degree of suitability of the model with regards to transferring human resources to new entity, including the impact on FTE count.

Model	Assessment	Rationale
Limited Commission		A Limited Commission may require the same or greater investment in staff resources than a Full Commission in order to handle the more frequent interactions with Regional Council despite the natural opportunities for increased utilization of shared services over a Full Commission.
Full Commission		A Full Commission will require greater investment in in-house staff resources since it will likely duplicate the majority of services that could otherwise be shared in a Regional Division.
Regional Division		A regional division will benefit from shared services in lowering their dedicated headcount. However, it is unclear what the FTE impact would be on the divisions responsible for providing the shared services.

The Regional Division will benefit from shared services opportunities to lower the headcount over either commission models. However, consideration must be made for the staffing required in partner divisions that will provide those shared services.



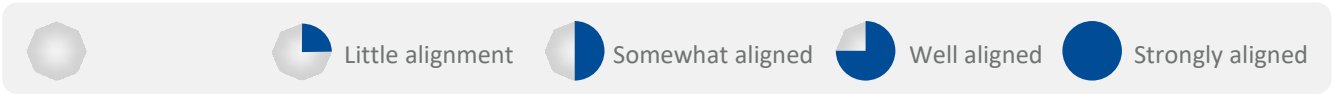
Category: Ease of Implementation

Labour Relations

Degree of suitability of the model with regards to conducting negotiations and harmonizing collective agreements.

Model	Assessment	Rationale
Limited Commission		While a Limited Commission would be a separate entity and engage in its own bargaining practices, it is likely that decisions will be guided by CBA's already negotiated at other Regional entities.
Full Commission		A Full Commission would have full autonomy over its bargaining agreements with the transit unions across the region, and the shared understanding of transit operations will benefit negotiations to a greater degree than other models.
Regional Division		A Regional Division will be beholden to negotiations and other agreements already in place in other Regional entities. Additionally it is possible that with other bargaining priorities the Region may not be able to negotiate.

Since a full commission will have the greatest autonomy over its own labour relations, it is likely that it will be easiest to transition these resources and agreements of the three proposed models.



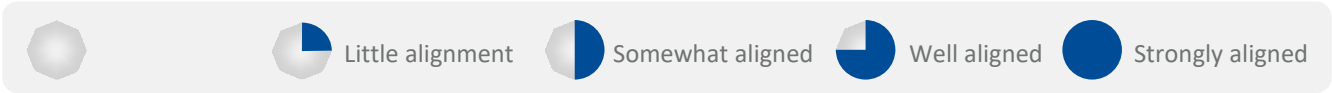
Category: Ease of Implementation

Legal Implications

Degree of suitability of the model with regards to the legal formation of the new transit entity.

Model	Assessment	Rationale
Limited Commission		Both commission models will require an extensive municipal engagement process in order to change the Municipal Act to form the Transit Commission. This will likely involve obtaining the Triple-Majority from local city councils prior to passage at Regional Council. Only then will the amendment be submitted to the Province for approval. Establishing an appropriate mechanism for local municipalities to exercise their autonomy would be critical in the establishing amendments and how their representation on the commission is structured.
Full Commission		
Regional Division		A regional division can be established directly by Regional Council through a bylaw amendment that allows the Region to assume responsibility of transit services. Negotiating the transfer of transit assets, liabilities and operating agreements may be met with some resistance from the local municipalities and establishing appropriate mechanisms to maintain local autonomy could be challenging.

While the Regional Division will be the most straightforward governance model to implement, owing to the fact that it should not require amendments to the *Municipal Act*, its acceptance by the local municipalities may be contingent on an appropriate mechanism to ensure their local autonomy over decision-making, particularly as it relates to their continued inclusion within this entity and the negotiation of asset transfer.



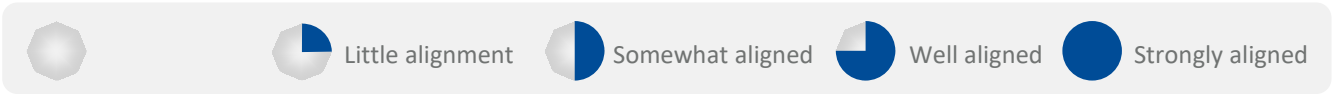
Category: Ease of Implementation

Asset Transfer Implications

Degree of suitability of the model with regards to implementing the Cummings Principle to the required transfer of assets from the local municipalities to the new entity.

Model	Assessment	Rationale
Limited Commission		With the Limited Commission reporting directly to Regional Council on an ongoing basis for decision-making, there may be some concerns with respect to turning over local control of assets to a commission with less independence.
Full Commission		A Full Commission will likely be best positioned to negotiate the transfer of assets, particularly if sufficient independence is established from Regional Council, and appropriate local municipal representation is provided.
Regional Division		Since a Regional Division will be managed directly by Regional Council without ongoing decision-making input from local municipalities, it is possible that there could be concerns regarding asset transfer from the local municipalities.

The Full Commission is best suited to accomplish the asset transfer through the implementation of the Cummings Principle so long as it is established as sufficiently independent from Regional Council.



Model Options, Analysis, and Recommendation

Recommended Model

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Summary of Analysis

A side-by-side comparison showing where each model performed best within each evaluation criteria. Based on the in-depth analysis conducted, the Full Commission ranked higher in most categories.

	Criteria	Neutral across all models	Limited Commission Preferred	Full Commission Preferred	Regional Division Preferred
Governance & Operations	Authority and Accountability in Driving Change			✓	
	Agility and Flexibility			✓	
	Accommodates Future Growth			✓	
	Public Perception	✓			
Financial Impact	Lower Cost of Implementation	✓			
	Operating Costs and Efficiencies			✓	
	Financial Decision Making			✓	
	Potential for Ongoing Financial Support				✓
Stakeholder Input and Equity	Equity		✓		
	Serves the Public Interest				✓
	Municipal Input		✓		
Ease of Implementation	Staffing Resources Impacts				✓
	Labour Relations			✓	
	Legal Implications				✓
	Asset Transfer Implications			✓	

Recommendation: Full Commission

As the analysis demonstrates, the preferred model and recommendation is the Full Commission.

Limited Commission

- Transit Service is governed by a regional commission with representation from local elected officials.
- Commission reports to Regional Council
- Strategic decision making for Transit Service is directed by Regional Council
- Relies on corporate services but retains transit-related services in-house

Full Commission

- Distinct entity independent from Regional Council
- Governed by a board of appointed members, equitably selected by Regional Council
- Responsible for all transit planning and delivery
- Budget allotment approved by Regional Council
- Makes limited use of Regional services except where service sharing does not impede agility or independence

Regional Division

- Division within Niagara Region's Public Works department
- Regional Council remains the governing body of the transit division
- Strategic decision making for Transit Service is directed by Regional Council
- Integrated into the Regional administration similar to other service delivery departments

The Full Commission model brings the right degree of autonomy and flexibility to innovate, drive growth, and meet the diverse and changing needs of the region.

Benefits of the Full Commission

Ultimately, the analysis led to the conclusion that the Full Commission is the most suitable model for Niagara. While many factors went into this recommendation, two of the chief benefits that made the Full Commission more attractive than other models were:

The Autonomy of the Full Commission

- The independence of the Full Commission grants it several advantages that make it the most suitable option for the growth potential of transit in Niagara.
- With this independence, the Full Commission can remain more focused solely on transit and is more capable of formulating its own responses to trends and pressures, making and owning decisions, and driving necessary change at a strategic and operational level.
- This governance model is able to move from idea to action quickly and reprioritize its resources to meet emerging demands and accommodate growth.
- The autonomy of the Full Commission provides it advantages with respect to negotiating important elements such as collective bargaining agreements and the transfer of assets.

The Financial Benefits

- The Full Commission will likely have the most cost-efficient service, in part due to a more streamlined decision-making process and being restricted to provide the most effective service within the means previously defined in the annual budget.
- From a dollars and cents perspective, a Full Commission is the more costly of the models in terms of administrative costs, but less costly on a per trip basis than other models due to a higher utilization of services.
- This is particularly important when looking to the future and considering what ridership growth may be, and how services may expand to serve regional needs.
- The Full Commission has the greatest flexibility to make strategic decisions which drive financial outcomes for transit services and is best positioned to make regionally-focused investments in service growth.

The Full Commission is best suited to grow transit in the region while delivering the high quality, innovative, and seamless transit services that the citizens of Niagara deserve

Risks and Considerations

Identifying risks and developing mitigation strategies will be an important consideration for the implementation of the Commission model. While a more detailed exploration of risks is contained in the Transition Plan, some important elements to consider include:

Public Perception	While the launch of an independent entity designed to make regional transit easy and affordable for residents is likely to be viewed positively in the eyes of the public, the independence of a Full Commission could be a drawback as well, given that Regional Commissions in Niagara have previously faced accusations related to transparency and accountability. It will be particularly important moving forward that the Full Commission build and maintain open communication and engagement with the public, LAMs, and Regional Council, and continually instill confidence with these stakeholders through strong service and accountable governance and operations.
Misalignment with Regional Priorities	With its separation from the Regional structure, there is a risk that a Full Commission will not be aligned with other Regional priorities and services. This could include initiatives related to poverty reduction, economic development, environment, accessibility, and more. Developing strong communication channels and a culture of inter-municipal collaboration, providing regular updates to Regional and Municipal Councils, and viewing transit as a service to be integrated with other priorities, rather than isolated, will be critical to ensuring the integrated entity contributes to overall development of the region.
Complexity of Integration	Creating a new entity is a complex and challenging undertaking that will require the coordination and support of many different stakeholders. The implementation of this entity, from preliminary engagement of LAMs, to passage at a Council level, to the official launch will require significant and dedicated financial and human resources. Failure to commit what is needed for implementation could result in delays and overruns. Having the proper resources in place to launch this entity will be critical for navigating the complex early stages of transition.

Model Options, Analysis, and Recommendation

Organizational and Governance Structure Recommendations

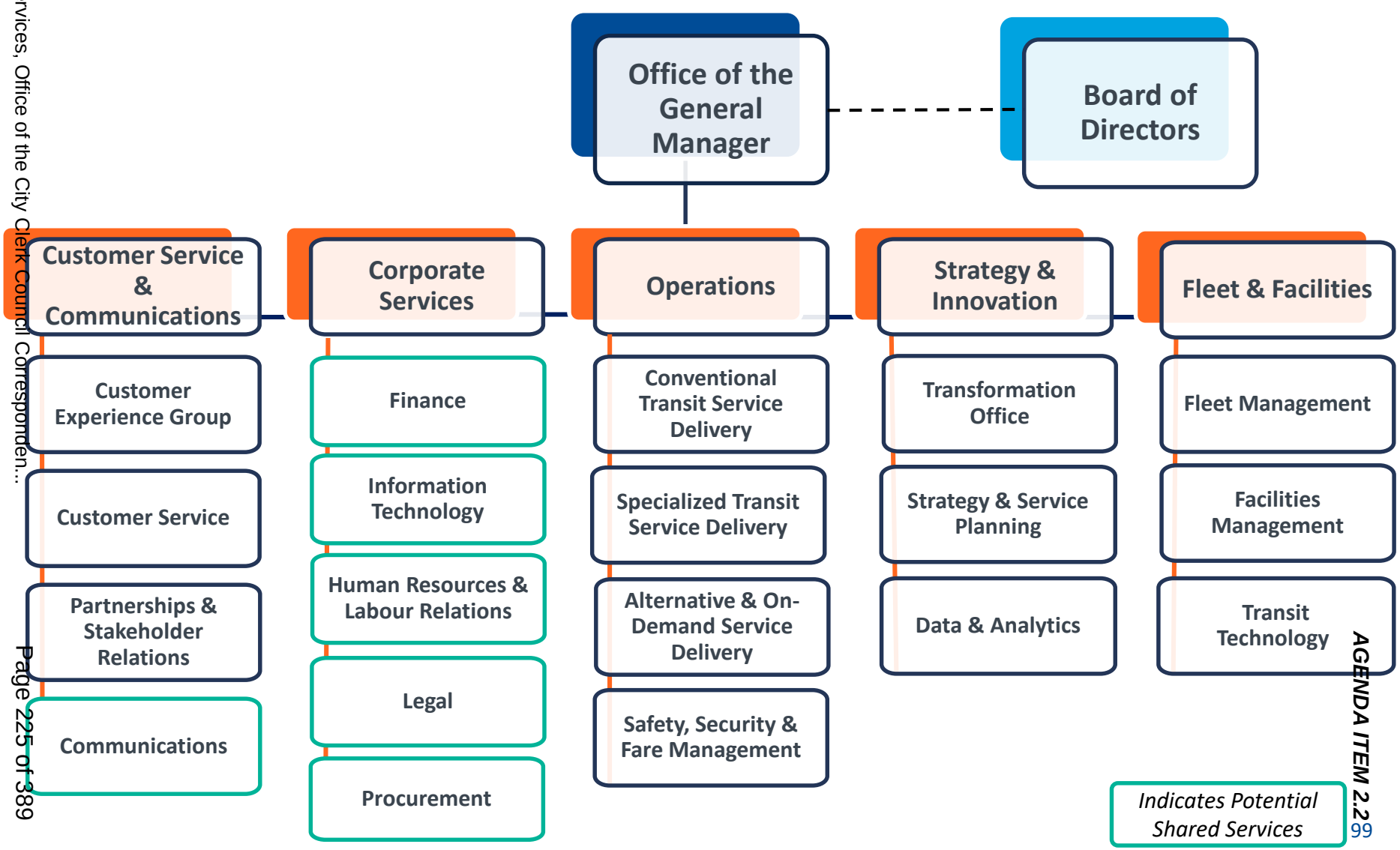
Overview

An organizational and governance structure for the new Commission model must be determined. Listed in this section are recommendations regarding key functional areas to include in the organizational structure, as well as considerations and a recommended composition for the Commission governance structure.

- As it relates to the organizational structure, a series of functional areas have been recommended for the consideration of the Commission. These can be amalgamated or divided as the Commission sees fit, however it is important to note that the span of control (the number of pillars across the organization) should complement the size of the organization and preferred leadership structure and encourage cross-functional collaboration.
- The organizational structure and positions within it (*titles and positions shall be determined by the Commission*) should be continually reassessed to ensure that it fits the strategic objectives of the Commission.
- The proposed composition of the Commission took into consideration different models, and best practices for good governance, and should be reviewed after 2 to 3 years of operation, by an independent third party to ensure that the board's size, composition and skills ensure it is an effective governing body and achieving the strategic objectives of the Commission.
- Both the organizational and governance structures of the Commission are preliminary and would be confirmed through the transition and implementation activities, by the Commission.

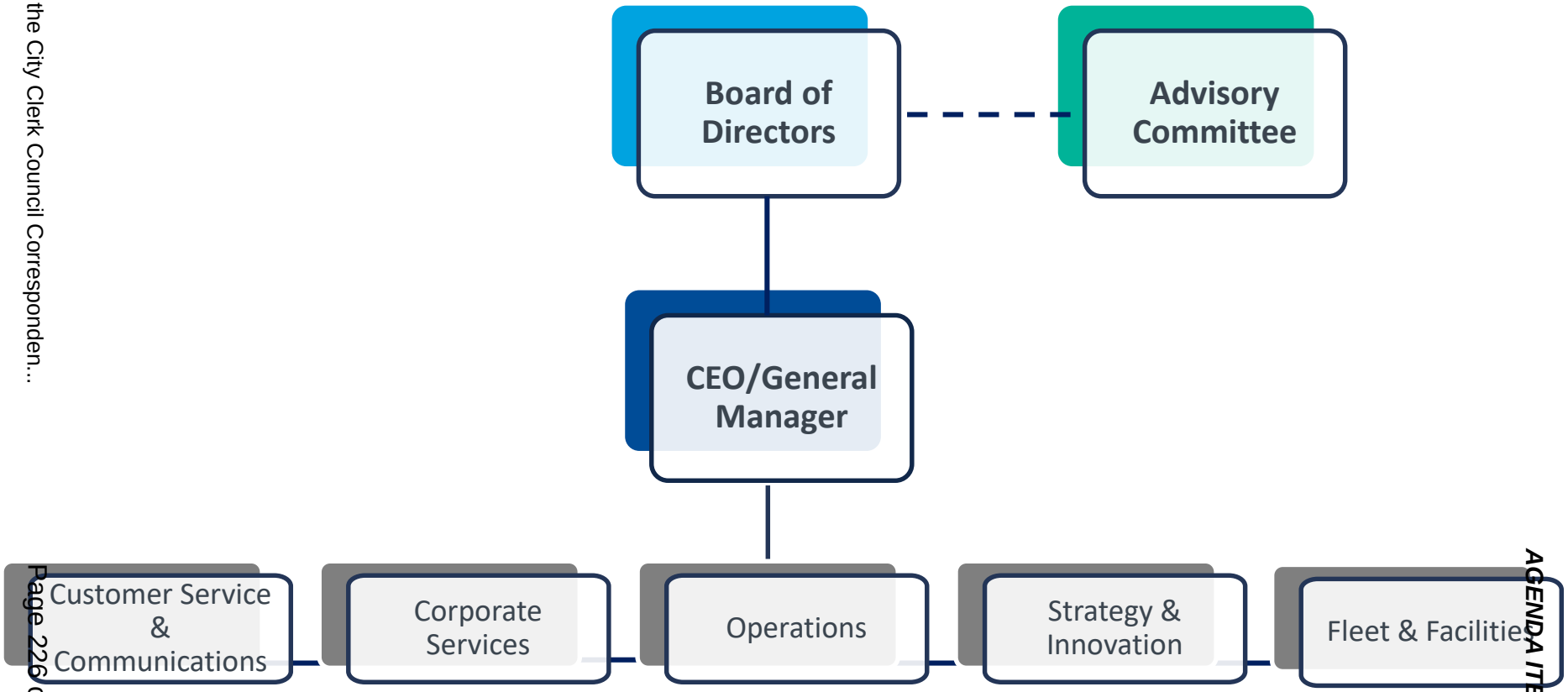
Proposed Organizational Structure

Outlined below is the proposed organizational structure for the Commission:



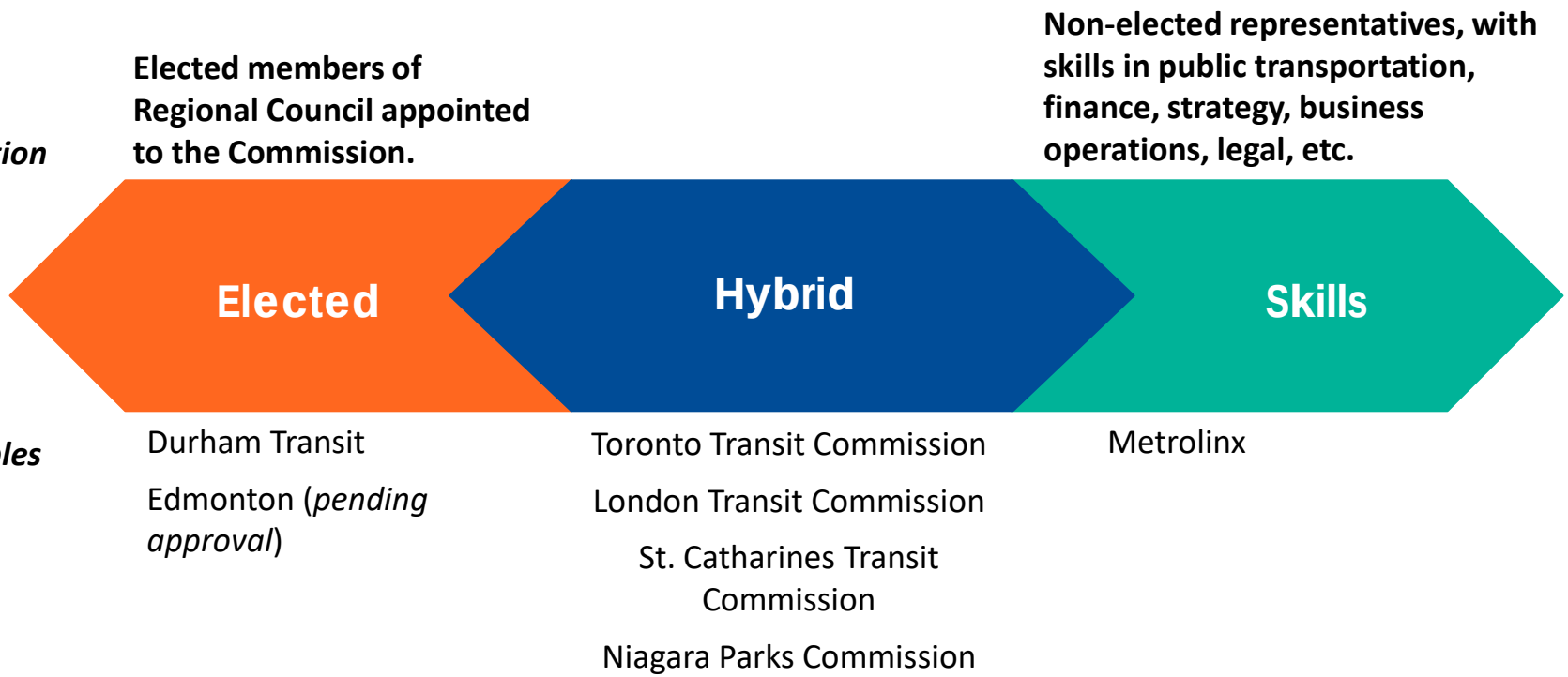
Proposed Governance Structure

Outlined below is the overall reporting structure for the proposed governance structure of the Commission. The CEO or General Manager would report to the board whereas the Advisory Committee provides non-binding advice to the Commission.



Commission Membership Options

Membership structure of the Commission may fall on a continuum similar to the one below, each with its own advantages and challenges. Whereas elected officials are accountable to the public and represent local municipal interests, skills-based members bring a diverse set of skills and are less restrained by municipal interests.



A hybrid governance structure is recommended for Niagara, as it allows a combination of elected officials and skills-based members to provide guidance and oversight

Membership Recommendations

The recommended structure is a hybrid, including elected officials and skill-based members for effective and balanced governance of the Commission.

- A hybrid board governance structure is recommended for Niagara, as it provides a combination of elected officials and skills-based members. This allows member municipalities to represent local interests and for elected officials to have stewardship over the resources allocated to the Commission. In addition, skilled members can fill any gaps in skills or experience particular to the Commission through those who have experience in the industry or more broadly.

- The proposed governance structure should be reviewed after 2 to 3 years of operation, by an independent third party to ensure that the board's size, composition and skills ensure it is an effective governing body and achieving the strategic objectives of the Commission.

- In recommending the proposed governance body, the size of the body as well as the breakdown of elected and skilled members was considered. In line with leading practices, a board between 7 and 12 members is recommended for effective and efficient decision making. The proposed composition also took into consideration the dynamics between elected and skilled members and ensured that there was an almost even split between the two constituencies of the board for balanced oversight.

- It is recommended that a Nominating Committee of the Regional Council should select the Chair from among elected officials and the Vice-Chair be selected from among the skilled members for balanced leadership.

- Alternatively, a larger number of elected representatives of the local area municipalities was considered, however due to the reporting relationship to Regional Council, it was determined that the voice of elected members would be well represented.

Note: Any previous relationships and governance bodies for transit reporting would cease to exist once the Commission has been established (i.e. the Linking Niagara Transit Committee, NGTS CAO Working Group and the Inter-Municipal Working Group (IMTWG))

Proposed Composition of the Commission

Outlined below is the proposed composition of the Commission, which would be appointed by a Nominating Committee of the Regional Council.

Members of Regional Council

(1) **Welland**
(1) **St. Catharines**
(1) **Niagara Falls**
(2) **Niagara Municipalities** [*Selected amongst representatives of: West Lincoln, Lincoln, Grimsby, Pelham, Thorold, Niagara on the Lake, Wainfleet, Fort Erie, and Port Colborne*]

Skill-based or Public Members

(4) Skills-based or Public members (appointed/nominated)

Ex-Officio

(1) General Manager (non-voting member)

9 voting members

Membership Criteria

Skills based or Elected Public members of the board would be appointed based on their qualifications, and their ability to contribute to strategic decision making.

Skills based or Elected Public members of the board shall have executive-level and governance experience with a range of skills, knowledge, and experience with one or more large organizations. These members may provide knowledge on several different perspectives including finance, human resources, legal, public transit, etc. Some criteria that is considered for public members includes, but is not limited to:

- strategic business management;
- financial management, accounting, law, and engineering;
- customer service or marketing management;
- management or planning with a rail or public transit organization, or understanding and/or experience with transit operations;
- transformative change management;
- formulation and/or management of public-private partnerships;
- capital project/construction management or capital procurement/supply chain management;
- operations and information technology;
- labour relations/industrial safety management; or,
- professional knowledge and working experience of urban sustainability, intersectionality, and inclusive governance.

Proposed Advisory Committee

In order to incorporate the local and public interests within the region into the decision-making structure of the Commission, an Advisory Committee is recommended.

Advisory Committee

(12) Niagara region residents
(2) Members of the Accessibility Advisory Committee
(2) Member of a student association from Niagara College and Brock University
(1) Member of Niagara Chamber of Commerce
(1) General Manager, or designate

- The composition of the Advisory Committee should balance the membership structure of the Commission and can have input into the policies, procedures and operational concerns
- The Advisory Committee would be supported by Commission, and it is recommended they meet 1 to 2 times annually, as needed.
- By establishing an advisory body, the Commission will gain insights into current and upcoming challenges or opportunities and explore these in a thorough way
- It is recommended that a blended approach of broad public consultation and soliciting input of the advisory committee be employed

Model Options, Analysis, and Recommendation

Summary

Summary

The development and analysis of model options, along with the recommendation of the Full Commission, represent one of the most significant undertakings of this study.

Key Takeaways

Following the completion of the current state review, the jurisdictional scan, and the development of the future state plan, three potential governance models were developed.

An analysis of each model option was performed against a range of evaluation criteria to determine which model was the preferred option for Niagara.

While all models have the potential to successfully integrate and lead transit services in Niagara, the Full Commission Model was recommended as it brings the right balance of autonomy and flexibility to innovate, drive growth, and meet the diverse and changing needs of the region.

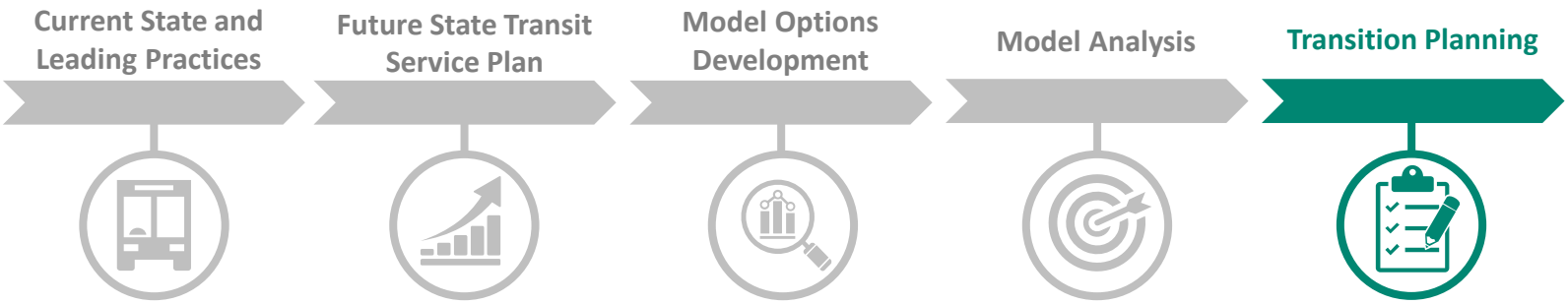
A nine member hybrid governance structure has been recommended as it allows a combination of elected officials and skills-based members to provide guidance and oversight of the Commission.

Niagara Transit Governance Study

Transition Planning

Introduction

The fifth and final phase of this study involved plotting out the key steps and timelines required to amalgamate all of the transit systems in the region into the recommended Full Commission Model.



Planning for Change

Once an integrated transit governance model was identified and recommended for Niagara, the final phase of this project involved outlining implementation activities* needed to move existing transit services and their supporting resources into this integrated model. In order to ensure a thorough and feasible transition from the current to future state, a five-phase transition plan was developed that identified the key milestones and the expected timelines for their completion.

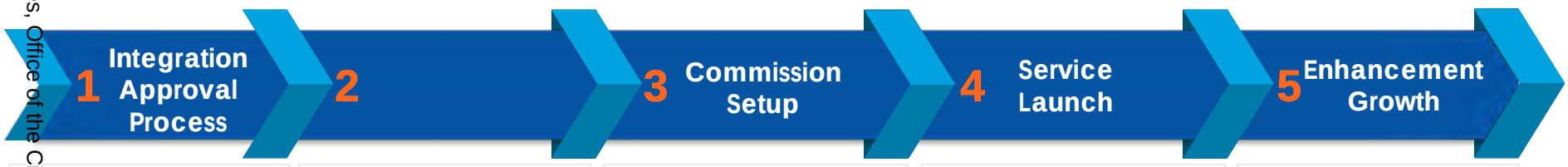
The transition to this integrated system, from preliminary approval all the way through to the new organization taking charge of transit services in Niagara, is expected to take approximately two years, with additional time then required before new services can be launched. In fact, a principle in the development of the Transition Plan was to limit service enhancement and growth activities in the first years of operation. A key learning from the jurisdictional scan was to avoid taking on too many new initiatives early in the life of the Commission and focus rather on integrating existing services and stabilizing operations over a few years before beginning major projects.

In the following slides, please find a high-level summary of the Transition Plan, which provides an overview of key steps and timelines for each phase of implementation. This section also ends with a summary of forecasted costs of the transition to the integrated transit system.

It should be noted that while this Transition Plan recommends activities that need to be carried out, along with their sequencing, the group tasked with leading the transition will need to validate and refine this, and build-out further levels of detail to guide day-to-day activities.

Implementation Phases

Transition activities are divided across five distinct phases of work:

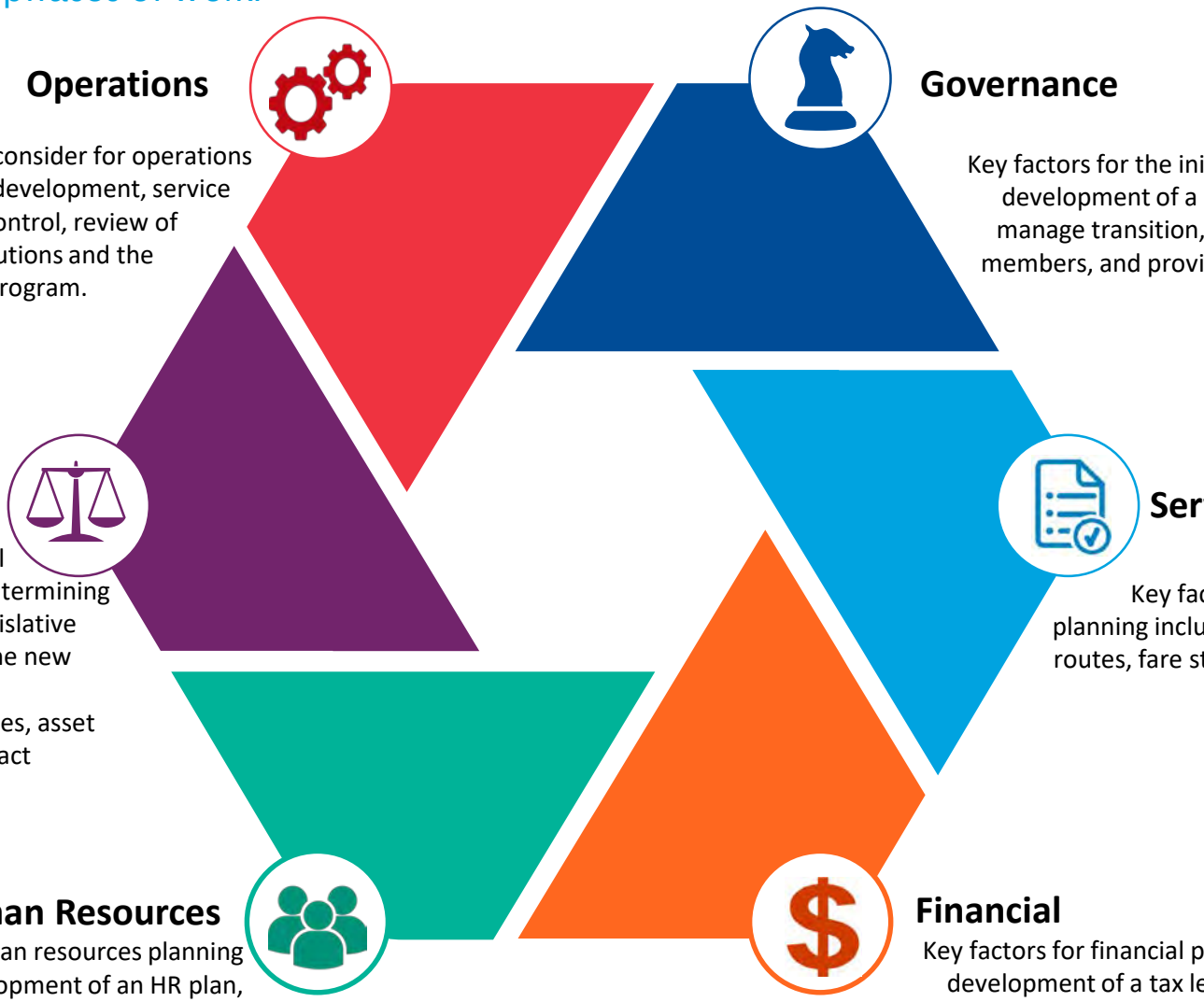


1 Integration Approval Process	2	3 Commission Setup	4 Service Launch	5 Enhancement Growth
Includes activities leading up to, and including, a phased political approval process that concludes with the submission of recommendations to LAM and Regional Councils to seek triple-majority approval to create the Commission	This phase of work encompasses activities related to the legal establishment of the Commission as a municipal service board and concludes with the appointment of members to the Commission	This phase includes work associated with getting the Commission ready to take on responsibility for transit services in the region, including establishing policies and processes, filling key roles, and negotiating and executing transfer agreements	This begins with the Commission officially taking on responsibility for transit services in the region and key activities for the first 2 years of operation to ensure a smooth transition	This phase includes longer-term activities that the Commission will undertake to continue developing its organization and planning for the future
Approx. 9 Months	Approx. 2 months	Approx. 1 Year	Years 1-2 of Operation	Year 3+ of Operation

Ongoing Project and Change Management Activities

Considerations for Transition Planning

Considerations for future-state planning encompassed six primary categories of activities within the phases of work:



Operations

Key factors to consider for operations include policy development, service dispatch and control, review of technology solutions and the maintenance program.

Governance

Key factors for the initial planning include the development of a governance structure to manage transition, appointing Commission members, and providing oversight for major integration activities.

Legal

Key factors for legal planning include determining the appropriate legislative requirements for the new integrated agency, development charges, asset transfers and contract management.

Service Delivery

Key factors for service delivery planning include determining transfer routes, fare structures, and standards development.

Human Resources

Key factors for human resources planning include the development of an HR plan, organizational structure design, and union negotiations.

Financial

Key factors for financial planning include the development of a tax levy plan, insurance, development charges and budgetary planning.

Transition Plan

Implementation Activities

Integration Approval Process Overview

(Approx. 9 months)

This phase of work includes all activities leading up to, and including, a two-phased political approval process that includes receiving an in-principle endorsement on recommendations, followed by the refinement of recommendations and their submission to LAM and Regional Councils to seek triple-majority approval to create the Commission

1

Seek In-Principle Endorsement

Recommendations will be presented to the LNTC and PW Committees, and to the LAMs to seek feedback and a preliminary in-principle endorsement on the creation of the transit Commission

2

Staff Report and Public Engagement

Conduct public consultations and incorporate feedback received on the transit governance recommendations and financial model into a staff report to be submitted to support the decision-making process to establish the Commission

3

Municipal Transfer Agreements

Draft agreements with LAMs who currently operate transit to outline the steps for transferring assets to the Commission from existing systems, and puts parameters around what transit-related decisions can be made by the LAMs so as not to impact transit integration or unfairly impact the residents

4

Vote to Move Forward with Commission Model

The first step in the legal process involves receiving a triple-majority vote to create a by-law that grants power for transit services to the Region so that the Region may then establish the Commission

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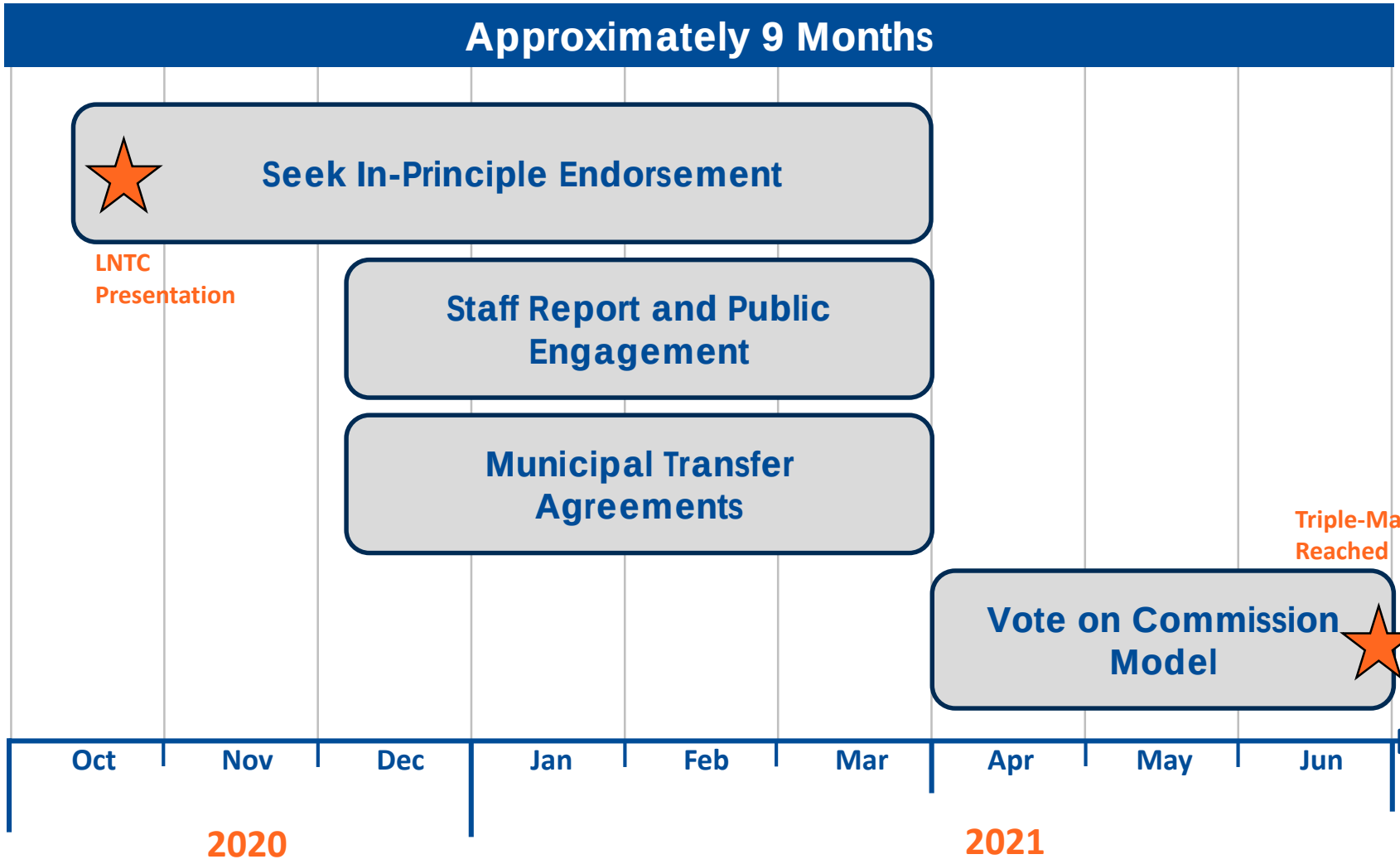
Integration Approval Process Timelines

This phase of work begins with the initial LNTC presentation and ends with the triple-majority vote to move forward with the Commission.



Commission Establishment Overview

(Approx. 2 months)

This phase of work encompasses activities related to the legal establishment of the Commission as a municipal service board and concludes with the appointment of members to the Commission

1

Legal Establishment of Commission

Pass a Regional by-law to create a Municipal Service Board (the Commission) and delegate control and management of transit services to this board

2

Setup Governance Infrastructure

Establish policies, procedures, committees, and reporting mechanisms for the Commission and formalize their oversight responsibilities during the transition period

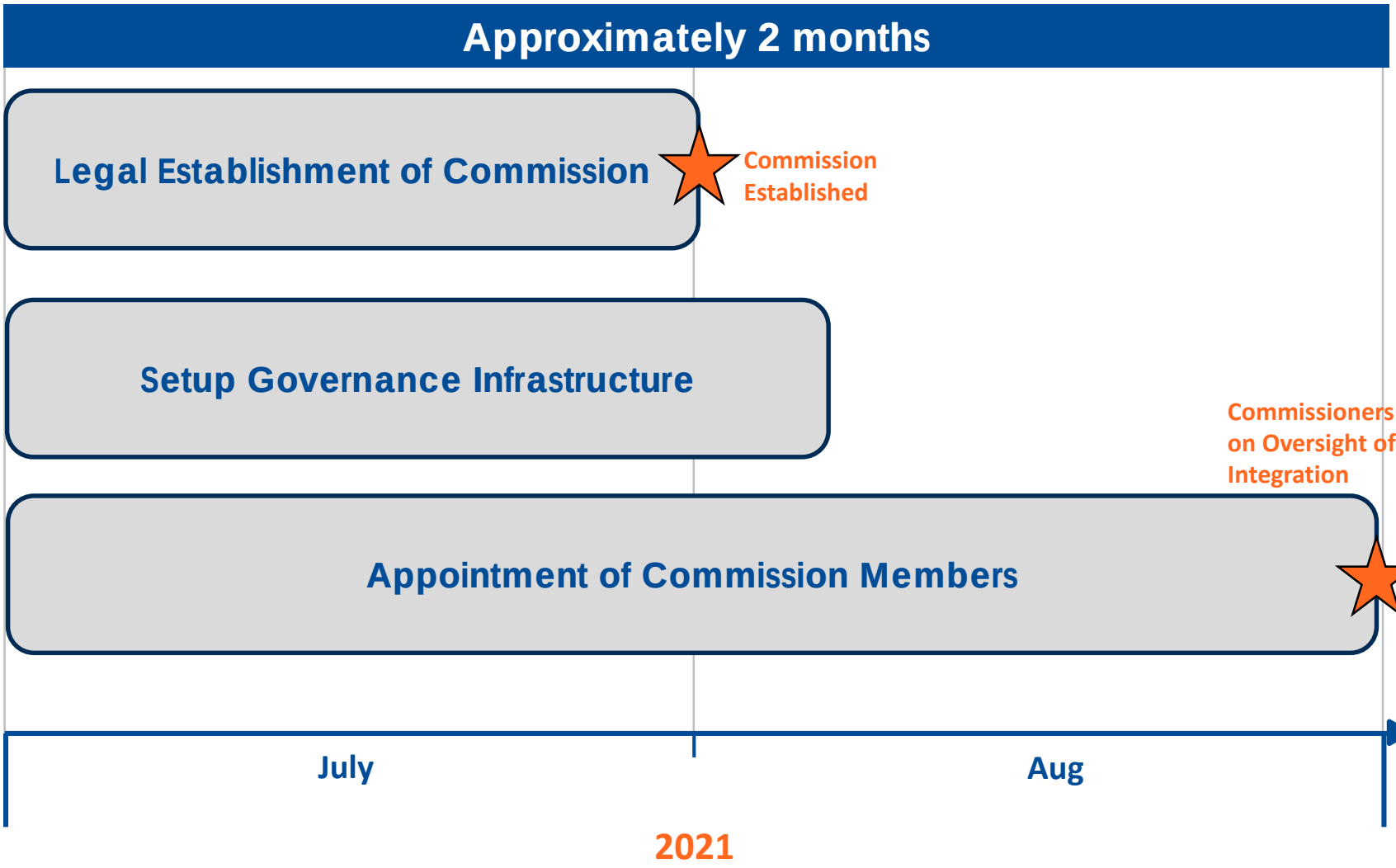
3

Appointment of Commission Members

Appoint individuals who will compose the members of the Commission based on agreed-upon Commission governance structure

Commission Establishment Timelines

This phase of work begins with the creation of a municipal service board (the Commission) and ends with the appointment of Commission members.



Commission Setup Overview

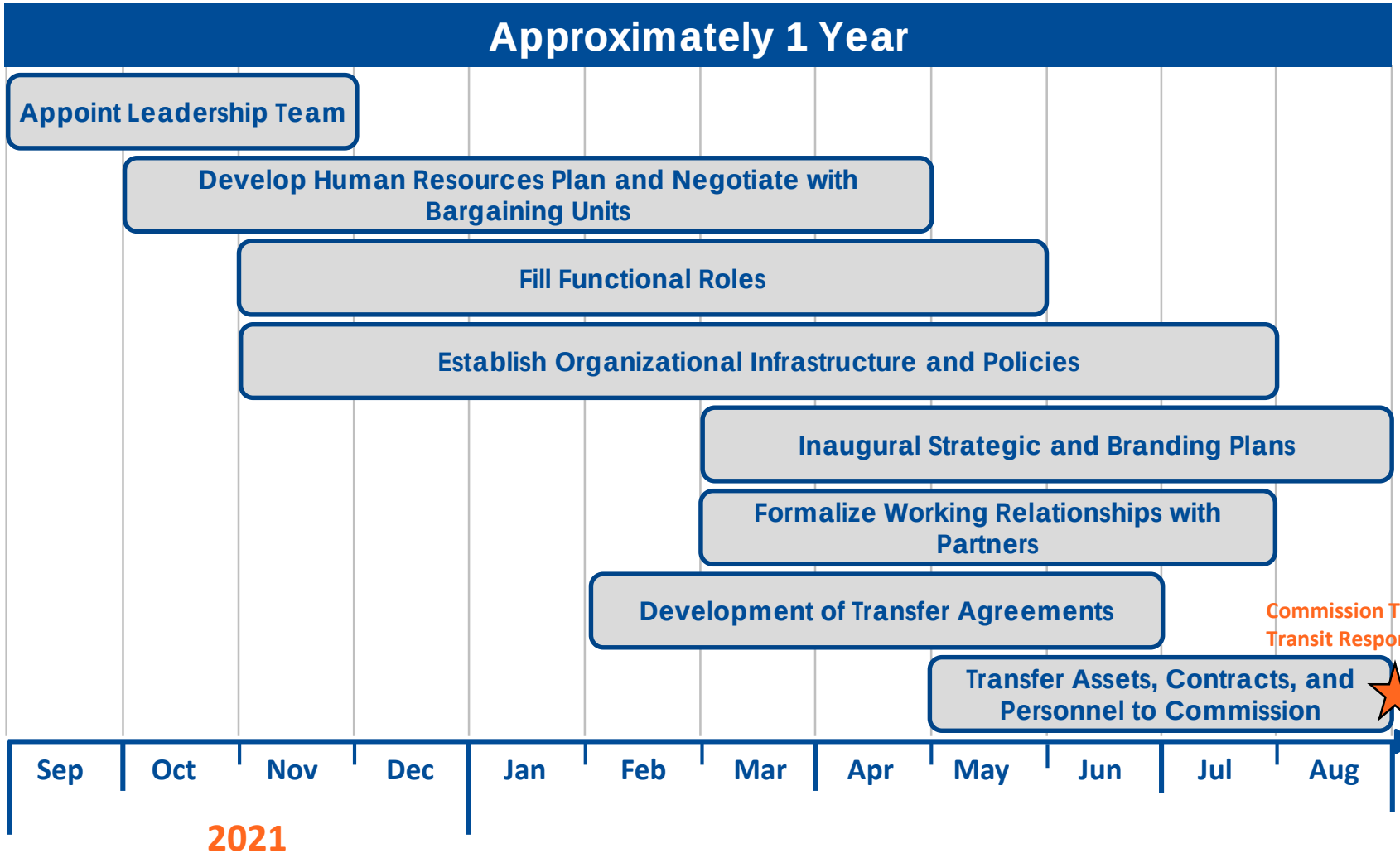
(Approx. 1 Year)

This phase includes work associated with getting the Commission ready to take on responsibility for transit services in the region, including establishing policies and processes, filling key roles, negotiating and executing transfer agreements

1. **Appoint Leadership Team**
   Identify the Commission's GM and SLT and confirm the structure of the organization to begin filling roles
2. **Develop Human Resources Plan and Negotiate with Bargaining Units**
   Develop a Human Resources and Change Management plan to guide all staff-related activities to setup Commission and begin negotiations with bargaining units
3. **Fill Functional Roles**
   Develop job descriptions/postings for functional positions and fill roles
4. **Establish Organizational Infrastructure and Policies**
   Develop key business infrastructure, policies, processes, and more required for day-one of service operations
5. **Inaugural Strategic and Branding Plans**
   Undertake strategic and branding plan exercises to guide the work of all staff and leadership and begin building a unified image for transit in the region
6. **Formalize Working Relationships with Partners**
   Begin development of formal working relationships with key partner organizations, including LAMs and Regional departments
7. **Development of Transfer Agreements**
   Formalize agreements between the Commission and existing transit entities detailing how assets, liabilities, and contracts will be transferred over to the Commission
8. **Transfer Assets, Contracts, and Personnel to Commission**
   Transfer of transit related assets and liabilities, and personnel, to the Commission from LAMs and Region to officially take over responsibility for transit in Niagara

Commission Setup Timelines

This work begins with the appointment of a senior leadership team, involves all work associated with getting the Commission setup to take on responsibility for transit services in the region, and ends with the transferring of assets and resources to the Commission.



Service Launch Overview

(Years 1 and 2 of Operation)

This begins with the Commission officially taking on responsibility for transit services in the region and key activities for the first years of operation to ensure a smooth transition

1

Launch of Transit Services

The responsibility for transit services across Niagara is transferred to the new Commission, with service levels being maintained while the existing systems cease operations

2

Performance Monitoring and Improvement

As the Commission takes on responsibility for transit services, performance monitoring is undertaken to ensure no interruption to service occurs. As the Commission stabilizes and the status quo starts to form, public engagement activities along with minor process and service enhancements are identified and implemented

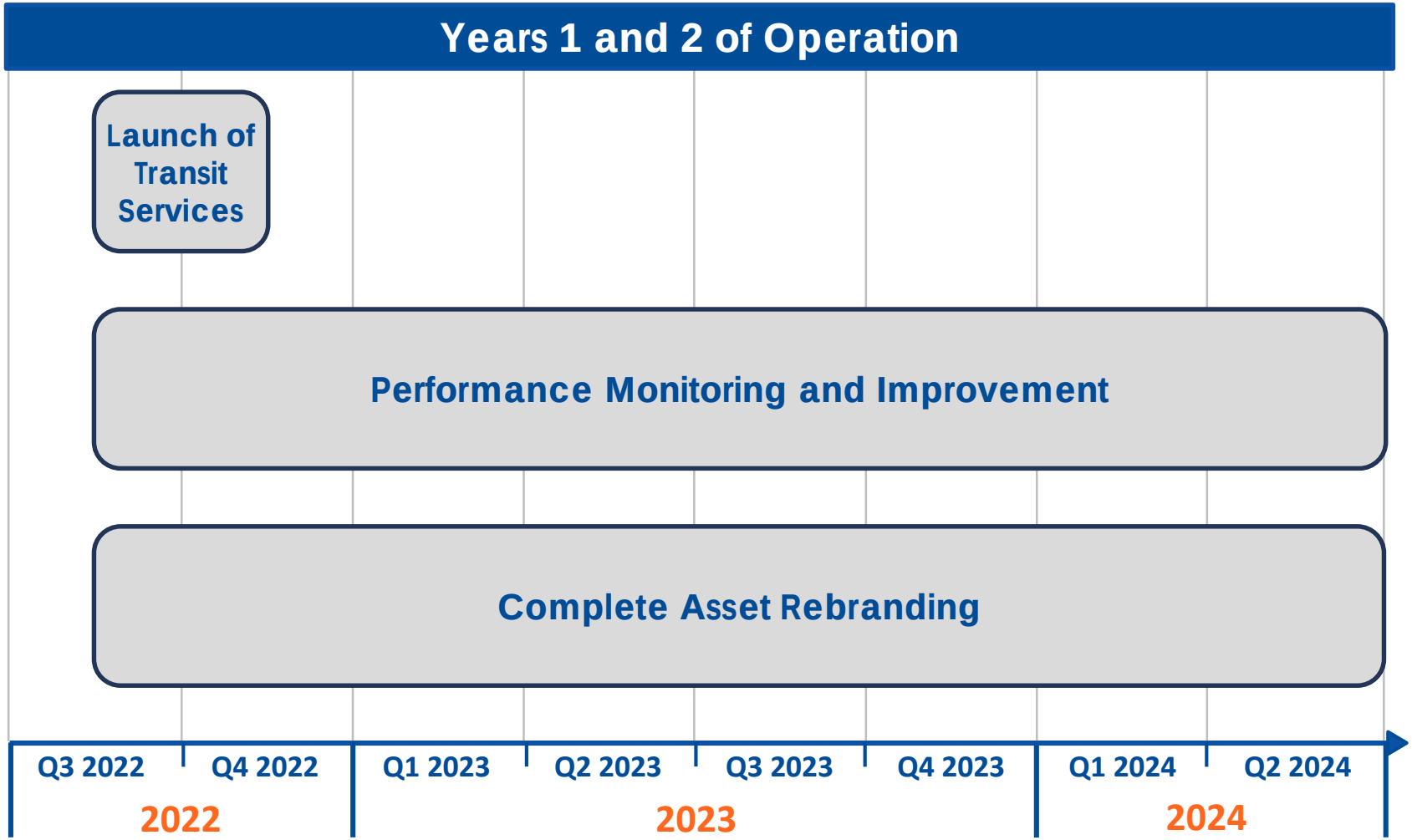
3

Complete Asset Rebranding

Remaining assets will be modified to align with the Commission's brand

Service Launch Timelines

This begins with the Commission officially taking on responsibility for transit services in the region and key activities for the first 2 years of operation to ensure a smooth transition.



Enhancement and Growth Overview

(Year 3+ of Operations)

This phase includes longer-term activities that the Commission will undertake to continue developing its organization and planning for the future

1

Ongoing Monitoring, Reporting, and Enhancement

The Commission will continue to monitor and report on its successes and challenges, while continually building ties with the Region and LAMs to ensure alignment of priorities

2

Transit Service Planning

A long-term Transit Service Plan will be developed to guide the improvement and expansion of transit services in the Niagara Region

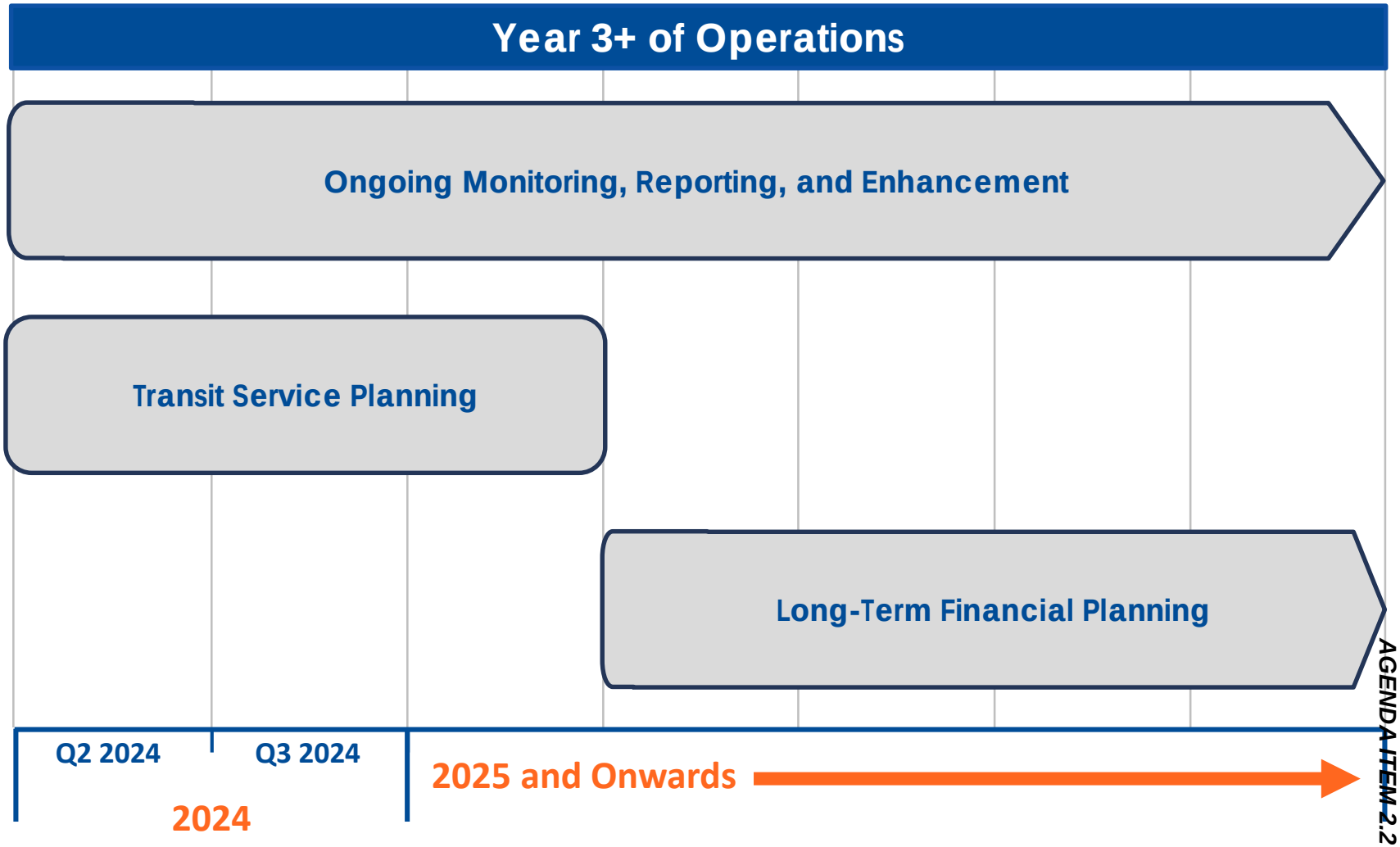
3

Long-Term Financial Planning

To support the expansion of services, the Commission will develop a long-term financial plan to maintain and increase funding to support priorities

Enhancement and Growth Timelines

This phase includes longer-term activities that the Commission will undertake to continue developing its organization and planning for the future.



Transition Plan

Transition Costs

Funding the Transition

Critical to the successful transition to the integrated transit model, and of particular relevance given the potentially long-term financial implications of COVID-19, is a clear understanding of the one-time costs of implementation and clarity on the sources of this funding.

Although not developed as part of this study, Regional staff are currently developing an initial funding model for the start-up budget of the Commission, that will strive for a fair and equitable funding baseline commensurate with the existing baseline services within each municipality. Following the initial start-up funding, subsequent transit investments are assumed to be funded through a single regional tax levy.

Upon its completion, this funding model will be provided alongside the recommendations contained in this report and all subsequent staff reports, so that decision makers have a comprehensive view of all considerations and implications of integrating transit in Niagara.

The following slides provide an overview of forecasted operating and capital transition costs.

Note: The provincial government recognizes that municipalities have sustained significant financial pressures as a result of the global pandemic, and in July 2020, announced it has secured one-time emergency assistance for Ontario's municipalities, the Safe Restart Agreement. Niagara Region has been able to secure funding through Phase 1, which is targeted at relieving immediate transit pressures, with potential for securing ongoing funding support in a second phase.

Cost Overview

The setup of the Commission includes one-time transition costs, such as branding, communications, stakeholder engagement, and program management. The types of costs associated with the transition and operation of the Commission are summarized by phase.

	Integration Approval Process	Commission Establishment	Commission Setup	Service Launch	Enhancement Growth
Transition Team & Planning	✓	✓	✓		
One time start up costs		✓	✓	✓	
Operational costs before delivery	✓		✓		
Steady State of Operations*				✓	✓

The cost estimates provided are preliminary estimates provided for planning consideration. Given the complexity and unknown impact of the global pandemic, there could be fluctuations in these costs. The estimated total cost of transition is between **$3,845,000 - $4,955,000**. This includes:

- **Capital costs** are between $1,670,000 to $2,225,000;
  - Capital costs specific to the fare collection system are between $5,000,000 and $7,500,000, but will be borne regardless of integration
- **Operational costs** are between $2,175,000 - $2,730,000.

**Note: Steady state operational costs have not been outlined within the transition plan as they will be determined by the Commission*

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Estimated Cost Summary: Capital

Transition costs include those one-time capital costs incurred to establish the Commission and its regular operations. A summary is provided below:

Item Category	Integration Approval Process	Commission Establish-ment	Commission Setup	Service Launch	Enhancement & Growth	Estimated Total Item Category Cost
Transit System Branding	n/a	n/a	$400,000 to $800,000	$200,000	n/a	**$600,000 to $1,000,000**
Facility and Office Improvements	n/a	n/a	$50,000 to $100,000	n/a	n/a	**$50,000 to $100,000**
Transit Service Design	n/a	n/a	$700,000	n/a	n/a	**$700,000**
Technology & Equipment	n/a	$275,000 to $325,000	$45,000 to $100,000	n/a	n/a	**$320,000 to $425,000**
Estimated Total Phase Cost	**$0**	**$275,000 to $325,000**	**$1,195,000 to $1,700,000**	**$200,000**	**$0**	**$1,670,000 to $2,225,000**

Fare Collection System

The Inter-Municipal Transit Working Group (IMTWG) has requested funding for the fare collection system through ICIP, the procurement of this system is proceeding in parallel and required for the success of the new governance structure.

Item Category	Integration Approval Process	Commission Establish-ment	Commission Setup	Service Launch	Enhancement & Growth	Estimated Total Item Category Cost
Fare Collection System	n/a	n/a	n/a	$5,000,000 to $7,500,000	n/a	**$5,000,000 to $7,500,000**
Estimated Total Phase Cost	**$0**	**$0**	**$0**	**$5,000,000 to $7,500,000**	**$0**	**$5,000,000 to $7,500,000**

Estimated Cost Summary: Operating

Operational costs related to the transition have been summarized in the relevant categories below:

Item Category	Integration Approval Process	Commission Establish-ment	Commission Setup	Service Launch	Enhancement & Growth	Estimated Total Item Category Cost
Transit Integration Team	$250,000 - $370,000	$40,000 - $105,000	$650,000 - $900,000	n/a	n/a	**$940,000 - $1,375,000**
Legal Fees	$80,000 - $120,000	$60,000 - $100,000	n/a	n/a	n/a	**$140,000 - $220,000**
Public Consultation	$10,000	$10,000	$15,000	$150,000	n/a	**$185,000**
Human Resources	n/a	n/a	$510,000 - $550,000	$200,000	$200,000	**$910,000 - $950,000**
Estimated Total Phase Cost	**$340,000 - $500,000**	**$110,000 - $215,000**	**$1,175,000 to $1,465,000**	**$350,000**	**$200,000**	**$2,175,000 - $2,730,000**

Transition Costs: Year over Year

The transition costs for both capital and operating budgets have been provided for the period 2021 - 2024:

Year	Cost	Integration Approval Process	Commission Establish-ment	Commission Setup	Service Launch	Enhance-ment & Growth	Estimated Total Cost	Estimated Total Annual Cost
2021	Operating	$340,000 - $500,000	$110,000 - $215,000	$195,000 - $245,000	n/a	n/a	*$645,000 - $960,000*	**$1,185,000 - $1,585,000**
	Capital	n/a	$275,000 - $325,000	$265,000 - $300,000	n/a	n/a	*$540,000 - $625,000*	
2022	Operating	n/a	n/a	$980,000 - $1,220,000	$90,000	n/a	*$1,070,000 - $1,310,000*	**$2,150,000 - $2,860,000**
	Capital	n/a	n/a	$930,000 - $1,400,000	$150,000	n/a	*$1,080,000 - $1,550,000*	
2023/ 24	Operating	n/a	n/a	n/a	$260,000	$200,000	*$460,000*	**$510,000**
	Capital	n/a	n/a	n/a	$50,000	n/a	*$50,000*	
Estimated Total Phase Cost		**$340,000 - $500,000**	**$385,000 - $540,000**	**$2,370,000 - $3,165,000**	**$550,000**	**$200,000**	*$3,845,000 - $4,955,000*	

Niagara Transit Governance Study

In Summary

Report Wrap-Up

Key Highlights

Research into the benefits and feasibility of an integrated transit system in Niagara Region has been considered for several years, and has culminated in **this Niagara Transit Governance Study.**

A review of the current state of transit in Niagara and a forecast of demand for transit services over the coming 10 years has shown that there is a **significant opportunity to increase transit usage in Niagara.**

To determine how Niagara could best accommodate this future growth, **three potential transit governance model options were developed**, each one reflecting a different approach to integrating transit in the region.

Each potential model was assessed against key evaluation criteria, and ultimately, an **independent Full Commission Model was recommended** as it provides the greatest opportunity for success by bringing the right degree of autonomy and flexibility to innovate, drive growth, and meet the diverse and changing needs of Niagara.

In order to create this new Commission, a five-phased Transition Plan has been developed to guide implementation activities. It is expected that **this Commission will be operational by the end of 2022**, and there is opportunity to take advantage of government funding to support the cost of transition to the Commission model.

There is a Significant Opportunity to Increase Transit Usage in Niagara Region

By way of investments and harmonization of services and fares, transit under an amalgamated system is anticipated to become a more frequently used means of transportation in the region, with ridership outpacing the status quo.

How?

Transit ridership forecasts indicate a **latent demand for inter-municipal transit** travel, which can be capitalized on through improved inter-municipal and connections to GO Transit rail services.

By investing in targeted projects and services to grow the transit mode share throughout the region, **transit ridership region-wide could grow by over 80% by 2031 under an amalgamated transit service.**

It is anticipated that Niagara Region, like its peer jurisdictions will experience a **transit mode share growth of 30% to 130% within ten years of amalgamation.**

By 2031, **operating costs in the high growth scenario will increase by approximately 55% over the status quo.**

Capital investment of between $70M and $155M between 2021 and 2031 may be required to address service and demand growth. Provincial Gas Tax revenue could result in up to $50M - $80M in revenue over the same ten years. Over $ 70M-worth of near- and mid-term projects have committed funds from the federal and provincial governments through ICIP.

An integrated single fare is critical to driving ridership growth and could be achieved in a way that is revenue-neutral if implemented progressively as ridership grows. While an integrated payment system and harmonized fare structure will be required at the start of service, a single fare region-wide can be implemented over time.

The COVID-19 pandemic presents an opportunity to look beyond the status quo, bring the transit systems in Niagara together, and build a new and improved service that takes capitalizes on current funding programs to see this forecasted ridership growth become a reality.

A Full Commission Model is Recommended

Analysis shows that a Full Commission model would be most effective:

A. Limited Commission

- Transit Service is governed by a regional commission with representation from local elected officials.
- Commission reports to Regional Council
- Strategic decision making for Transit Service is directed by Regional Council
- Relies on corporate services but retains transit-related services in-house

B. Full Commission

- Distinct entity independent from Regional Council
- Governed by a board of appointed members, equitably selected by Regional Council
- Responsible for all transit planning and delivery
- Budget allotment approved by Regional Council
- Makes limited use of Regional services except where service sharing does not impede agility or independence

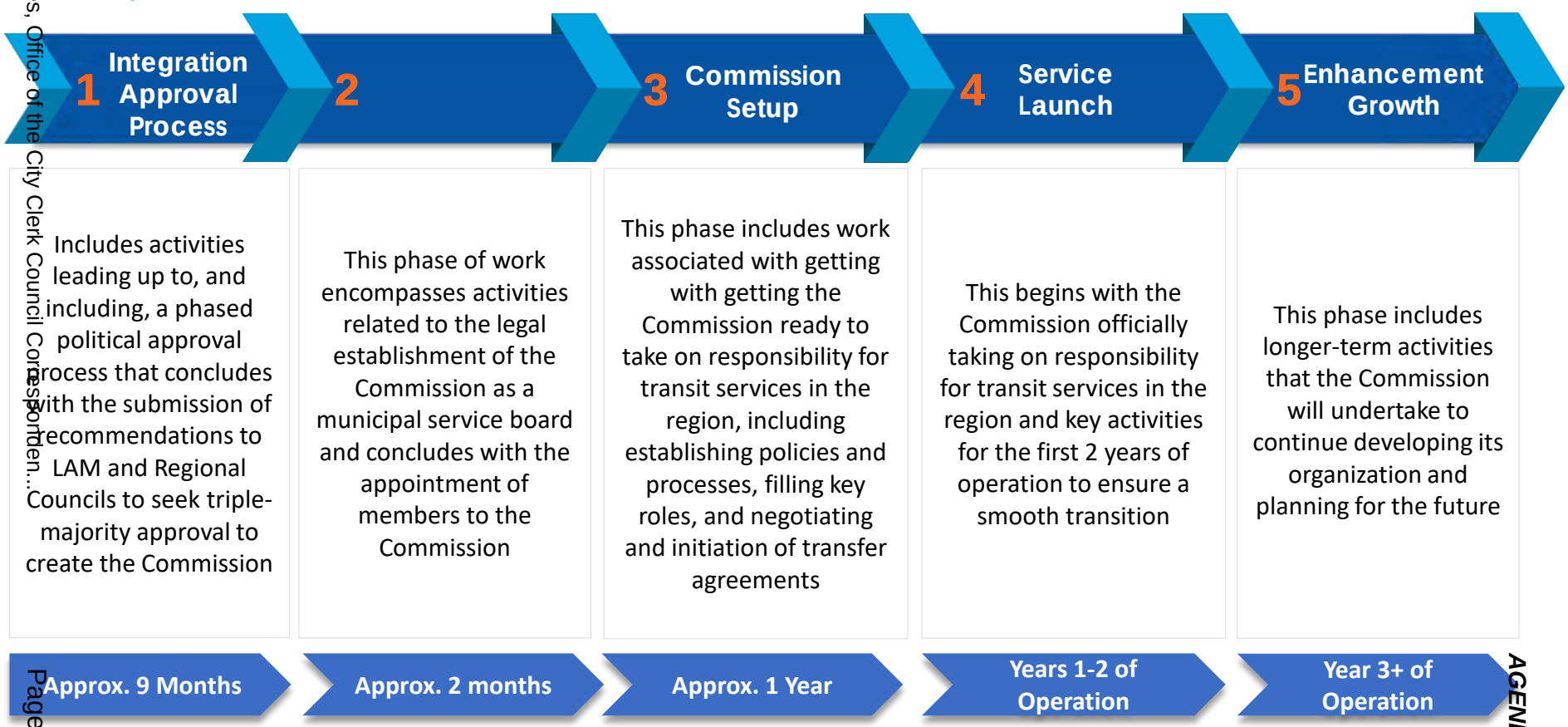
C. Regional Division

- Division within Niagara Region's Public Works department
- Regional Council remains the governing body of the transit division
- Strategic decision making for Transit Service is directed by Regional Council
- Integrated into the Regional administration similar to other service delivery departments

The Full Commission model brings the right degree of autonomy and flexibility to innovate, drive growth, and meet the diverse and changing needs of the region

Follow a Sequenced Transition Plan

Creating a new entity is a complex and challenging undertaking that will require the coordination and support of many different stakeholders and will suffer should it lack the required resources.



The creation of a Regional Transit Commission will be transformative for Niagara, and its success is dependent on maintaining public and political support while transitioning services from the LAMs to create an effective regional network.

Guiding Principles for Transit

To achieve success, the new entity will need to make regionally focused decisions, aligned to the guiding principles, in order to ensure that growth in ridership, efficiency of operations, and improved service delivery are realised.

Customer Driven

Unconventional Solutions

Integrated

Economically Responsible

Fair

Adherence to guiding principles will be a fundamental factor in ensuring the success of the integration and the future of transit in Niagara for the benefit of all.

optimus sbr

LEFT TURN
RIGHT TURN

SULLIVAN | MAHONEY LLP
LAWYERS

October 2, 2020

Reply to St. Catharines office
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905.688.2207 – Direct line
tarichardson@sullivanmahoney.com

Certified Specialist (Municipal Law – Local Government/Land Use Planning & Development)

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Dear Sirs:

We have been requested to provide our opinion on matters related to the possibility of creating a Niagara Region Transit Commission to provide inter- and intra-municipal transit throughout the Regional Municipality of Niagara. The letter below addresses a brief history of ongoing developments in the creation of a Regional transit system, the need for a triple-majority in the uploading of lower-tier municipal powers and the creation of a Regional Transit Commission.

Facts

The Regional Municipality of Niagara is a Municipal Corporation pursuant to the provisions of the *Municipal Act, 2001*. Within the area of the Regional Municipality, there exists twelve (12) local area municipalities. The Region is termed an "upper-tier" municipality while the local area municipalities are captioned "lower-tier" municipalities.

The *Municipal Act, 2001*, Section 11, refers to "Spheres of Jurisdiction". It then assigns those spheres of jurisdiction which are exclusive to the upper-tier municipality or some of them throughout Ontario. Subsection 11(3) provides, in part, that a lower-tier municipality and an upper-tier municipality may pass by-laws respecting matters within the listed spheres of jurisdiction, one of which is "transportation systems, other than highways". Consequently, both

the lower-tier municipalities and the Regional Municipality of Niagara as an upper-tier municipality may pass by-laws for transportation systems.

The City of St. Catharines has a Transit Commission which was established pursuant to special Provincial legislation. The City of Niagara Falls formerly had a Transit Commission which was also established pursuant to special Provincial legislation; however, the Commission has been disbanded and Niagara Falls Transit operates now as a division of the Transportation department. The City of Welland Transit also operates as a municipal department. So far as we have been able to determine, it was created by the passage of a by-law or by-laws. The City of Thorold contracts transit service from the St. Catharines Transit Commission. Port Colborne contracts transit service from Welland Transit. Lincoln, Fort Erie, Pelham and Niagara-on-the-Lake operate their own local transit services through third-party private contractors authorized by by-law. Grimsby, Township of Wainfleet and Township of West Lincoln have no existing conventional transit service.

The Regional Municipality of Niagara has established inter-municipal specialized transit services for persons with disabilities pursuant to By-law No. 64-2004, being "A By-law to assume inter-municipal specialized transit services within the Regional Municipality of Niagara". The Regional Municipality of Niagara has established an inter-urban transit system pursuant to By-law No. 2017-21, being "A By-law to establish an inter-municipal passenger transportation system in the Region of Niagara". Those by-laws were passed pursuant to the provisions of the *Municipal Act, 2001* and were each subject to the condition that a triple-majority, described below, was achieved. It is our understanding that those conditions have been met, in both instances and consequently the Region has established a Niagara Region inter-municipal transit system serving several municipalities, and inter-municipal specialized transit services. In addition, the Region has recently established an inter- and intra-municipal transit service in the lower-tier municipalities of Grimsby, Lincoln and Pelham, by contract with those municipalities.

The Region is now considering the establishment of a Regional Transit Commission to provide inter-and intra-municipal transit services throughout the Regional Municipality of Niagara.

Transfer of Powers Between Lower and Upper Tiers

The provisions of the *Municipal Act, 2001* provide for the "transfer of powers between tiers". Specifically, subsection 188(1) defines "Lower-Tier Power" and "Upper-Tier Power". Public transportation systems, other than highways, are defined as both a "Lower-Tier Power" and an "Upper-Tier Power".

Subsection 189(1) provides that "an Upper-Tier Municipality may pass a by-law to provide for:

(a) The transfer of all or part of a Lower-Tier Power to the Upper-Tier Municipality from one or more of its lower-tier municipalities which are specified in the by-law; and

(b) Transitional matters to facilitate the assumption of the Lower-Tier Power."

Subsection 189(2) imposes conditions which are required to be met before a by-law to provide for the transfer of a Lower-Tier Power to an Upper-Tier Municipality may come into force. Those conditions are as follows:

(a) "A majority of all votes on the Council of the upper-tier municipality are cast in its favour;

(b) A majority of the Councils of all the lower-tier municipalities forming part of the upper-tier municipality for municipal purposes have passed resolutions giving their consent to the bylaw; and

(c) The total number of electors in the lower-tier municipalities that have passed resolutions under clause (b) form a majority of all the electors in the upper-tier municipality."

Consequently, in order to transfer the Lower-Tier Power of public transportation systems to the upper-tier municipality, it will require a by-law passed by the Regional Municipality of Niagara subject to the conditions listed above.

The by-law to transfer the power from the lower-tier municipalities to the upper-tier municipality may come into effect upon receipt of the Triple-Majority or, it may come into effect, after obtaining the Triple-Majority, at a date specified in the by-law.

Legal Process for Establishing a Regional Transit Commission

We have been asked for confirmation on the proposed process for establishing the Commission and how consent is to be achieved from the local area municipalities (Lower-Tier).

We have described above the manner in which the transfer of the Lower-Tier Power of public transportation systems, other than highways, to the upper-tier municipality must occur. Once the power to establish a transit system has been effected pursuant to the provisions of subsections 189(1) and (2), the Region is then in a position to determine the manner in which it will operate the transit system. Section 196 of the *Municipal Act, 2001*, provides to a municipality to establish a "Municipal Service Board". Section 197 of the *Municipal Act, 2001*, provides, in part, that a Municipal Service Board is a body corporate unless the municipality provides otherwise when establishing the board. It also provides a Municipal Service Board is an agent of the municipality and is a local board of the municipality for all purposes.

Section 198 of the *Municipal Act, 2001* describes the functions of Municipal Service Boards and provides that a municipality may give a Municipal Service Board the control and management of such services and activities of the municipality as the municipality considers appropriate and shall do so by delegating the powers and duties of the municipality to the board in accordance with the *Municipal Act, 2001*.

The *Municipal Act, 2001*, subsection 203(1) authorizes a municipality to establish a corporation.

In our opinion, the appropriate methodology to create a Transit Commission for the operation of the Regional transit system is pursuant to the provisions of Sections 195, 196 and 197, which

permits the creation of a Municipal Service Board. Having transferred the Lower-Tier Power to operate a public transportation system other than highways, through the obtaining of the "Triple-Majority" described above, it is not necessary to obtain a Triple-Majority with respect to the creation of the Commission. No additional consent is required from the lower-tier municipalities to operate intra-municipal transit routes. No further approvals should be required.

As noted above, the Region has, through the "Triple-Majority" process, already transferred the power to operate inter-municipal specialized transit services within the Regional Municipality of Niagara for persons with disabilities.

Securing the Exclusive Right to Operate Public Transit in Niagara

The intent of the proposed by-law is to transfer power relating to public transportation systems from the lower-tier municipalities to the Region with the exception of GO Transit and WEGO, which will continue to operate independently of the Regional Commission.

The *Municipal Act, 2001* addresses the process by which the Region may secure exclusive rights to operate public transit in Niagara, with the exception of GO Transit and the WEGO system. The ability to secure exclusive rights is provided in subsection 190(1) and 69(2).

Subsection 190(1) provides as follows:

> "When a by-law passed under Section 189 comes into force,
>
> (a) the upper-tier municipality may exercise the transferred lower-tier power of the lower-tier municipalities specified in the by-law;
>
> (b) The lower-tier municipality specified in the by-law and its local boards are bound by the by-law and no longer have the power to exercise the transferred Lower-Tier Power; (emphasis added)
>
> (c) An existing by-law or resolution of the lower-tier municipality and its local boards that relate to the transferred lower-tier power shall to the extent it applies in any part of lower-tier municipality, be deemed to be a by-law or resolution of the upper-tier municipality; and
>
> (d) The existing by-law or resolution referred to in clause (c) shall remain in force in that part of the lower-tier municipality until the earlier of two (2) years after the transfer by-law comes into force and the day the existing by-law or resolution is repealed by the upper-tier municipality."

The effect of subsection 190(1)(b) is that, upon the passing of the by-law, the lower-tier municipalities will lose the ability to exercise any power related to public transportation systems. By-laws and resolutions of the lower-tier municipality regulating the transit service then become by-laws and resolutions of the upper-tier municipality. The upper-tier municipality then has a

period of two (2) years in which to replace the lower-tier by-laws and resolutions with its own by-laws.

The *Municipal Act, 2001* subsection 69(2) provides:

> "A municipality that has authority to establish, operate and maintain a type of passenger transportation system may,
>
> (a) By by-law provide that no person except the municipality shall establish, operate and maintain all or any part of a passenger transportation system of that type within all of the municipality or that area of the municipality designated in the by-law; and
>
> (b) Despite section 106 and any by-law under clause (a) enter into an Agreement granting a person the exclusive or non-exclusive right to establish, operate or maintain all or any part of a passenger transportation system of that type within all of the municipality or that area of the municipality designated in the Agreement under such conditions as the municipality provides, including a condition that the municipality pay any deficit incurred by the person in establishing, operating and maintaining the system."

Subsection 69(2)(a) provides authority for the municipality to prohibit anyone, other than the municipality, whether public or private, from establishing, operating or maintaining all or any part of a passenger transportation system of the same type within the municipality.

In order that a by-law passed under subsection 69(2)(a) not affect WEGO's ability to operate, the Region should enter into an Agreement with WEGO pursuant to subsection 69(2), to permit WEGO to continue to operate.

Approval of a Financial Model to Fund the New Transit Commission

In our opinion, there is no further requirement to obtain a Triple-Majority vote on the Commission's financial model once the power has been transferred.

As noted above, we have recommended the establishment of the Regional Transit Commission as a Municipal Service Board, pursuant to subsection 196(1). Subsection 196(1)(1) specifically authorizes a municipality to establish a Municipal Service Board and to provide for matters such as the name, composition, quorum and budgetary process of the Board.

Implications for Existing Public Vehicle Licences

We are informed that as Niagara Region Transit services are contracted to the transit systems of Niagara Falls, St. Catharines and Welland, the Region does not hold any public vehicle licences. We believe that the St. Catharines Transit Commission, the Niagara Falls Transit Commission and the Welland Transit Commission hold public vehicle licences as their buses service routes beyond the lower-tier municipality boundary.

The *Public Vehicles Act*, R.S.O. 1990, c.P.54, ("*Public Vehicles Act*") requires the operators of public vehicles to have an operating licence. The definition of "Public Vehicle" explicitly provides that it does not include "motor vehicles operated solely within the limits of one local municipality". The public vehicles act defines the term "Local Municipality" as not including a municipality that had the status of a Township on December 31, 2002 and, but for the enactment of the *Municipal Act, 2001*, would have had the status of a Township on January 1, 2003." Further, the *Municipal Act, 2001*, defines "Local Municipality" as "a single-tier municipality or a lower-tier municipality".

The above review leads us to conclude that those local municipalities which have public vehicle licences do so because some of their routes extend into other municipalities.

It is our opinion that upon the passage of the proposed by-law to transfer the power relating to public transportation systems to the Region, public vehicles licences will be required, as the public vehicles would be operated beyond the respective limits of the lower-tier municipalities. As noted above, we have been informed that Niagara Region Transit does not currently have any public vehicle licences. As a result, the Commission would need to obtain new public vehicle licences for the public vehicles which will be operated in inter-municipal routes. Moreover, the licences currently held by the lower-tier municipalities, or their Transit Commissions, will be required to be transferred to the Regional Commission.

The *Public Vehicles Act*, subsection 7(1) provides that a licence may only be transferred with the permission of the Ontario Highway Transfer Board. The process for the transfer of such licences is outlined in Section 7 and Ontario Regulation 982.

Yours very truly,

SULLIVAN, MAHONEY LLP
Per:

Thomas A. Richardson, C.S.
Thomas Richardson Legal
Professional Corporation

Andrea M. Mannell

TAR:sm

THE REGIONAL MUNICIPALITY OF NIAGARA
LINKING NIAGARA TRANSIT COMMITTEE
MINUTES

LNTC 3-2020
Wednesday, October 21, 2020
Council Chamber / Video Conference
Niagara Region Headquarters, Campbell West
1815 Sir Isaac Brock Way, Thorold, ON

Committee Members Present in the Council Chamber:	M. Siscoe (Municipal Councillor - St. Catharines) (Committee Chair), M. Robinson, Director, GO Implementation Office
Committee Members Present via Video Conference:	Campion (Mayor - Welland), Redekop (Mayor - Fort Erie), Sendzik (Mayor - St. Catharines), Fertich (Regional Councillor), C. Dabrowski (Municipal Councillor - Niagara Falls), G. Miller (Municipal Councillor - St. Catharines), L. Van Vliet (Municipal Councillor - Welland) (Committee Vice-Chair), S. Chemnitz, Chief Administrative Officer (City of St. Catharines), K. Todd, Chief Administrative Officer (City of Niagara Falls), R. Tripp, Acting Chief Administrative Officer (Niagara Region), S. Zorbas, Interim Chief Administrative Officer (City of Welland)
Absent/Regrets:	Ip (Regional Councillor)
Staff Present in the Council Chamber:	H. Chamberlain, Deputy Treasurer/Director, Financial Management & Planning, S. Fraser, Transportation Lead, S. Guglielmi, Technology Support Analyst, A.-M. Norio, Regional Clerk, H. Talbot, Financial & Special Projects Consultant, B. Zvaniga, Interim Commissioner, Public Works
Staff Present via Video Conference:	C. Lam, Program Financial Analyst, R. Salewytsch, Transit Service Planning Coordinator, L. Tracey, Project Coordinator, GO Implementation, M. Trennum, Deputy Regional Clerk
Others Present via Video Conference:	C. Briggs, St. Catharines Transit Commission, G. Morrison, St. Catharines Transit, T. Price, Niagara College, R. Rehan, Brock University Student Union, D. Stuart, Niagara Falls Transit.

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1. CALL TO ORDER

Committee Chair M. Siscoe called the meeting to order at 2:02 p.m.

2. DISCLOSURES OF PECUNIARY INTEREST

There were no disclosures of pecuniary interest.

3. PRESENTATIONS

3.1 Niagara Transit Governance Study - Final Report

Matt Robinson, Director, GO Implementation Office, provided introductory remarks respecting the Niagara Transit Governance Study.

Brendan McIlhone, Optimus SBR, Yuval Grinspun, & Eric Gillespie, Left Turn, Right Turn, provided information respecting the Niagara Transit Governance Study - Final Report. Topics of the presentation included:

- Project Overview
- The Case for Integration
- Current State and Leading Practices
- Forecasting the Future
- Model Options, Analysis
- Recommendation: Full Commission Model
- Commission Composition
- Transitioning to the Commission
- Funding Model

Heather Talbot, Financial and Special Projects Consultant, and Scott Fraser, Transportation Lead, Niagara Region, provided information respecting the Niagara Transit Governance Study - Final Report: Funding Model & Next Steps. Topics of the presentation included:

- Financial Strategy
- Transition to Regional Levy
- Asset Transfer
- Summary
- Recommendations and Next Steps

Councillor Information Request(s):

Provide information respecting the net taxpayer redistribution from the local area municipal levies to the regional levy. Councillor Redekop.

4. DELEGATIONS

There were no delegations.

5. ITEMS FOR CONSIDERATION

5.1 LNTC-C 4-2020

Niagara Transit Governance Study

Moved by Councillor Campion
Seconded by Councillor Fertich

That Report LNTC-C 4-2020, dated October 21, 2020, respecting Niagara Transit Governance Study, **BE RECEIVED** and the following recommendations **BE APPROVED**:

1. That the Linking Niagara Transit Committee **SUPPORTS** the Full Commission as the recommended governance model for the consolidation of Niagara's public transit system;
2. That Report LNTC-C 4-2020 **BE FORWARDED** to the Clerks of Niagara's twelve (12) local area municipalities and that they **BE REQUESTED** to have the Council's of the twelve (12) local area municipalities consider the resolution outlined in Appendix 1 to Report LNTC-C 4-2020, advising the Regional Clerk of any municipal feedback, no later than March 31, 2021; and
3. That Council **DIRECT** staff to undertake an assessment of the proposed resolution outlined in Appendix 1 to Report LNTC-C 4-2020 and **REPORT BACK** to the Public Works Committee, no later than March 31, 2021, evaluating the expected impacts to Niagara Region Transit, Niagara Specialized Transit, Niagara Region Transit OnDemand, and the Regional tax levy from the proposed resolution.

The following friendly ***amendment*** was accepted by the Committee Chair, and the mover and seconder of the motion:

2. That Report LNTC-C 4-2020 **BE FORWARDED** to the Clerks of Niagara's twelve (12) local area municipalities and that they BE REQUESTED to have the Council's of the twelve (12) local area municipalities consider the resolution outlined in Appendix 1 to Report LNTC-C 4-2020, advising the Regional Clerk of any municipal feedback, no later than ~~March 31, 2021~~ ***February 28, 2021***; and
3. That Council **DIRECT** staff to undertake an assessment of the proposed resolution outlined in Appendix 1 to Report LNTC-C 4-2020 and **REPORT BACK** to the Public Works Committee, no later than ~~March 31, 2021~~ ***February 28, 2021***, evaluating the expected impacts to Niagara Region Transit, Niagara Specialized Transit, Niagara Region Transit OnDemand, and the Regional tax levy from the proposed resolution.

The Committee Chair called the vote on the motion, as amended, as follows:

That Report LNTC-C 4-2020, dated October 21, 2020, respecting Niagara Transit Governance Study, **BE RECEIVED** and the following recommendations **BE APPROVED**:

1. That the Linking Niagara Transit Committee **SUPPORTS** the Full Commission as the recommended governance model for the consolidation of Niagara's public transit system;
2. That Report LNTC-C 4-2020 **BE FORWARDED** to the Clerks of Niagara's twelve (12) local area municipalities and that they **BE REQUESTED** to have the Council's of the twelve (12) local area municipalities consider the resolution outlined in Appendix 1 to Report LNTC-C 4-2020, advising the Regional Clerk of any municipal feedback, no later than February 28, 2021; and
3. That Council **DIRECT** staff to undertake an assessment of the proposed resolution outlined in Appendix 1 to Report LNTC-C 4-2020 and **REPORT BACK** to the Public Works Committee, no later than February 28, 2021, evaluating the expected impacts to Niagara Region Transit, Niagara Specialized Transit, Niagara Region Transit OnDemand, and the Regional tax levy from the proposed resolution.

Carried

5.2 LNTC-C 5-2020

2021 Linking Niagara Transit Committee meeting schedule

Moved by G. Miller
Seconded by Councillor Campion

That Correspondence Item, LNTC-C 5-2020, being a memorandum from A.-M., Norio, Regional Clerk, dated October 21, 2020, respecting 2021 Linking Niagara Transit Committee meeting schedule, **BE RECEIVED** and the following recommendation **BE APPROVED**:

1. That the Linking Niagara Transit Committee meetings **BE HELD** on Wednesdays at 2:00 p.m. on the following dates in 2021:

   February 3, February 24, March 31, April 28, June 2, June 30, July 28, September 1, September 29, October 27, and November 24.

Carried

6. CONSENT ITEMS FOR INFORMATION

6.1 LNTC 2-2020

Linking Niagara Transit Committee Minutes - March 4, 2020

Moved by Councillor Sendzik
Seconded by Councillor Campion

That Report LNTC 2-2020, being the minutes of the Linking Niagara Transit Committee meeting held on March 4, 2020, **BE RECEIVED** for information.

Carried

7. OTHER BUSINESS

There were no items of other business.

8. NEXT MEETING

The next meeting will be held on Wednesday, November 25, 2020 at 2:00 p.m. in the Council Chamber.

9. ADJOURNMENT

There being no further business, the meeting adjourned at 4:25 p.m.

Mat Siscoe
Committee Chair

Matthew Trennum
Deputy Regional Clerk

Ann-Marie Norio
Regional Clerk

AMO watchfile

December 3, 2020

In This Issue

- Report out on November 27th AMO Board meeting.
- Municipal Information & Data Analysis System (MIDAS).
- Accessible municipal websites.
- Rowan's Law Phase 2 proclamation date moved to July 2021.
- Follow ROMA for chance to win 2021 ROMA Conference pass!
- Investments 101 - Online training.
- Careers with AMO, Augusta, Durham and Orillia.

AMO Matters

AMO President Graydon Smith recaps the highlights of the November 27, 2020 AMO Board meeting.

370 of 444 municipalities in Ontario have now posted on MIDAS their 2019 Financial Information Returns (FIRs), and 444 have posted their 2018 FIRs. Access to MIDAS is free and available to all Ontario municipalities, creating opportunities to generate reports and compare data. Browse the MIDAS brochure to see what it can do for you. To get access, email midasadmin@amo.on.ca.

Need an AODA compliant municipal website in time for January 1, 2021? AMO's partner eSolutionsGroup has you covered. eSolutionsGroup is offering members engaging and accessible websites on a budget. Contact Karen Mayfield, eSolutionsGroup President, for more information.

Provincial Matters

Given the impacts/restrictions that sport organizations and facilities are experiencing, the Ministry of Heritage, Sport, Tourism and Culture has extended Phase 2 of the implementation of the proclamation date of *Rowan's Law* to July 1, 2021. All other legislative and regulatory requirements will remain the same. See FAQs here.

Eye on Events

ROMA is giving away a free registration to its 2021 conference. For a chance to win, follow ROMA on Twitter and 'like' the ROMA Facebook page by midnight Thursday, December 10.

ONE Investment

Learn at your pace from your place in 2020 by registering online for the Investments 101 course. The course is developed to educate municipal staff on the fundamentals of investing and discusses options available to municipalities under the Legal List and Prudent Investor Standard.

Careers

Policy Intern - AMO. Assisting senior advisors and the Director of Policy, the successful candidate will support AMO's policy development process. Please apply in confidence to: careers@amo.on.ca by Friday, December 18, 2020 at 12 noon.

Chief Administrative Officer - Township of Augusta. The Township is a thriving rural community, situated along the St. Lawrence River, serving a population of approximately 7,350 residents. For a full description of the position, please see the Township's website. Please forward a complete resume by no later than 4:30 p.m. December 14, 2020 to: Ray Morrison, CAO/Treasurer, Township of Augusta, 3560 County Road 26, Prescott, ON, K0E 1T0. Email: rmorrison@augusta.ca.

Business Analyst - Region of Durham. Position Status: Temporary up to 18 months. Job ID#: 13481. Reports to: myDurham 311 Program Manager. The myDurham 311 Project is an enterprise project focusing on modernizing the customer experience through an innovative approach to contact centres, face-to-face engagements and digital channels. To learn more about this opportunity, please visit Durham Region Job Postings and apply online directly to Job ID# 13481 on or before December 17, 2020.

Supervisor, Asset Maintenance (Two-Year Contract) - City of Orillia. Department: Environment & Infrastructure Services. Please apply through the City's on-line portal at City of Orillia Employment Opportunities. Applications will be accepted until December 21, 2020 at noon.

Director, Diversity, Equity & Inclusion - Region of Durham. The Director of Diversity, Equity, and Inclusion, a newly created position, reports to the Chief Administrative Officer. To explore this opportunity further, please contact Kristen Manning at Odgers Berndtson at kristen.manning@odgersberndtson.com, or submit your resume and letter of interest online to Odgers Berndtson Opportunities by January 6th, 2021.

About AMO

AMO is a non-profit organization representing almost all of Ontario's 444 municipal governments. AMO supports strong and effective municipal government in Ontario and promotes the value of municipal government as a vital and essential component of Ontario's and Canada's political system. Follow @AMOPolicy on Twitter!

AMO Contacts

AMO Watch File Tel: 416.971.9856
Conferences/Events
Policy and Funding Programs
LAS Local Authority Services
MEPCO Municipal Employer Pension Centre of Ontario

The Corporation of the
City of St. Catharines

www.stcatharines.ca

PO Box 3012, 50 Church Street
St. Catharines, ON L2R 7C2
Tel: 905.688.5600 | Fax: 905.682.3631
TTY: 905.688.4TTY (4889)

Planning and Building Services
Building and Development

To: His Worship the Mayor and Members of Council
Building Activity Statistics for the Month of November 2020

Month	Number of Building Permits	Number of Demolition Permits	Number of Sign Permits	Number of Plumbing Only Permits	Estimated Value of Construction	Number of New Dwelling Units
January	60	1	23	12	$16,905,645	49
February	36	5	16	10	$9,653,620	10
March	57	3	30	17	$7,100,260	6
April	36	4	7	12	$86,308,500	182
May	59	0	9	17	$23,806,800	146
June	82	9	11	26	$25,566,950	37
July	108	8	13	19	$47,573,900	167
August	95	7	17	18	$13,462,870	39
September	64	6	20	12	$22,046,789	58
October	70	6	28	21	$10,135,500	26
November	95	6	16	17	$68,621,310	196
TOTAL	762	55	190	181	$331,182,144	916

Major Building Projects Over $250,000: **Month of November 2020 (excluding single and two-family dwelling units)**	
Construct Superstructure Only for 20 Story Apartment Building (South Tower) Homestead – Shipman 2 32 Towering Heights Boulevard **$48,000,000**	Construct a Building for Henley Rowing Centre 72 Henley Island Drive **$6,900,000**
Alter Interior of Costco 3 North Service Road **$3,300,000**	Install new Stairs and Platforms at Port Dalhousie Wastewater Treatment Plant 40 Lighthouse Road **$1,500,000**
Alter Existing Washroom Building. Construct a new Barrier Free Ramp Rebuild a Press Box at Merritton Community Park 4 Seymour Avenue **$950,000**	Convert Vestibule into Order Holding Storage Space at Home Depot 20 YMCA Drive **$400,000**
Construct New 4 Unit Townhouse with Unfinished Basement 18 Corbin Street – Units 10-13 **$400,000**	Construct New 4 Unit Townhouse with Unfinished Basement and Covered Porch 18 Corbin Street – Units 14-17 **$400,000**
Alter Interior for Starbucks (Building D) 295 Fourth Avenue **$300,000**	

Comparative Building Activity Statistics for the Month of November 2019

Month	Number of Building Permits	Number of Demolition Permits	Number of Sign Permits	Number of Plumbing Only Permits	Estimated Value of Construction	Number of New Dwelling Units
January	38	5	30	21	$8,577,446	36
February	48	1	20	15	$22,476,400	58
March	48	4	28	17	$7,622,190	16
April	63	6	34	22	$14,985,500	14
May	109	5	37	12	$27,226,400	16
June	91	5	16	17	$15,430,020	16
July	90	10	25	21	$69,436,029	56
August	85	6	24	26	$11,921,040	30
September	76	2	40	24	$14,615,830	36

Comparative Building Activity Statistics for the Month of November 2019						
Month	**Number of Building Permits**	**Number of Demolition Permits**	**Number of Sign Permits**	**Number of Plumbing Only Permits**	**Estimated Value of Construction**	**Number of New Dwelling Units**
October	81	8	37	25	$17,621,725	36
November	89	8	35	7	35,863,574	44
TOTAL	818	60	326	207	$245,776,154	358

Brian Thiessen, M.A.A.T.O., C.B.C.O.
Acting Chief Building Official/
Senior Manager of Building and Development

Administration
Office of the Regional Clerk
1815 Sir Isaac Brock Way, PO Box 1042, Thorold, ON L2V 4T7
Telephone: 905-685-4225 Toll-free: 1-800-263-7215 Fax: 905-687-4977
www.niagararegion.ca

November 20, 2020

CL 22-2020, November 19, 2020
PEDC 9-2020, November 9, 2020
PDS 30-2020, November 9, 2020

Town of Niagara-on-the-Lake
City of St. Catharines

SENT ELECTRONICALLY

RE: Statutory Public Meeting for Regional Official Plan Amendment (ROPA) 17 – Glendale District Plan

Regional Council, at its meeting of November 19, 2020, approved the following recommendation of its Planning and Economic Development Committee:

That Report PDS 30-2020, dated November 9, 2020, respecting Statutory Public Meeting for Regional Official Plan Amendment (ROPA) 17 – Glendale District Plan, **BE RECEIVED** and **BE CIRCULATED** to the Town of Niagara-on-the-Lake and the City of St. Catharines; and

That the following correspondence items **BE RECEIVED** and **REFERRED** to the preparation of the final report on Regional Official Plan Amendment 17:

PDS-C 24-2020
Memorandum from Kirsten McCauley, Senior Planner – Secondary Plans, dated November 9, 2020, respecting Correspondence received for Regional Official Plan Amendment 17 – Glendale District Plan

PDS-C 26-2020
An email from G. Stratford, resident, Town of Niagara-on-the-Lake, dated November 6, 2020, respecting Regional Official Plan Amendment (ROPA) No. 17 – Glendale District Plan.

A copy of Report PDS 30-2020 is attached for your reference.

Yours truly,

Ann-Marie Norio
Regional Clerk
:me

CLK-C 2020-212

Distribution List: K. McCauley, Senior Planner, Secondary Plans
D. Giles, Acting Commissioner, Planning and Development Services
N. Oakes, Executive Assistant to the Commissioner, Planning and Development Services

Subject: Statutory Public Meeting for Regional Official Plan Amendment (ROPA) 17 - Glendale District Plan

Report to: Planning and Economic Development Committee

Report date: Monday, November 9, 2020

Recommendations

1. That Report PDS 30-2020 **BE RECEIVED** for information; and

2. That Report PDS 30-2020 **BE CIRCULATED** to the Town of Niagara-on-the-Lake and the City of St. Catharines.

Key Facts

- The purpose of this report is to provide information for the Statutory Public Meeting for Regional Official Plan Amendment No. 17 (ROPA 17), which is being held in accordance with prescribed requirements of Section 17 of the *Planning Act, 1990*, and to collect comments from the public. No recommendations or approvals are being sought at this time.

- The Region is proposing to amend the Regional Official Plan to add policy direction to ensure that future decisions within the Glendale study area are consistent with the vision and direction of the Council-endorsed Glendale District Plan.

- The draft amendment includes policy to implement the vision for Glendale, key directions and strategies of Regional interest and outlines the additional work required for success of the Plan.

- On October 15, 2020, the Region circulated information on this public meeting to prescribed agencies and advertised in newspapers having general circulation surrounding the study area.

Financial Considerations

There are no direct financial implications arising from this report.

The cost to process ROPA 17 have been accommodated within the Planning and Development Services Department 2020 Operating Budget.

Analysis

A District Plan is a proactive strategy which sets out a framework for growth, design and development of a complete community. Glendale is identified as an important strategic growth area for the Region with the intent to accommodate a significant portion of population and employment growth through the planning horizon and beyond. For this reason, the Region undertook the Glendale District Plan to ensure that the vision and tools are in place to appropriately manage the future growth.

The Glendale study area is located primarily with the Town of Niagara-on-the-Lake, with a small portion of the south west area falling within the City of St. Catharines. The study area is approximately 700 hectares generally bound by Queenston Road to the north, the Niagara Escarpment to the south, Concession 7 Road to the east, and the Welland Canal to the west. The QEW bisects the study area and includes the Glendale Ave interchange. A location map is included as **Appendix 1**.

The Glendale District Plan was developed as a collaborative effort with the Town of Niagara-on-the-Lake, the City of St. Catharines and Niagara College. It also included extensive consultation and engagement with many stakeholders and landowners, a Technical Advisory Committee, a Community Focus Group and the general public. Input from these sources assisted in establishing the vision and key directions of the District Plan.

Glendale's vision:

> Glendale District will be a vibrant and complete community for people of all ages, lifestyles, and abilities - a place to live, work, play, learn and grow.
>
> Its urban districts, with a mix of uses, will protect, integrate and celebrate the natural and rural surroundings reflecting the distinct character of the area.
>
> Glendale District will be framed by connection to green space along the Welland Canal, the creek valleys, the Niagara Escarpment and agricultural lands.
>
> Glendale District will put mobility first with a robust transit system, cycling trails and pedestrian routes seamlessly connecting areas north and south of the QEW highway.

The Plan's 9 key directions provide a guide for the future Glendale community, including direction to become more accessible through active transportation and a centralized transit hub, more affordable through diversity in housing options, and more resilient through inclusion of sustainability measures to address climate change.

1: Protect and enhance the landscape/natural features.
2: A convergence for the area's trails and active transportation facilities.
3: Provide an accessible and connected transit system to serve the Glendale area, the greater Niagara Region and beyond.
4: Create a strategy to build on the existing assets within Glendale and linking Glendale with the greater NOTL and the Region.
5: Create a "main street" from the Outlet Collection of Niagara to the adjacent urban neighbourhood.
6: Provide a diverse range of housing ensuring choice and affordability.
7: Create public/civic space as a focus for Glendale.
8: Use sustainability measures related to resiliency and climate change.
9: Coordination of infrastructure review, capacity and upgrades.

The Glendale District Plan was formally endorsed by the Town of Niagara-on-the-Lake Council on August 24, 2020 and Regional Council on September 17, 2020. This endorsement confirmed Council's commitment to the shared vision and key directions for the transformation of Glendale into a mixed use, complete community.

Staff is now initiating the Regional Official Plan Amendment process to add the vision and strategic direction of the District Plan into the Regional Official Plan.

The draft amendment (**Appendix 2**) implements the vision for Glendale, includes policy for the key directions and strategies of Regional interest and outlines the additional work to be undertaken. This ROPA will also ensure that future decisions within the Glendale study area are consistent with the vision and direction of the Council-endorsed Glendale District Plan.

Notice of this public meeting was provided on October 15, 2020 to prescribed agencies and advertised in newspapers having general circulation within and surrounding the study area.

The Region is collecting comments from the public, prescribed agencies and other stakeholders. No comments were received prior to the completion of this report.

Comments received prior to the public meeting will be included as correspondence on the Planning and Economic Development Committee meeting agenda. Additional comments may be submitted at or following the public meeting. All comments will be reviewed and addressed prior to staff bringing forward a recommendation on this amendment.

Alternatives Reviewed

The *Planning Act, 1990* requires that public consultation be conducted as part of all amendments to municipal Official Plans. Notice has been provided for this Statutory Public Meeting as required by the legislation.

Relationship to Council Strategic Priorities

The Glendale District Plan ROPA 17 will implement aspects of all four aspects of Council's priorities.

- Supporting Businesses and Economic Growth
- Healthy and Vibrant Community
- Responsible Growth and Infrastructure Planning
- Sustainable and Engaging Government

Other Pertinent Reports

View the Glendale District Plan (https://www.niagararegion.ca/projects/glendale-niagara-district-plan/default.aspx) website for more information and to review the endorsed District Plan.

Prepared by:
Kirsten McCauley, MCIP, RPP
Senior Planner, Secondary Plans
Planning and Development Services

Recommended by:
Rino Mostacci, MCIP, RPP
Commissioner
Planning and Development Services

Submitted by:
Ron Tripp, P.Eng.
Acting Chief Administrative Officer

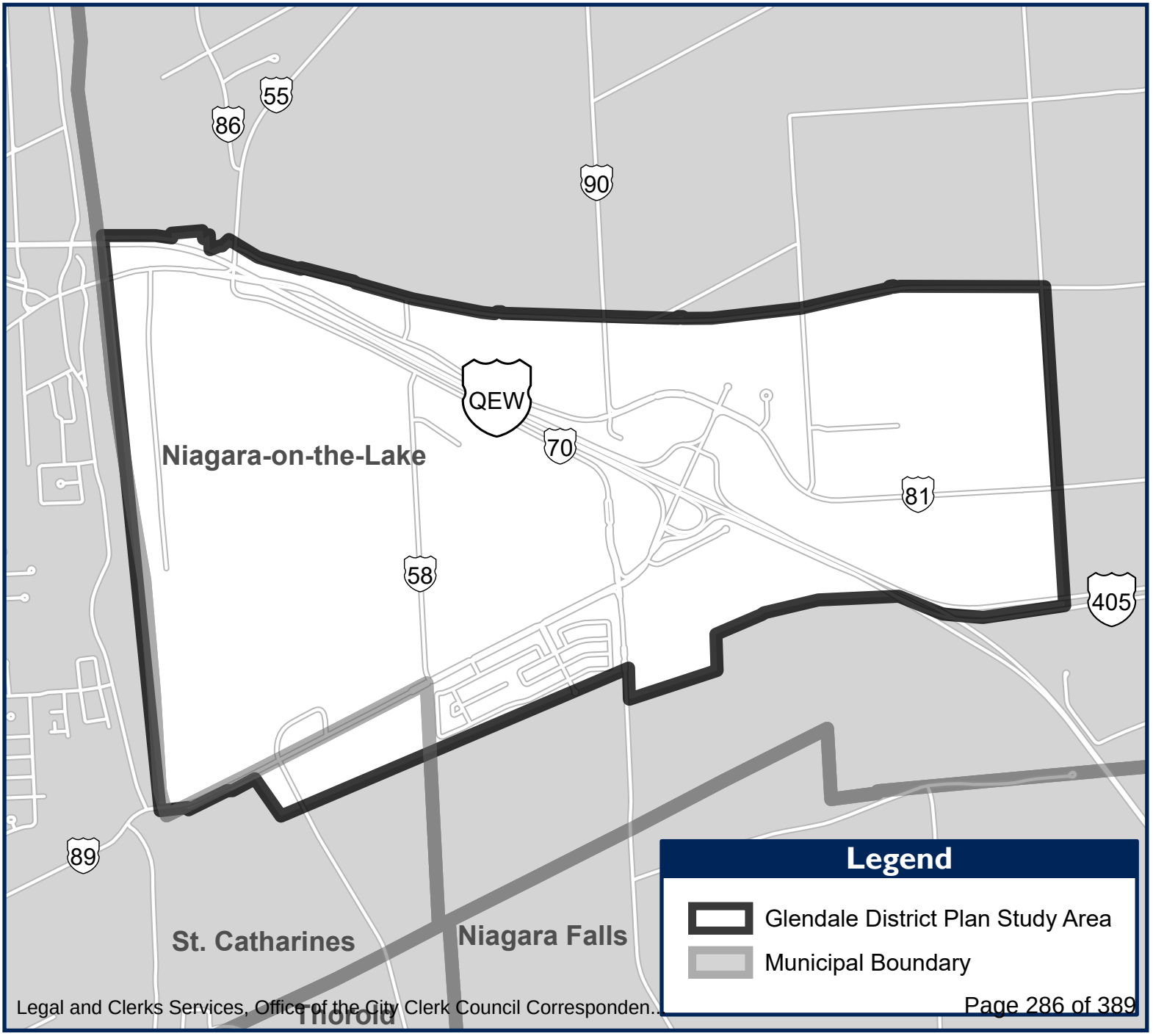
This report was reviewed by Isaiah Banach, Manager of Long Range Planning, and Doug Giles, Director of Community and Long Range Planning.

Appendices

Appendix 1	Location Map
Appendix 2	Draft Regional Official Plan Amendment No. 17

Niagara Region

Regional Official Plan Amendment 17
Glendale District Plan



DRAFT
Amendment No. 17
To The Official Plan
for the Niagara Planning Area

PART "A" – THE PREAMBLE

The preamble provides an explanation of the Amendment including the purpose, location, background, and basis of the policies and implementation, but does not form part of this Amendment.

- Title and Components
- Purpose of the Amendment
- Location of the Amendment
- Background
- Basis for the Amendment
- Implementation

PART "B" – THE AMENDMENT

The Amendment describes the additions and modifications to the Official Plan for the Niagara Planning Area, which constitute Official Plan Amendment No. 17.

- Map Change
- Text Change

PART "C" – THE APPENDICES

The Appendices provide information regarding public participation and agency comments relevant to the Amendment, but do not form part of this Amendment.

PART "A" – THE PREAMBLE

TITLE AND COMPONENTS:

This document, when approved in accordance with Section 17 of the *Planning Act*, *1990,* shall be known as Amendment 17 to the Official Plan of the Niagara Planning Area.

Part "A" – The Preamble, contains background information and does not constitute part of this Amendment.

Part "B" – The Amendment, consisting of map and text changes, constitutes Amendment 17 to the Official Plan of the Niagara Planning Area.

Part "C" – The Appendices, does not constitute part of the Amendment. These Appendices contain information related to public involvement and agency comments associated with the Amendment.

PURPOSE OF THE AMENDMENT:

The purpose of this Amendment is to add policy to the Niagara Region Official Plan that reflects and supports the implementation of the vision, key directions and strategies of the Council-endorsed Glendale District Plan. The amendment also includes the addition of an asterisk identifier on Schedule A to the Regional Official Plan to denote the general location of the Glendale District Plan area.

LOCATION OF THE AMENDMENT:

The amendment area is approximately 700 hectares generally bound by Queenston Road to the north, the Niagara Escarpment to the south, Concession 7 Road to the east, and the Welland Canal to the west. The QEW bisects the study area and includes the Glendale Ave interchange. The study area is primarily comprised of lands within the Town of Niagara-on-the-Lake, with a small portion located in the City of St. Catharines known as Southwest Glendale.

BACKGROUND

The Glendale District Plan provides a framework for land use planning and design to support the Region's focus on growth and economic prosperity. It establishes the long-term commitment to Glendale becoming a mixed use, vibrant and complete community where residents and visitors can meet their daily living needs.

The direction of the Glendale District Plan is a result of ongoing collaboration between the Region and the local municipalities, as well as extensive consultation including 6 public

engagement sessions, 5 Technical Advisory Committee meetings, 3 Community Focus Group meetings and numerous meetings with stakeholders, agencies and landowners. The vision of the District Plan directs the transformation of the Glendale settlement area into a vibrant and complete community; a community that celebrates its distinct character and builds on the unique attributes of the area. The District Plan sets out nine key directions and numerous strategies to achieve the vision. It also contains a land use concept and demonstration plan to assist in guiding this transformation.

The Glendale District Plan was endorsed by Regional Council on September 17, 2020. This Amendment adds policy direction into to the Regional Official Plan to support the vision, key directions and regional strategies of the District Plan to ensure that future decisions within the Glendale area are consistent with the vision and direction of the District Plan.

BASIS FOR THE AMENDMENT:

a) The Amendment was the subject of a Public Meeting held under the *Planning Act, 1990* on XXXXXXXXXXXXXXX. Public and agency comments were addressed as part of the preparation of this Amendment.

b) The Amendment will provide Regional policy that implement the Council endorsed District Plan's vision and key directions to transform the Glendale District Plan area into a vibrant and complete community for people of all ages, lifestyles, and abilities.

c) The Amendment will support continued collaboration between stakeholders to advance the key directions of the District Plan.

d) Based on the Region's review of the *Planning Act, 1990,* the Provincial Policy Statement (2020), the Provincial plans (2017 and 2019), the Regional Official Plan, and public and agency consultation, Regional staff is of the opinion that XXXXXXXXXX

IMPLEMENTATION:

Section 14, Implementation of the Official Plan for the Niagara Planning Area, shall apply where applicable.

DRAFT
PART "B" – THE AMENDMENT

Amendment 17
To the Official Plan for the
Niagara Planning Area

The Official Plan for the Niagara Planning area is amended as follows:

Map Changes (attached)

1. "Schedule A – Regional Structure" is amended to add an asterisk to the map denoting the general location of the Glendale District Plan area.

Text Changes

The Official Plan for the Niagara Planning Area is amended as follows:

Part I – Modifications to Existing Policies

None

Part II – New Policies

1. Add Policy "4.G.14 Glendale District Plan" to Chapter 4.

"4.G.14 Glendale District Plan

The Glendale study area is approximately 700 hectares generally bound by Queenston Road to the north, the Niagara Escarpment to the south, Concession 7 Road to the east, and the Welland Canal to the west. The QEW bisects the study area and includes the Glendale Ave interchange. The majority of the study area falls within the Town of Niagara-on-the-Lake with a small portion location within the City of St. Catharines.

The Glendale District will be a vibrant and *complete community* for people of all ages, lifestyles, and abilities - a place to live, work, play, learn and grow. Its urban districts, with a mix of uses, will protect, integrate and celebrate the natural and rural surroundings reflecting the distinct character of the area.

Glendale District will be framed by connection to green space along the Welland Canal, the Niagara Escarpment, the creek valleys and agricultural lands.

Glendale District will put mobility first with a robust transit system, cycling trails and pedestrian routes seamlessly connecting areas north and south of the QEW highway.

4.G.14.A Objectives

Objective 4.G.14.A.1

To position the Glendale District Plan area as a *strategic growth area* and transition it to a complete, vibrant, mixed-use, urban community.

Objective 4.G.14.A.2

To ensure the protection and enhancement of Glendale's natural features and *agricultural areas*.

Objective 4.G.14.A.3

To offer a safe, comfortable and connected *active transportation* network while supporting all modes of mobility.

Objective 4.G.14.A.3

To incorporate a centrally located, accessible transit hub/station area.

Objective 4.G.14.A.4

To build on Glendale's existing assets and celebrate its distinct character.

Objective 4.G.14.A.5

To promote a range of housing in terms of built form and affordability.

Objective 4.G.14.A.6

To promote the development of a sustainable and resilient community.

4.G.14.B Policies

4.G.14.B.1

The Glendale District shall become a *complete community* by integrating current and new uses, with a revitalized public realm and compact mixed use

development supporting a blend of residential, retail, institutional, recreational, hospitality and employment activities.

4.G.14.B.2

The Glendale District Plan provides the framework for the update to the Niagara-on-the-Lake Glendale Secondary Plan. This update will be supported by technical studies, including but not limited to:
a) Transportation study;
b) Functional servicing study;
c) Environmental planning study;
d) Commercial lands review;
e) Urban design guidelines;
f) Phasing plan; and
g) Financial impact assessment.

4.G.14.B.3

A transit station/hub will be centrally located to serve the entire Glendale area and beyond. The final location/configuration, transit operations and logistical requirements for this hub will be determined via the completion of a feasibility study and ongoing discussion with the Inter-Municipal Transit Working Group and other key stakeholders.

4.G.14.B.4

In order to support affordability, the Glendale District will offer a range in the mix and type of housing and units built in the community. Information from the Region's Housing and Homelessness Action Plan and consultation with the affordable housing providers will assist in forming guidance and recommendations for *affordable* and supportive housing.

4.G.14.B.5

An *active transportation* network shall be improved by ensuring new development applications incorporate a continuous sidewalk network, cycling infrastructure and safe marked crossings. The existing network shall be enhanced by making it *active transportation-friendly* and displaying signage that is clear and informative throughout the District.

4.G.14.B.6

Opportunities for additional vehicular or *active transportation* connections north to south of the QEW may be studied at a future time.

4.G.14.B.7

The Glendale District Plan is committed to supporting the numerous established business, employment and hospitality assets and building on these

assets. Marketing, economic development and tourism strategies shall be pursued to promote these assets and attract new ones. The proximity of Niagara District Airport shall be leveraged as an asset for supporting important social and economic links, including passenger connections, tourism and movement of goods.

4.G.14.B.8

The Glendale *Employment Area* is well situated with high visibility to the QEW and close proximity to the international border and Niagara District Airport. The boundary of this *Employment Area* is shown in the District Plan. Refinements may be made to this boundary with supporting technical analysis through the update to the Town's Glendale Secondary Plan.

4.G.14.B.9

The Glendale District Plan will have a distinct character celebrated by a high-quality public and private realm and incorporation of public art. Urban design guidance shall be further defined through development of urban design guidelines.

4.G.14.B.10

To build on the distinct character of the community, prominent view corridors to the Niagara Escarpment and surrounding *agricultural areas* shall be identified and protected through viewshed analysis.

4.G.14.B.11

The Glendale District Plan identifies potential locations for major, minor and character gateways. These gateways shall have a consistent design approach to promote the Glendale area as a unique location within Niagara.

4.G.14.B.12

The Glendale District is uniquely located adjacent to the Niagara Escarpment, a UNESCO World Biosphere Reserve. The Glendale District should capitalize on this unique location to promote research and innovation for the conservation of biodiversity and sustainability.

4.G.14.B.13

Development and re-development within the Glendale District shall consider incorporating measures related to sustainability and resiliency, such as low impact development techniques, green building standards, transit oriented development and other new innovative techniques and technologies that will achieve this direction. A sustainability strategy shall be prepared for the Glendale District.

4.G.14.B.14

Land use designations in local Official Plans shall be reviewed in the context of the Glendale District Plan, as well as the Natural Heritage policies of Section 7B, the Greenbelt Plan and the Niagara Escarpment Plan. The environmental features shall be further reviewed and refined through an Environmental Planning Study, or equivalent, prepared to support the Town's Glendale Secondary Plan update.

4.G.14.B.15

The *infrastructure* capacity of the Glendale District shall be assessed through the functional servicing study and monitored to proactively plan for *infrastructure* upgrades and ensure that *infrastructure* capacity is available and development ready.

4.G.14.B.16

A fiscal impact assessment will be completed as part of the Glendale Secondary Plan update to ensure that infrastructure and services are provided in a financially sustainable and responsible manner. The assessment will report on the cost of providing services to new development and redevelopment in the Glendale District. The mechanisms set out in Policy 14.H.3 may be used to offset the financial impact of development. The assessment will also report on an appropriate balance between residential and non-residential assessment.

The assessment will also inform any phasing requirements to ensure the logical progression of development.

4.G.14.B.17

Local municipal Official Plans, Secondary Plans, and Zoning By-laws shall be updated to implement the vision, objectives, and policy direction of Glendale District Plan, as required.

4.G.14.B.18

The Land Use Concept and Demonstration Plan Map as shown in the Glendale District Plan shall be used as a guide for the layout and design of permitted development within the District Plan area.

4.G.14.B.19

The District Plan contains four Special Study Areas as shown on the Land Use Concept and Demonstration Plan. Additional study is required through the Town's Secondary Plan update and ongoing consultation and collaboration.

A) Special Study Area 1: Further to the Land Use Concept and Demonstration Plan, the Niagara Regional Native Centre (NRNC) does not indicate land use direction to reflect the ongoing NRNC Master Plan work.

B) Special Study Area 2: The creation of an Eco-park should be pursued to support the connection to nature, offering opportunities for improved physical and mental health for residents and visitors alike. The Region shall consult with the Province, Transport Canada (or future owner) and local municipality to investigate opportunities for the creation of an Eco-park with passive recreational uses or other complimentary uses.

C) Special Study Area 3: Notwithstanding the direction provided by the Land Use Concept and Demonstration Plan, the lands shown as Southwest Glendale, within the City of St. Catharines, are subject to the Niagara Escarpment Plan and cannot proceed as illustrated without the required planning approvals.

D) Special Study Area 4: The District Plan's Demonstration Plan reflects the Niagara College Campus Master Plan and recognizes the Master Plan guidance in the ongoing collaboration. Regard for the vision, objectives and key directions of the Glendale District Plan shall be given through future review of this Campus Master Plan.

4.G.14.B.20

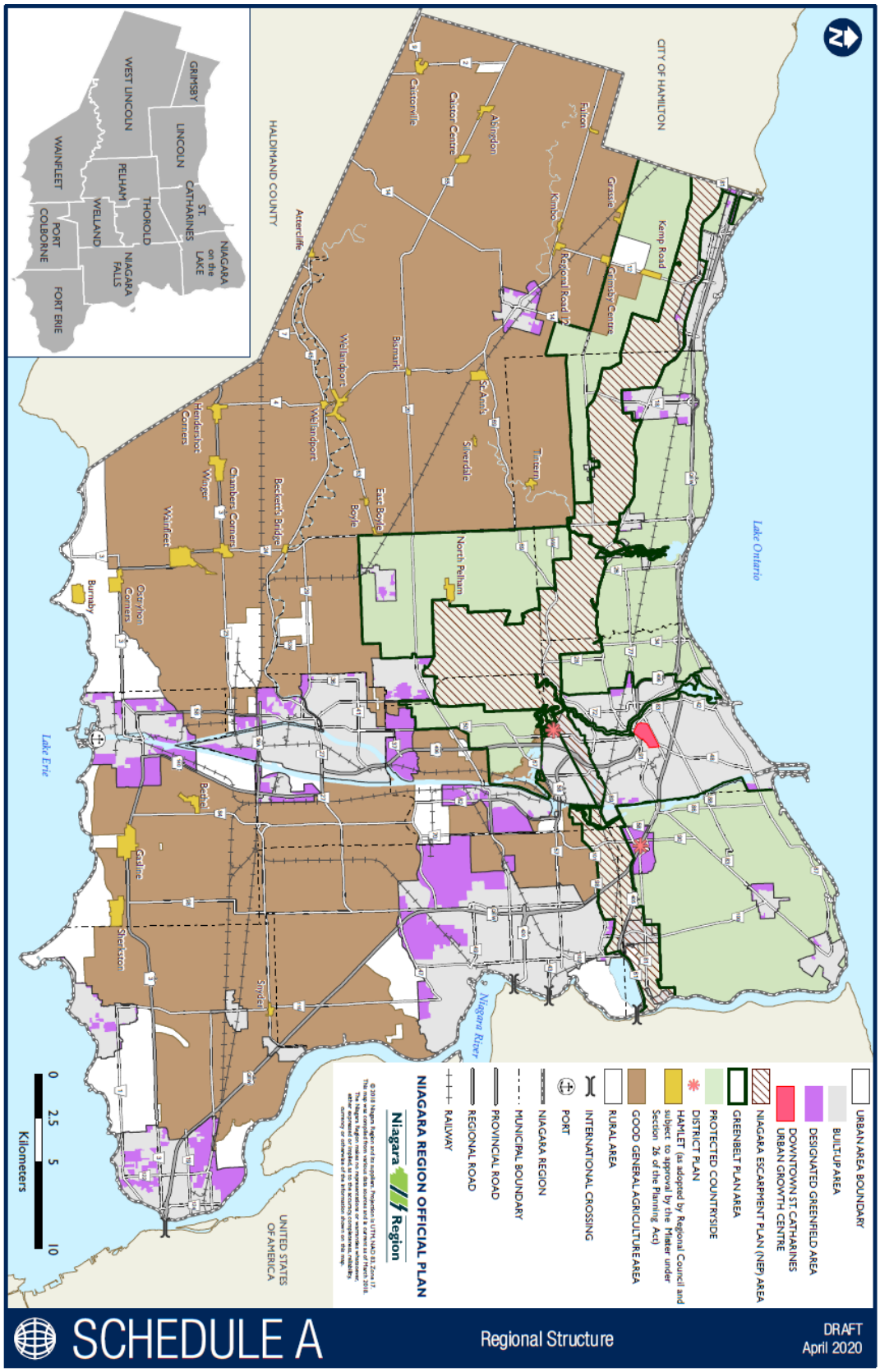
The Glendale District Plan shall be reviewed and updated every 10 years in consultation with stakeholders.

4.G.14.B.21

Minor changes may be permitted as a result of future planning study or technical review provided it is consistent with the overall vision and framework of the Glendale District Plan.

4.G.14.B.22

A Regional Technical Advisory Committee shall be formed by the Region to develop an implementation framework as part of the ongoing commitment to the District Plan. An implementation plan will be refined and tasks/timelines assigned accordingly.


SCHEDULE A
Regional Structure
DRAFT
April 2020
NIAGARA REGION OFFICIAL PLAN
Niagara Region
URBAN AREA BOUNDARY
BUILT-UP AREA
DESIGNATED GREENFIELD AREA
DOWNTOWN ST. CATHARINES URBAN GROWTH CENTRE
NIAGARA ESCARPMENT PLAN (NEP) AREA
GREENBELT PLAN AREA
PROTECTED COUNTRYSIDE
DISTRICT PLAN
HAMLET (as adopted by Regional Council and subject to approval by the Minister under Section 26 of the Planning Act)
GOOD GENERAL AGRICULTURE AREA
RURAL AREA
INTERNATIONAL CROSSING
PORT
NIAGARA REGION
MUNICIPAL BOUNDARY
PROVINCIAL ROAD
REGIONAL ROAD
RAILWAY
0 2.5 5 10
Kilometers
Lake Ontario
Lake Erie
Niagara River
CITY OF HAMILTON
HALDIMAND COUNTY
UNITED STATES OF AMERICA
GRIMSBY
WEST LINCOLN
LINCOLN
PELHAM
WAINFLEET
THOROLD
WELLAND
PORT COLBORNE
NIAGARA FALLS
ST. CATHARINES
NIAGARA on the LAKE
FORT ERIE

2021 LEGISLATIVE SCHEDULE OF REGULAR MEETINGS

REGIONAL COUNCIL, BUDGET REVIEW COMMITTEE OF THE WHOLE,
COUNCIL BUSINESS PLANNING COMMITTEE OF THE WHOLE AND STANDING COMMITTEES

JANUARY						
S	M	T	W	T	F	S
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31						

FEBRUARY						
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21	22	23	24	25	26	27
28						

MARCH						
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28	29	30	31			

APRIL						
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25	26	27	28	29	30	

MAY						
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16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31					

JUNE						
S	M	T	W	T	F	S
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27	28	29	30			

JULY						
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AUGUST						
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29	30	31				

SEPTEMBER						
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26	27	28	29	30		

OCTOBER						
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24	25	26	27	28	29	30
31						

NOVEMBER						
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28	29	30				

DECEMBER						
S	M	T	W	T	F	S
			1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30	31	

Council
Committee Week
Workshop
Regional Chair's Golf Tournament
Committee of the Whole
Budget Review Committee of the Whole
Stat Holiday
March Break
TENTATIVE Budget Review Committee of the Whole
(Subject to approval by BRCOTW)

AMO - August 15-18, London, ON	***FCM Conference - June 3-6, Montreal, QC***

Meeting Times

Council	Thursdays at 6:30 p.m.
Committee of the Whole *(includes Budget Review)*	Thursdays at 6:30 p.m.
Public Works Committee	Tuesdays at 9:30 a.m.
Public Health and Social Services Committee	Tuesdays at 1:00 p.m.
Corporate Services Committee	Wednesdays at 9:30 a.m.
Planning & Economic Development Committee	Wednesdays at 1:00 p.m.

Approved by Regional Council on October 22, 2020

Niagara Regional Housing

Q3 (July 1 to September 30, 2020) to Board of Directors

Recommendation:

That Niagara Regional Housing Quarterly Report July 1 to September 30, 2020 be APPROVED and FORWARDED to the Public Health and Social Services Committee and subsequently to Regional and Municipal Councils for information.

Submitted by:

Donna Woiceshyn
Chief Executive Officer

Approved by:

Walter Sendzik
Chair

Directors:

Walter Sendzik, Chair
Regional Councillor
St. Catharines

James Hyatt, Vice-Chair
Community Director
St. Catharines

Karen Blackley, Secretary
Community Director
Thorold

Gary Zalepa, Treasurer
Regional Councillor
Niagara-on-the-Lake

Betty Ann Baker
Community Director
St. Catharines

Barbara Butters
Regional Councillor
Port Colborne

Tom Insinna
Regional Councillor
Fort Erie

Betty Lou Souter
Community Director
St. Catharines

Leanne Villella
Regional Councillor
Welland

Q3 (July 1 to September 30, 2020)

VISION

That the Niagara community will provide affordable, accessible and quality housing for all residents

MISSION

To expand opportunities that make affordable housing an integral part of building healthy and sustainable communities in Niagara

As the administrator of social housing for Niagara Region, Niagara Regional Housing (NRH) works to fulfill our vision and mission through six main areas of responsibility:

1. Public Housing (NRH Owned Units)
2. Non-Profit Housing Programs
3. Rent Supplement Program
4. Affordable Housing Program
5. Service Manager Responsibilities
6. Housing Access Centre and Centralized Waiting List

Definitions can be found in the attached Reference Sheet.

1. Public Housing (NRH Owned Units)

DAY-TO-DAY MAINTENANCE:

In Q3, **2,656 work orders** were issued, representing $1,840,535.80. $42,806.95 of this amount was charged back to tenants who were held responsible for damages.

	2019-Q3	2019-Q4	2020-Q1	2020-Q2	2020-Q3
# of work orders issued	3,111	3,675	2,575	2,302	2,656

Work orders continue to be lower due to COVID-19; regular maintenance has resumed within COVID guidelines.

CAPITAL PROGRAM:

The Capital Program is responsible for maintaining the Public Housing (NRH Owned Units) asset and planning for future sustainability.

In Q3, 52 purchase orders were issued and four public tenders closed.

The Capital Program was responsible for 12 capital projects and 52 purchase orders valued at $1,825,000:

- 12 projects
  - Carlton Street – replacement of balconies and railings
  - 4900 Buckley Avenue – exterior insulation and finish system – canopies
  - 52 Ormond Street North– building renovations
  - 10 Old Pine Trail – bathroom replacements
  - Powerview Avenue/Galbraith Street/Wallace Street – bathrooms
  - 12 St. David's Road East – building renovations
  - Various locations - upgrading heating systems
  - 300 Davy Street – parking lot replacement
  - 3874 Portage Road – parking lot replacement
- 49 RFPs and RFQs – various consulting services, elevator investigations, health and safety repairs, structural repairs (roofing) and pavement retrofits

As of September 30, 2020, $2,144,800 of the $8,454,858 budget (excluding emergency) has been committed and or actually spent (25%).

Q3 (July 1 to September 30, 2020)

TENANT MOVE OUTS:

Move Outs By Reason	
Health	8
Long Term Care Facility	12
Deceased	24
Private Rental	12
Voluntarily Left Under Notice	2
Eviction – Tribunal	1

NRH Transfer	9
Moved to Coop or Non-Profit	1
Bought a House	2
Left Without Notice	2
Other/None Given	17
Cease to Qualify	0
TOTAL	**90**

In Q3, there were **90 move outs**. One involved an eviction order granted under the Ontario Landlord Tenant Board (LTB) for Arrears and was enforced by the Sherriff.

	2019-Q3	**2019-Q4**	**2020-Q1**	**2020-Q2**	**2020-Q3**
# of move outs	57	71	62	57	90

ARREARS:

NRH Housing Operations actively works to reduce rent arrears but saw a continued increase in 2020-Q3 due to COVID-19 and tenants not paying rent due to the provincial no eviction order.

	Sept 30, 2019	**Dec 31, 2019**	**Mar 31, 2020**	**Jun 30, 2020**	**Sept 30, 2020**
Rent charges for the month	$1,267,460.00	$1,286,793.00	$1,302,721.00	$1,289,907.00	$1,295,815.00
Accumulated rent arrears	$35,549.21	$36,134.21	$71,135.25	$110,958.69	$113,204.57
Arrears %	2.80%	2.81%	5.46%	8.60%	8.74%

INSURANCE:

Nothing to report for Q3.

COMMUNITY RESOURCES AND PARTNERSHIPS:

Due to COVID-19, in Q3, we had partnerships with only **six community agencies** across Niagara. As a result of these partnerships, 15 support and enrichment activities were offered to tenants at NRH sites. Each partnership contributes to tenant lives and, in turn, the success of the Public Housing community as a whole:

- RAFT summer camps began in four NRH Public Housing communities (Old Pine Trail/Manchester/Rykert in St. Catharines and Warden and Waters in Niagara Falls) in July. They had 152 children attend and reported that there were no issues with adhering to COVID-19 guidelines.

- Faith Welland opened After School programs in Welland's McLaughlin community in September, with scheduled in-person homework help for a maximum of three children and the delivery of craft/recipe kits
- There was a dramatic increase in social issues attributed to anxieties and lack of supports related to COVID-19. Some communities experienced such disturbing social issues that NRH had to transfer several tenants and request that hearings to evict the perpetrators be prioritized at the Landlord Tenant Board, which reopened virtually in September.
- Common Rooms were only open during High Heat alerts, with guidelines posted and increased cleaning.

Also during Q3, NRH Community Programs Coordinators (CPCs) offered supports to **534 new referrals of tenants in need of assistance**. Of those new referrals, **35% were considered medium-high need**, (e.g. child safety concerns, eviction, social issues, cognitive concerns). In particular, there was a continued increase in the number of tenants needing help with social issues, supports and referrals to other agencies, however most of these agencies were either virtual or unavailable due to COVID-19. CPCs reported that many tenants were uninterested or unable to access virtual supports.

Eviction Prevention and supports have been extended to Housing Providers and the Rent Supplement program on a pilot basis through Ontario Priorities Housing Initiative (OPHI) funding. There is one full-time Community Program Coordinator (CPC) for Non-Profits/Co-operatives and one dedicated half to Rent Supplement and half to assisting with NRH-Owned units.

2. Non Profit Housing Programs

As administrator of social housing for Niagara Region, NRH provides legislative oversight for **60 Non-Profit Housing Programs (non-profit and co-operative)**. Operational Reviews are conducted to determine the overall health of each.

	2019-Q3	2019-Q4	2020-Q1	2020-Q2	2020-Q3
Healthy	40	39	37	37	38
Routine Monitoring	17	18	21	21	18
Intensive Monitoring	1	1	0	0	2
Pre-PID (Project in Difficulty)	1	1	1	1	1
PID (Project in Difficulty)	1	1	1	1	1
TOTAL	**60**	**60**	**60**	**60**	**60**

NRH Housing Programs staff continue to work with Housing Providers as they move toward End of Operating Agreements (EOA) / End of Mortgage (EOM).

3. Rent Supplement Program

Rent Supplement/Housing Allowance

In the Rent Supplement program, tenants pay 30% of their gross monthly income directly to the private landlord and NRH subsidizes the difference up to the market rent for the unit. The Housing Allowance program is a short-term program that provides a set allowance to help applicants on the wait list. In Q3, there were **1,663 Rent Supplement/Housing Allowance units** across Niagara.

Canada-Ontario Housing Benefit (COHB)

The COHB is a portable rent benefit that helps applicants on the Centralized Waiting List pay their rent to their current landlord in the private market. In Q3, 230 applications for were sent to the Ministry of Municipal Affairs and Housing on behalf of Niagara residents in need of housing. To date, **206 have been accepted**.

In-Situ Rent Supplement

An In-Situ Rent Supplement program has been developed to engage new landlords and offer applicants on the Centralized Waiting List an opportunity to receive Rent-Geared-to-Income assistance where they currently live. This removes the need for moving related expenses and broadens the network of landlords in business with NRH. In Q3, NRH initiated new agreements with **3 new landlords**.

	2019-Q3	2019-Q4	2020-Q1	2020-Q2	2020-Q3
Fort Erie	32	30	32	31	31
Grimsby	24	22	18	22	21
Lincoln (Beamsville)	11	13	14	14	12
Niagara Falls	240	239	237	226	220
Niagara-on-the-Lake	5	5	5	4	4
Pelham	19	19	17	17	17
Port Colborne	65	64	67	64	61
St. Catharines	773	778	798	751	712
Thorold	56	57	61	61	61
Welland	200	198	192	259	302
West Lincoln	15	16	16	16	16
COHB Region-wide					206
TOTAL	**1,440**	**1,441**	**1,457**	**1,465**	**1,663**

Variance in the Rent Supplement program are a reflection of fluctuation between agreements ending and new agreements taken up with landlords.

4. Affordable Housing Program

Niagara Renovates Program:

The Niagara Renovates program provides assistance to low-to-moderate income homeowners for home repairs, accessibility modifications and the creation of secondary suites in single family homes.

Niagara Renovates inspections for new applicants for the 2020-2021 funding cycle have commenced. Inspections of completed work are being verified by homeowner photographs and formal inspections will take place as soon as possible and will include all areas inside and outside of the home to ensure compliance with program guidelines. Issues will be identified and a detailed Inspection Report provided to the homeowner.

NRH received $545,920 through the Ontario Priorities Housing Initiative (OPHI) for all 3 streams of the program.

15 homeowners are currently approved for funding and NRH is working toward streamlining the program as we become more proficient at working under COVID-19 rules.

Homeownership Program – "Welcome Home Niagara":

The Homeownership program assists low-to-moderate income rental households to purchase their first home by providing a down payment loan.

In April 2020, NRH received $100,000 through the Ontario Priorities Housing Initiative (OPHI) program.

In Q3, **seven homeowners** received assistance through Welcome Home Niagara.

	2019-Q3	2019-Q4	2020-Q1	2020-Q2	2020-Q3
# of homeowners assisted	6	7	4	5	7

Housing First Program:

The Housing First program helps people move quickly from homelessness to their own home by providing supports to help difficult to house individuals find and keep housing.

In Q3, **seven individuals/families** were housed through the Housing First program. Since 2012, Housing First has helped 467 individuals/families.

	2019-Q3	2019-Q4	2020-Q1	2020-Q2	2020-Q3
# of individuals/families housed	15	16	13	9	7
# of Housing First units (at quarter end)	197	202	199	201	195

17 of these Housing First units were created with NRH's new development at 527 Carlton Street in St. Catharines.

RENTAL HOUSING (NEW DEVELOPMENT):

NRH New Development

Hawkins Street/Dell Avenue, Niagara Falls		
Ontario Priorities Housing Initiative (OPHI)	$3,600,000	
NRH Reserves	$3,061,500	
Regional Development Charges	$14,132,500	
Canada Mortgage & Housing Corporation Seed Funding	$106,000	
TOTAL	**$20,900,000**	**73**

Building A – 55 units

- Masonry completed on 1st level
- Structural steel installed for 1st level
- Mechanical and electrical rough in work ongoing
- 2nd floor Coreslab installed and grouted up to Gridline H (half of the building)

Building B – 18 units

- Foundations completed and site backfilled for concrete slab
- Underground plumbing completed and inspected by city of Niagara Falls
- Main level concrete slab poured
- Masonry block installation started

Q3 (July 1 to September 30, 2020)

AFFORDABLE HOUSING UNIT #'S BY MUNICIPALITY:

Fort Erie		**Grimsby**		**Lincoln (Beamsville)**		**Niagara Falls**	
NRH Owned	116	NRH Owned	55	NRH Owned	61	NRH Owned	884
Housing Providers	389	Housing Providers	0	Housing Providers	41	Housing Providers	828
Rent Supplement	31	Rent Supplement	22	Rent Supplement	12	Rent Supplement	239
New Development	0	New Development	0	New Development	0	New Development	140
NOTL		**Pelham**		**Port Colborne**		**St. Catharines**	
NRH Owned	40	NRH Owned	0	NRH Owned	88	NRH Owned	1,017
Housing Providers	0	Housing Providers	0	Housing Providers	139	Housing Providers	1,666
Rent Supplement	5	Rent Supplement	19	Rent Supplement	64	Rent Supplement	775
New Development	0	New Development	0	New Development	35	New Development	346
Thorold		**Welland**		**West Lincoln (Smithville)**		**Region-wide**	
NRH Owned	29	NRH Owned	394	NRH Owned	0	NRH Owned	2,684
Housing Providers	85	Housing Providers	425	Housing Providers	86	Housing Providers	3,659
Rent Supplement	57	Rent Supplement	194	Rent Supplement	15	Rent Supplement	1,433
New Development	46	New Development	167	New Development	0	New Development	734*

Note: there are no affordable housing units in Wainfleet

as at December 31, 2019

*166 New Development units are NRH Owned

5. Service Manager Responsibilities

APPEALS:

In Q3, NRH began hearing appeals virtually. Adapting to this new process went well and **15 appeals** were heard (12 upheld, 3 overturned).

	2019-Q3	2019-Q4	2020-Q1	2020-Q2	2020-Q3
# of appeals	10	11	11	0	15

INVESTMENTS:

See Appendix 1 – Investment Report

6. Housing Access Centre & Centralized Waiting List

APPLICATION ACTIVITY:

# of Applications Received & Processed	604	# of Eligible Applications	581
# of Special Provincial Priority Status Applications	76	# of Ineligible Applications	23
# of Urgent Status Applications	88	# of Cancelled Applications	315
# of Homeless Status Applications	96	# of Applicants Housed	128

In Q3, there was a 36% increase in the number of applications processed (compared to Q2) and **315 households were removed** from the Centralized Waiting List because they were no longer eligible, they found alternate housing or we were unable to make contact.

Q3 (July 1 to September 30, 2020)

CENTRALIZED WAITING LIST:

		2019-Q3	2019-Q4	2020-Q1	2020-Q2	2020-Q3
		# of households				
A	**Rent Geared to Income (RGI) waiting list:**					
	Niagara resident RGI waiting list	5,012	5,154	5,322	5,264	5,296
	Applicants from outside of Niagara	897	977	1,045	1,078	1,129
TOTAL RGI waiting list:		**5,909**	**6,131**	**6,367**	**6,342**	**6,425**
	Housing Allowance: a set allowance to help applicants on the waiting list with affordability in the private market until housed in an RGI unit	747	742	739	723	702
A1	**RGI waiting list demographics:**					
	Seniors	2,362	2,455	2,514	2,487	2,506
	Adults no dependents	1,922	1,979	2,041	2,026	2,049
	Adults with dependents	1,625	1,697	1,812	1,829	1,870
A2	**RGI list further segmented (#'s included in A & A1):**					
	SPP – Special Provincial Priority (Ministry Priority): helps victims of violence separate permanently from their abuser	165	148	146	142	128
	URG – Urgent (Local Priority): for applicants with mobility barriers and/or extreme hardship where their current accommodation puts them at extreme risk and/or causes hardship	130	142	152	144	135
	HML – Homeless (Local Priority): provides increased opportunity for placement to homeless households	1,007	1,075	1,145	1,119	1134
	SUP – Supportive/Transitional: provides targeted, provisional services to assist individuals to transition beyond basic needs to more permanent housing	12	16	23	10	11
B	**In addition, NRH manages:**					
	Overhoused: households who are living in subsidized accommodation with more bedrooms than they are eligible for	181	174	176	173	157
	Transfer: households who are currently living in subsidized accommodation and have requested a transfer to another provider	603	613	635	637	660
TOTAL RGI households on waiting list managed by NRH:		**6,693**	**6,918**	**7,178**	**7,152**	**7,242**
C	**NRH maintains a waiting list for market rent units (62 Non Profit Housing Programs):**					
	Market: applicants who have applied for a market rent unit in the Non-Profit Housing Programs portfolio	752	784	810	805	808
TOTAL households on waiting list managed by NRH:		**7,445**	**7,702**	**7,988**	**7,157**	**8,050**
TOTAL individuals on waiting list managed by NRH:		**13,059**	**13,587**	**14,197**	**14,180**	**14,429**

Note: the above chart includes only those who apply to the Centralized Waiting List and does not capture the full number of those in need of affordable housing in Niagara.

Q3 (July 1 to September 30, 2020)

ESTIMATED WAIT TIMES:

CITY	SENIORS Age 55 and older		SINGLES Age 16-54		HOUSEHOLDS WITH DEPENDENTS			
	Bachelor	1 Bed	Bachelor	1 Bed	2 Bed	3 Bed	4 Bed	5 Bed
	YEARS							
Fort Erie	-	11	3	7	2	2	6	-
Grimsby	-	5	-	-	-	-	-	-
Lincoln	-	6	-	10	6	10	-	-
Niagara Falls	5	7	-	18	5	5	12	16
Niagara-on-the-Lake	-	6	-	-	-	-	-	-
Port Colborne	-	8	-	12	5	3	4	-
St. Catharines	-	5	9	16	3	3	3	11
Thorold	-	7	-	13	3	11	-	-
Welland	-	6	7	16	7	3	8	7
West Lincoln	-	5	-	-	10	6	-	-

- no units of this size available in this community

January 2020

Please note:

- wait time information can fluctuate and is an approximation only
- wait times may not reflect the actual time one may wait for affordable housing

Quarterly Report on Cash / Investments for Period Ending September 30, 2020

	This Quarter Balance	Last Quarter Balance	Variance $	Variance %	Comments
CURRENT BANK ACCOUNT					
Royal Bank account used for day-to-day operations for the owned units. Also to cash flow various short terms programs funded by Prov and Fed gov't usch as development, homeownership and capital repair programs.	**9,845,711**	**6,248,806**	**3,596,906**	**57.56%**	Since the February 2016 transition to PeopleSoft, day-to-day accounts payable transactions are paid by the Region through PeopleSoft. Reconciliation of the due to the Region account will be performed on a quarterly basis to transfer amounts due to the Region.

INVESTMENTS					
Various investment vehicles are used to protect and optimize the cash that is held for specified purposes. Investments are both short-term and long-term in nature. These funds are intended to ensure continued growth without capital erosion by inflation. **Current Investments:**					
RBC High Interest Savings Account	**6,478,957**	**5,601,934**	**877,024**	**15.66%**	
2 Year GIC, $188,000; due date is 08/17/2020; interest rate of 2.65% to 2.74%	**-**	**197,592**	**(197,592)**	**-100.00%**	GICs matured at the end of August 2020 and deposited into the High Interest Savings Account. At the time of writing this report, reinvestment options are being examined in alignment with the NRH investment policy.
2 Year GIC, $376,000; due date is 08/20/2020; interest rate of 2.60% to 2.65%	**-**	**394,690**	**(394,690)**	**-100.00%**	
2 Year GIC, $264,280; due date is 08/21/2020; interest rate of 2.53%	**-**	**276,470**	**(276,470)**	**-100.00%**	
Total	**6,478,957**	**6,470,685**	**8,272**	**0.13%**	

Q3 Report on Reserves as at September 30, 2020

AGENDA ITEM 2.2

Description	Balances at December 31, 2019	Year-to-date Net Transfers from (to) Operating	Year-to-date Capital Transfers	Balance at September 30, 2020	Forecasted Net Transfers Forecast from (to) Operating	Forecasted Balance at December 31, 2020
NRH Owned Units Public/Local Housing Corp:						
Jubilee/Broadoak	287,569	54,000	-	341,569	18,000	359,569
Fitch Street	350,040	66,750	-	416,790	22,250	439,040
Carlton	210,000	60,750	-	270,750	20,250	291,000
Other Owned Units	5,140,075	975,000	(2,311,513)	3,803,562	325,000	4,128,562
NRH Owned Units Public/Local Housing Corp TOTAL	5,987,684	1,156,500	(2,311,513)	4,832,671	385,500	5,218,171
Niagara Regional Housing:						
Emergency Capital Funding for Housing Providers	3,199,268	1,155,695	-	4,354,963	385,232	4,740,195
Title Normalization for NRH Owned Units	712,381	-	-	712,381	-	712,381
New Initiatives, other social housing purposes and any new deposits are added to this category	4,316,390	(250,000)	(2,944,080)	1,122,310	-	1,122,310
Niagara Regional Housing TOTAL	8,228,039	905,695	(2,944,080)	6,189,654	385,232	6,574,886
Total NRH Capital Reserves	**$ 14,215,723**	**$ 2,062,195**	**$ (5,255,593)**	**$ 11,022,325**	**$ 770,732**	**$ 11,793,056**
NRH Rent Supplement:	266,301	(12,750)	-	253,551	(4,250)	249,301
NRH Stabilization Reserves TOTAL	**$ 266,301**	**$ (12,750)**	**$ -**	**$ 253,551**	**$ (4,250)**	**$ 249,301**
NRH Employee Future Benefits:	792,733	-	-	792,733	-	792,733
NRH Future Liability Reserves TOTAL	**$ 792,733**	**$ -**	**$ -**	**$ 792,733**	**$ -**	**$ 792,733**
Total	**$ 15,274,757**	**$ 2,049,445**	**$ (5,255,593)**	**$ 12,068,609**	**$ 766,482**	**$ 12,835,090**

Interest no longer applied by approval of Regional Council (CSD 02-2013).

503 NRH Owned Units Public/Local Housing Corp: This reserve was set-up by the Board of Directors as a Reserve Fund in September 2004 for capital expenses related to the NRH owned units. This reserve includes specific reserve balances to support 3 properties (Jubilee/Broadoak, Fitch, Carlton) based on the reserve fund studies completed to ensure sustainable. The balance is for all other owned units.

502 Niagara Regional Housing
This reserve includes three major elements: (1) Emergency Capital Funding for Housing Providers - *intent to support capital repair program for housing providers; surplus from housing programs should be directed to this component of the reserve* (2) Title Normalization for NRH Owned Units (3) New Initiatives / New Development

NRH Rent Supplement: This fund was set-up by the Board of Directors in December 2008 (year end) for a new Rent Supplement program. This Rent Supplement program is budgeted annually and withdrawal from the Reserve matches that year's expenditures.

NRH Employee Future Benefits: This fund was set-up by the Board of Directors in 2011 to fund Employee Future Benefits. (retiree benefits, sick leave, vacation. etc.).

Quarterly Report Reference Sheet

A	**AFFORDABLE HOUSING RENTS:** Rents are established at 80% market of Canada Mortgage and Housing Corporation (CMHC) Average Market Rent, with no ongoing rental subsidy.
	APPEALS: Social Housing tenants/members can request reviews of decisions related to applicant eligibility, priority status, transfer requests, overhoused status, ongoing Rent-Geared-to-Income (RGI) eligibility and rent calculation issues. The NRH Appeal Committee makes decisions on appeals from applicants and tenants in Public Housing, Social Housing (where they have not established an Appeal Committee) and Rent Supplement units. All appeal decisions are final, per legislation.
	ARREARS: To assist with arrears collection, tenants/members are provided the option of entering into a repayment agreement but are still expected to pay full rent on time.
B	
C	**CANADA-ONTARIO COMMUNITY HOUSING INITIATIVE (COCHI):** A program that provides funding to protect affordability for households in social housing, support the repair and renewal of existing social housing supply and expand the supply of community housing over time.
	CANADA-ONTARIO HOUSING BENEFIT (COHB): A program that provides a monthly benefit payment to households that are on, or are eligible to be on, the Centralized Waiting List (CWL) to help them pay their rent. The COHB payments are portable (i.e. the benefit follows the household if they move to another address) and based on the household income and local market rent. In order to receive the COHB, applicants must agree to have their application removed from the CWL.
	CAPITAL PROGRAM: Responsible for maintaining the Public Housing (NRH-owned) asset and planning for future sustainability, as well as issuing tenders for service contracts.
	CENTRALIZED WAITING LIST (CWL): Is comprised of almost 200 subsidiary lists of Public Housing, Social Housing and private units through the Rent Supplement program. It is maintained on a modified chronological basis (i.e. in order to ensure that applicants are treated fairly, units are offered based on the date of application). The needs of particularly at-risk populations are addressed through Priority Status groups that are offered units before other applicants on the Centralized Waiting List: • Special Provincial Priority (SPP) Status • Urgent Status • Homeless Status The *Housing Services Act, 2011* (HSA) requires that the Centralized Waiting List is reviewed on a regular basis. Applicants are asked to confirm their continued interest and to update information annually (# of household members, total household income) so that NRH can verify ongoing eligibility for housing subsidy. If a household is no longer interested or is deemed ineligible the application is cancelled and removed from the list. The Centralized Waiting List includes various types of households (i.e. families, seniors and singles/adults without dependents) from both within and outside Niagara, the

Quarterly Report Reference Sheet

	priority groups mentioned above, RGI and Market applicants and existing tenants who are overhoused (have more bedrooms than they need).
	COMMUNITY HOUSING: Housing owned and operated by non-profit, co-operatives and municipal governments or district social services administration boards including subsidized or low-end-of market rents.
	COMMUNITY PROGRAMS: NRH's community partners offer events, presentations, activities and programs to help mitigate the effects of poverty by building community pride, offering life skills training and enhancing the lives of the tenants. While NRH does not deliver these services directly to tenants, NRH's Community Resource Unit facilitates partnerships by identifying evolving community and tenant needs, connecting with appropriate programs and supporting their ongoing success.
D	
E	**END OF OPERATING AGREEMENTS (EAO):** EOA refers to the expiry of federally signed operating agreements. NRH is working with these providers to find innovative solutions to maintain the existing number of social housing units in Niagara and protect existing tenants/members from losing subsidy.
	END OF MORTGAGE (EOM): Federal/provincial and provincial housing providers (non-profits and co-ops) legislated under the Housing Services Act (HSA) do not have operating agreements that expire when the mortgage matures. The relationship between service manager and housing provider continues with the housing provider still obliged to follow the HSA. The obligation of service manager to pay a mortgage subsidy ends.
	EVICTION PREVENTION/SUPPORT: Supports to help NRH tenants stay in their homes through identification of tenant needs and connection with supports and services (e.g. Mental health issues, cognitive decline, addiction, family breakdown etc.)
F	
G	
	HOMEOWNERSHIP PROGRAM – "WELCOME HOME NIAGARA": The Homeownership program assists low-to-moderate income rental households to purchase their first home by providing a down payment loan. The loan is forgivable after 20 years if the household remains in the home.
	HOUSING AND HOMELESSNESS ACTION PLAN (HHAP): Niagara's 10-year Community Action Plan to help everyone in Niagara have a home.
	HOUSING ACCESS CENTRE: Housing Access is the gateway to affordable housing in Niagara. All applications for housing are processed through the Housing Access Centre including initial and ongoing eligibility assessment as well as management of the Centralized Waiting List. Options include accommodation with Non-profit and Co-operative housing providers (Social Housing), NRH owned units (Public Housing and two mixed income communities), or for-profit/private landlord owned buildings (Rent Supplement/Housing Allowance).
	HOUSING ALLOWANCE PROGRAM: A variation of the Rent Supplement program that provides a set allowance of up to $300 per month to private landlords to assist applicants who are on the Centralized Waiting List.
	HOUSING FIRST: Helps people move quickly from homelessness to their own home by providing supports to help difficult to house individuals find and keep housing. NRH

	partners with Niagara Region Community Services and community agencies to provide rent supplement to landlords while agency staff provide a range of personalized supports to encourage successful tenancies and, if the tenant chooses, address personal challenges.
I	**IN-SITU RENT SUPPLEMENT PROGRAM:** A program developed to engage new landlords and offer applicants on the Centralized Waiting List an opportunity to receive Rent-Geared-to-Income assistance where they currently live. This removes the need for moving related expenses and broadens the network of landlords in business with NRH.
	INVESTMENT IN AFFORDABLE HOUSING PROGRAM – EXTENSION (IAH-E): Provincial and federally funded program designed to improve access to affordable housing that is safe and suitable, while assisting local economies through job creation generated by new development and home repairs/modifications, including: • Niagara Renovates • Homeownership (Welcome Home Niagara) • Rent Supplement/Housing Allowance • Rental Housing (New Development)
J	
K	
L	**LOCAL HOUSING CORPORATION (LHC):** Also called "Public Housing", LHC refers to the communities that Niagara Regional Housing owns and manages.
M	
N	**NIAGARA RENOVATES PROGRAM:** Provides assistance to low-to-moderate income homeowners for home repairs, accessibility modifications and the creation of secondary suites in single family homes. Assistance is provided in the form of a forgivable loan, written off over a 10-year period, as long as the homeowner continues to live in the home.
	NON PROFIT HOUSING PROGRAMS (FORMERLY "SOCIAL HOUSING"): Includes Non-Profit and Cooperative Housing Providers, who own and manage their own housing communities and have their own independent Boards. NRH provides legislative oversight to ensure they are in compliance with the *Housing Services Act (HSA)*. Generally, 25% of these units are designated as market rent units. The remaining 75% of units are offered to households on the Centralized Waiting List that pay RGI.
O	**ONTARIO PRIORITIES HOUSING INITIATIVE (OPHI):** A program to address local housing priorities, including affordability, repair and new construction.
	OPERATIONAL REVIEWS: In order to ensure that Non-Profit Housing Programs comply with legislation and local policies, NRH investigates their overall health by analyzing many factors including finances, vacancy losses, governance issues, condition of buildings etc. NRH then works with them to bring them into compliance and provide recommendations on best business practices.
P	**PORTABLE HOUSING ALLOWANCE:** Direct financial assistance given to the household (tenant) on the Centralized Waiting List; not tied to a housing unit.
	PRIORITY STATUS GROUPS: Priority Status groups are offered units before other applicants on the Centralized Waiting List:

Quarterly Report Reference Sheet

	• **Special Provincial Priority (SPP) Status** is the only legislated priority and is intended to help victims of violence separate permanently from their abuser • **Urgent Status** is intended for applicants with (1) Mobility Barriers (i.e. physical limitations that require barrier-free units) and/or (2) Extreme Hardship (i.e. where the applicants' current accommodations puts them at extreme risk and/or causes hardship and relocation would reduce the risks and/or alleviate the hardship • **Homeless Status** provides an increased opportunity for placement to households that are homeless (1 in every 10 households offered housing)
	PUBLIC HOUSING (ALSO CALLED "LOCAL HOUSING CORPORATION"): NRH owns and manages 2,660 units of Public Housing stock in 9 of the 12 Niagara municipalities. Tenants pay 30% of their income for rent. **Note: NRH owns and manages an additional 91 units that have affordable (80% market) and market rents.*
Q	
R	**RENT SUPPLEMENT PROGRAM:** Tenants pay 30% of their gross monthly income directly to the private landlord and NRH subsidizes the difference up to the agreed market rent for the unit. **See also Housing Allowance Program* and *Housing First Project*.
S	**SERVICE LEVEL STANDARDS (SLS):** Establishes minimum number of RGI and special needs units to be maintained by each service manager
	SERVICE MANAGER: As administrator for affordable housing on behalf of Niagara Region, NRH's main responsibilities include: administering Rent Supplement Programs, oversight of Non-Profit and Cooperative Housing Providers, determining RGI eligibility, maintaining Centralized Waiting List, establishing Local Policies etc.
	SOCIAL HOUSING (FORMERLY "AFFORDABLE HOUSING"): All NRH programs and services, including Public Housing (NRH-owned), Non-Profit Housing Programs, the Rent Supplement Program and the Affordable Housing Program
T	
U	
V	
W	**WELCOME HOME NIAGARA:** Assists low-to-moderate income rental households to purchase their first home by providing a down payment loan. The loan is forgivable after 20 years if the household remains in the home.
X	
Y	
Z	

Public Safety Canada | Sécurité publique Canada

Melissa Wenzler
P.O. Box 3012
50 Church Street
St. Catharines, Ontario L2R 7C2

Dear Melissa Wenzler:

Thank you for your correspondence of November 27, 2019, concerning the St. Catharines City Council's October 7, 2019, motion to request cost recovery from the Provincial and Federal Governments for expenses related to the next-generation 9-1-1 (NG9-1-1) phone system. I am responding on behalf of the Honourable Bill Blair, Minister of Public Safety and Emergency Preparedness, in my capacity as Assistant Deputy Minister of the Emergency Management and Programs Branch. Please excuse the lateness of my reply.

As you may be aware, on June 1, 2017, the Canadian Radio-television and Telecommunications Commission (CRTC) directed all telephone and mobile wireless companies to have fully transitioned their networks in order to be ready to provide NG9-1-1 services, including the ability to communicate with 9-1-1 emergency services in real time using text messaging by June 2023. Recent events related to COVID-19 have resulted in the CRTC extending the deadline for telecommunications companies to March 2024.

In Canada, emergency management is a shared responsibility between all levels of government. The provision of 9-1-1 services is principally administered by Provincial, Territorial, and municipal governments, in collaboration with local emergency services such as fire, police and paramedics, while the CRTC regulates the telecommunications service.

Infrastructure expenses related to NG9-1-1 fall outside the scope of Public Safety Canada's existing granting programs. That being said, there are other Federal funding programs at Infrastructure Canada that may be of interest to you.

For information on Infrastructure Canada funding programs that may be of assistance, please visit:
www.infrastructure.gc.ca/prog/programs-infc-summary-eng.html

Thank you for taking the time to write.

Yours sincerely,

Todd Cain
Assistant Deputy Minister
Emergency Management and Programs Branch
Public Safety Canada

St. Catharines

November 27, 2019

Bill Blair, Minister of Public Safety and Emergency Preparedness
House of Commons
Ottawa, Canada K1A 0A6

Sent via email: Hon.Bill.Blair@canada.ca

Re: Next Generation 911 Phone System
Our File No: 35.2.2

Dear Minister Blair,

At its meeting held on October 7, 2019, St. Catharines City Council approved the following motion:

> "That staff request cost recovery from the provincial and federal government for expenses related to the next generation 911 phone system; and
> That staff request the provincial and federal governments restore their funding to deal with the infrastructure deficit."

If you have any questions, please contact the Government Relations Advisor at extension 1518.

Melissa Wenzler
Government Relations Advisor

cc. Hon. Sylvia Jones, Solicitor General, Ontario
Steven Guilbeault, Minister of Canadian Heritage

FirstOntario PERFORMING ARTS CENTRE

250 St. Paul Street
St. Catharines, ON
L2R 3M2
905-688-0722 (Box Office)
FirstOntarioPAC.ca

Mayor Walter Sendzik,
City of St. Catharines City Council
50 Church Street
St. Catharines, ON
L2R 7C2

November 30, 2020

Dear Mayor Sendzik & Council:

Re: FirstOntario Performing Arts Centre Board of Management Citizen Member Term Extension – 2020

The FirstOntario Performing Arts Centre Board currently has two (2) Board Citizen member term renewals for Council consideration/approval.

1) **Mario De Divitiis**
2) **Mary Jane Johnson**

Both members were enacted by Council in 2018 after the Board's Establishing Bylaw 2018-177 took effect. Both members were approved by Council for a 2-year citizen member term ending this December 31, 2020. Due to PAC's transition from the City to the Board commencing in 2019, the Board did not officially began meeting until 2019 and the transition of the PAC business to the Municipal Service Board became official in January 2020. As such, both member's terms are up for renewal after (1) year.

Mr. De Divitiis is the current Chair of the PAC Board and Ms. Johnson is the Chair of PAC's new Fund Development Committee, which was enacted by the Board this September 2020. Both of these roles are critical to building strong Board leadership and establishing a relational foundation between the PAC and the community. In particular, these roles relate to executive leadership and building a fund development relational strategy. As 2020 has been a transition year for the PAC, maintaining consistency in Board composition, as well as in partnership between the Board Chair, Committee Chairs and Executive Director (hired May 4, 2020) will enable a stronger, long-term governance strategy, as the PAC heads into 2021 under the current Municipal Service Board structure.

At the PAC Board Meeting on November 25, 2020 Board members unanimously passed the motion to renew and extend the terms of Citizen Members Mario De Divitiis and Mary Jane Johnson for 3 years, commencing *Jan 1, 2021 to Dec 31, 2023.* This duration will allow for consistency, as the remainder of the Board members terms are up for consideration at the Council term in 2022. We ask that Mr. De Divitiis and Ms.

Johnson's renewals be considered and that the FirstOntario PAC Board be advised of Council's decision at its earliest convenience.

Thank you for your consideration. Please do not hesitate to contact me if you require any additional background information.

Sincerely,

Colleen A. Smith
Executive Director,
FirstOntario Performing Arts Centre

St. Catharines | **Memorandum**

To: Mayor and Council

Cc: Shelley Chemnitz, David Oakes, Anthony Martuccio, Bonnie Nistco-Dunk, Steve Bittner, Brett Sears (WSP)

From: Brian Applebee

Date: November 27, 2020

Subject: Transportation Master Plan – Active Transportation Recommendations Map w/ Detailed Recommendations

Mayor & Council:

Thank you for taking time out of your busy schedules to attend the Transportation Master Plan Council Workshop on November 24, 2020. The discussion that was had and the feedback that was received has been recorded by WSP and will be reflected in the Plan where feasible as it moves forward to completion and, ultimately, approval.

At the Workshop it was noted that the Active Transportation recommendations mapping was not clear on the type of facility was being recommended. As promised by staff, please find attached to this email a full-colour PDF with the mapping and facility type recommendations indicated. This mapping will be shown to the public at the Open House on December 3, 2020 and posted on the EngageSTC web portal for review, as well it will be presented to the Committees of Council on December 7, 2020. We trust that this map will be helpful for your review.

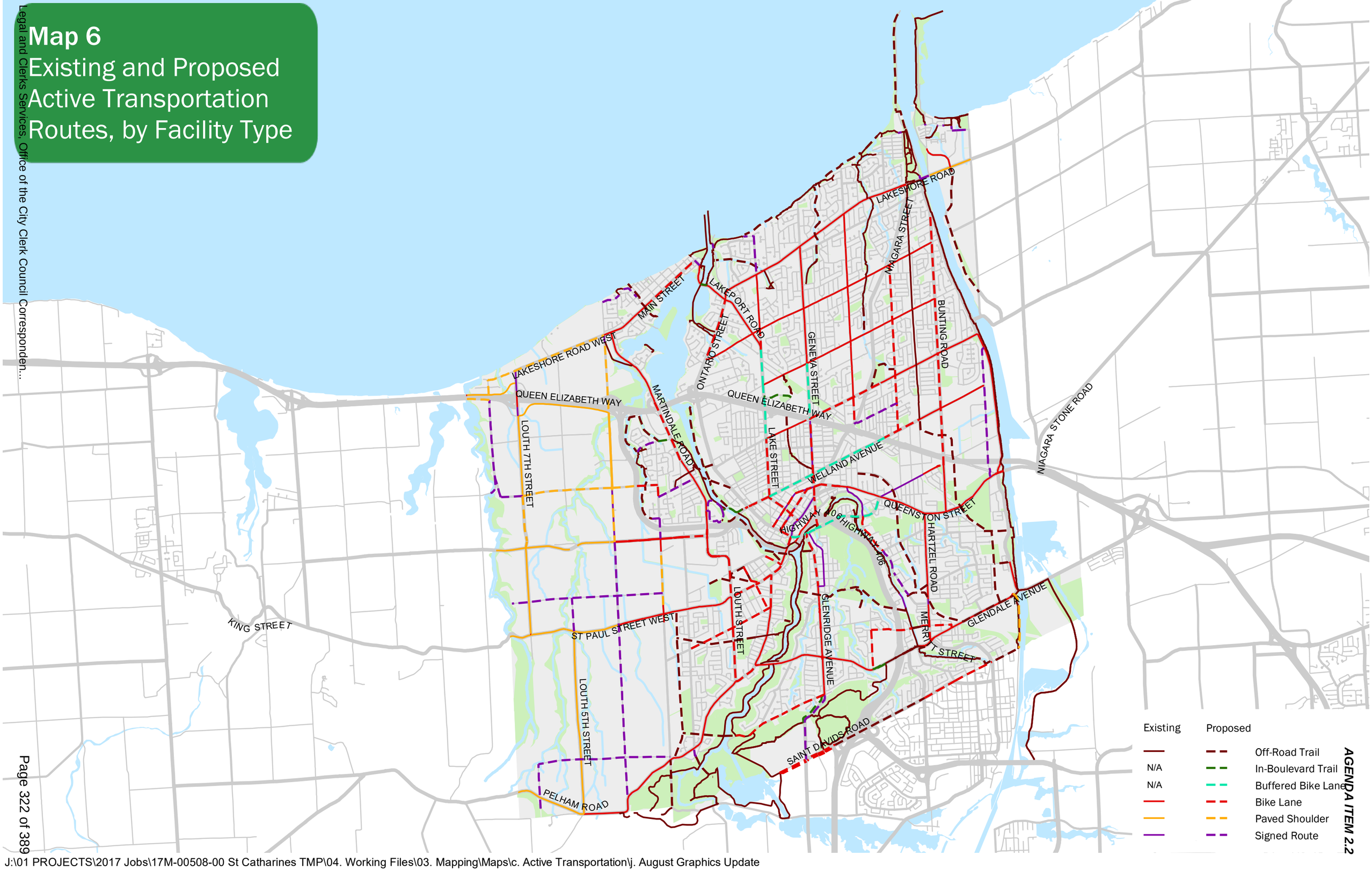
Should you have any further questions or comments on this mapping or otherwise, please do not hesitate to reach out to either myself or Steve Bittner, we would be more than happy to discuss.

Thank you once again.

Regards,

Brian Applebee

Map 6
Existing and Proposed Active Transportation Routes, by Facility Type



City Council Outstanding Reports List

Reports by Strategic Pillar

Cultural	2	**Economic**	8
Environmental	2	**Social**	13

Reports Related to Strategic Plan 25
Reports Unrelated to Strategic Plan 1

Updated: December 4, 2020

Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments
Cultural	2019-44	2-Dec-19	Porter	That staff be directed to gather the appeal processes for all grant programs and report back to Council	CRCS	Q2 2021	Will be included as part of the SCCIP Policy review
Economic	2019-22	15-Jul-19	Townsend	Amend sign by-law to permit digital signage on City-owned properties and buildings, including the appropriateness and ability to include third-party advertising as part of digital signage on City-owned properties.	PBS / COMMS	February-2021	Appeal Information Report - Application for Sign By-law Variance; 142 St. Paul Street; Owner: 2400795 Ontario Inc. was deferred 8-12-19 until ORL #2019-22 is presented to Council. Requested return Q4 2019
Economic	2020-11	10-Aug-20	Porter	Support programs for musicians and live music venues, including but not limited to property tax relief or rebate programs for live performance venues	CRCS / FMS	Q2 2021	
Economic	2020-12	14-Sep-20	Siscoe	Lessons learned from this year's food and hospitality industry support programs. Include consultation with residents and businesses and recommendations for modifications to this programs for 2021	EDTS	Q1 2021	Requested return date of January 2021
Economic	2020-20	30-Nov-20	Surplus Lands Dev TF	That staff be directed to report back on the opportunity for the City to develop a municipal land development corporation.	LCS	Q2 2021	
Economic	2020-21	30-Nov-20	Surplus Lands Dev TF	That staff be directed to report back on options and opportunities for the site (68 Church Street) for Council's consideration, that includes information about what other communities are doing with similar sites.	FMS / PBS	Q2 2021	
Environmental	2020-18	16-Nov-20	Townsend / Sorrento	That staff be directed to prepare a report on the costs associated with beautifying the Bunting Road corridor between Scott Street and the Garden City Skyway to include tree planting, grassed boulevards, floral, etc.	EFES	Q3 2021	From Nov. 18, 2020 GC meeting (formerly BSC) - That $50,000 for a visioning or master streetscape plan to recommend improvements to the Bunting Road corridor be included in the Draft 2022 Operating Budget
Social	2019-03	11-Feb-19	Porter	Policy and funding methods for how the City could support requests for assistance for affordable housing endeavors in the future	PBS	Q3 2021	Will be addressed through staff report about fees for not-for-profit affordable housing projects coming out of CIP decision. See General Committee minutes of November 9, 2020
Social	2019-41	2-Dec-19	Littleton	That staff report back regarding the Conversion of Grantham South to a one-way street heading north from Queenston Street to Eastchester Avenue	EFES	Q1 2021	Staff will provide a memo once public consultation is complete.
Social	2019-29	09-Sep-19	Littleton	Report back on the existing street naming process with ways to include more public engagement, perhaps similar to the park naming process	PBS	Q2 2021	
Social	2019-43	2-Dec-19	Kushner / Phillips	That staff utilize the EngageSTC portal to gather public feedback and report back end of Q1 2020 regarding a national ban on handguns and the joining with other municipalities that are advocating for a national ban on handguns.			Return requested for Q1 2020
Social	2020-10	27-Jul-20	Porter	Strategy and options for the relocation of the Private Watson statue	CRCS	Q2 2021	See Council Minutes from July 27, 2020 for list of groups to be consulted for the report
Social	2020-13	19-Oct-20	Williamson	Actions being taken by other municipalities to mitigate noise pollution	LCS	Q2 2021	
Social	2020-14	19-Oct-20	Kushner	The approval of a Cannabis grow-op at the corner of St. Paul Street West and Vansickle Road			Include information on roll of Canada Health, zoning and notification of ward councillors
None	2019-47	16-Dec-19	Miller / Mayor Sendzik	That the request for funds to be used to record in-camera meetings be referred to 2020 for a report including the upgrading of screening services for all meetings (open and closed sessions).	LCS		

Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments

Follow Up Reports

Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments
Cultural	2020-15	19-Oct-20	Littleton / Siscoe / Harris	Report back on excluding 101 Oakdale Avenue, 25 Duke Street and 160, 168, 174, 176 St. Paul Street from the register of non-designated cultural heritage properties.	PBS		Report to include update on the request for the property owners of 101 Oakdale Avenue and 25 Duke Street to attend a Heritage Committee meeting about their request to be excluded. Report to include update on correspondence from 160, 168, 174, 176 St. Paul Street requesting exclusion from the register.
Economic	2020-16	09-Nov-16	Garcia	That staff report back in 2021 on remediation costs for applications that are a minimum of 5% of total past and future project costs.	PBS	Q4 2021	Follow up report to PBS-154-2020. See General Committee minutes of November 9, 2020
Economic	2020-17	09-Nov-16	Mayor Sendzik	That Council bring back the Accessory Dwelling Unit Program in 2022 to come back as part of an update on the overall CIP program annual report.	PBS	Q4 2021	Follow up report to PBS-154-2020. See General Committee minutes of November 9, 2020
Environmental	2020-08	03-Jun-20	Porter	That staff prepare a report and budget in advance of the 2021 budget deliberations regarding a cul-de-sac program	MW	Q1 2021	Follow up report. Initial report (FMS-085-2020, Sub-Item 10.2) approved June 3, 2020. See minutes of June 3, 2020 General Committee Meeting for additional information requested for inclusion in the report.
Social	2020-02	13-Jan-20	Townsend	E-Scooter report with results of consultation with stakeholder groups and risk management analysis	EDTS / EFES / MW		Follow up report. Initial report (EDTS/CRCS-006-2020) approved January 13, 2020
Social	2020-07	24-Feb-20	Porter	Revised Graffiti Program: Consult with the community, the relevant cultural committees and downtown stakeholder groups to modernize the graffiti program and by-law by 2021.	PBS	Q3 2021	Follow up report. Initial report (PBS-010-2020) approved February 10, 2020
Social	2019-49	16-Dec-19	Mayor Sendzik	That the needle pick-up team be a pilot project that includes tracking of the number of needles picked up, the cost of cleaning up spaces that have been subjected to abuse by people using needles and other drugs; and other issues around homelessness and addictions found in city parks and that the findings be reported back to Council by November 2020; and That data be used to secure future funding from Regional, provincial and federal governments to deal with this epidemic	MW	Q4 2020	

Reports Affected by COVID-19

Relation to Strategic Plan	ORL #	Requested	Requested by	Request	Lead Dept.	Expected Return Date	Comments
Economic	2019-45	16-Dec-19	Porter	That staff be directed to consult with the public and report back to Council in Q2 with recommendations for how to use the telephone town hall money	FMS	2021	Due to COVID-19, Council approved deferring the proposed budget engagement plan until the 2022 budget cycle and that the Telephone Town Hall continue for the 2021 budget process.
Social	2019-12	15-Apr-19	Porter	Review of Citizen Appointments to Boards and Committees Policy	LCS	2021	Report was postponed due to COVID-19. Motion passed by Council requested draft policy for review by Council by Q1 2021.
Social	2019-23	15-Jul-19	Littleton	Opportunities and strategies for the City to support neighbourhood associations and neighbourhood-based community groups, including best practices and information gathered from the forum	CRCS	TBD	Staff report will come forward following the neighbourhood association forum. Forum was scheduled for March 28 but was postponed to a later date due to COVID-19
Social	2019-34	23-Sep-19	Mayor Sendzik	That additional staffing be considered for RZone in the 2021 budget deliberations and come back to Council with a report in Q3 2020	CRCS	Q3 2021	Given the financial implications of COVID-19, this report will be deferred to Q3 2021 for the 2022 budget deliberations.

St. Catharines

Corporate Report
City Council

Report from: Office of the Chief Administrative Officer

Report Date: December 11, 2020 **Meeting Date:** December 14, 2020

Report Number: CAO-194-2020 **File:** 10.4.99

Subject: Audit and Accountability Fund Phase 2 Application

Strategic Pillar:

Recommendation
That Council endorse the submission of an Expression of Interest to the Ministry of Municipal Affairs and Housing regarding the Audit and Accountability Fund – Intake 2 by the December 18, 2020 submission deadline. FORTHWITH

Summary
As a requirement for the Audit and Accountability Fund – Intake 2, an Expression of Interest must be completed and submitted to the Ministry of Municipal Affairs and Housing by December 18, 2020. Assuming the submission is approved, the City will be eligible to receive funding to allocate towards a review of the municipality that focuses on service delivery specific to Digital Modernization, Service Integration and Streamlined development. The review would be a continuation of the review completed through the Audit and Accountability Fund in 2019. The review must be conducted by an independent third-party. The result of the review would involve a report back to the Province, similar to the requirement for Intake 1.

Relationship to Strategic Plan
The Audit and Accountability Fund - Intake 2 submission, if successful, will allow the City to initiate a project that will have impacts which touch on the entirety of Councils Strategic Plan

Background
On May 21, 2019 the Premier of Ontario announced the creation of the $7.35 million Audit and Accountability Fund for large urban municipalities and school boards in Ontario *'to help municipalities become more efficient and modernize service delivery while protecting front line jobs.'* The Audit and Accountability Fund is a conditional grant program available to 39 large urban municipalities and 10 school boards across the Province.

In December of 2019, The City of St. Catharines submitted the report “Opportunities to Modernize City Processes & Improve Service Delivery” (Appendix 1) to the Province as a requirement for receiving funding from the Audit and Accountability Fund program.

On November 17, 2020, Minister Steve Clark – through the Ministry of Municipal Affairs and Housing – distributed guidelines for the Audit and Accountability Fund – Intake 2, which will allow large municipalities to benefit from further provincial funding to conduct service delivery and administrative expenditure reviews, with the goal of finding efficiencies while protecting and modernizing critical front-line services.

Report

The Province of Ontario in conjunction with The Ministry of Municipal Affairs and Housing have positioned the Audit and Accountability Fund – Intake 2 as voluntary. Municipalities are not required to submit an application or an Expression of Interest. However, City staff feel as though submitting an application will allow for staff to undertake a scope of work that has already been internally discussed and would
require funding and resources to complete otherwise.

Therefore, City staff recommend the completion of an Expression on Interest form under *‘Digital Modernization’* prior to the December 18, 2020 deadline outlined in the Audit and Accountability Fund - Intake 2 Guidelines.

In 2019, the City submitted the report the City worked with Ernst & Young LLP to complete the report “Opportunities to Modernize City Processes & Improve Service Delivery” to the Province as a result of the work completed for the Audit and Accountability project. This report identified seven Transformational Opportunities and seven Operational Opportunities, several of which were related to the internal IT systems the City uses on a daily basis. Submitting an application to the Audit and Accountability Fund - Intake 2 program, assuming it is successful, would allow the City to develop a comprehensive roadmap for addressing a number of the transformational opportunities identified in addition to mitigating several risks, specifically related to the risk exposure caused by outdated financial systems and other systems used throughout the Corporation. A successful application would also allow the City to further explore partnerships and shared service opportunities with other Municipalities.

Scope of Work

City staff are proposing the review focuses on digital modernization and developing a detailed roadmap for addressing several transformation opportunities identified in the previous Audit and Accountability Report to the Province.

This roadmap would include:

- Estimated cost and resources of replacing outdated financial systems with updated technology.
- A change management plan and the identification of impact and risks on related systems.

- A risk management strategy which identifies the risks being mitigated by implementing updated systems in addition to any new risks identified from implementation.
- A cost benefit analysis, including detailed information regarding the costs associated with implementation and the payback period post-implementation.

This roadmap would be the first step in initiating the implementation of the systems necessary to address the findings of the “Opportunities to Modernize City Processes and Improve Service Delivery” Report.

The benefit of eventually upgrading these systems, in addition to reduced risk exposure, includes:

- Improved productivity and staff morale as time spent reconciling systems and inputting manual forms is redirected to more high value tasks
- Extracting enterprise-wide data and information could become easier if cloudbased data systems are adopted.

Financial Implications

While there are no immediate financial implications, the Audit and Accountability Fund – Intake 2 Guidelines must be met in order to receive funding to cover the costs associated with the scope of work.

Projects will be reviewed on a case-by-case basis and funding amounts may depend on the available appropriation. Only third-party service provider fees will be eligible. Municipal administrative costs, such as staff time, are not eligible. The expectation is that the appropriation will cover the entire cost of the third-party work, as was the case for the first intake.

Conclusion

With the Audit and Accountability Fund – Intake 2 announced on November 17, 2020, staff are working on compiling the information necessary to complete an Expression of Interest (EOI) with the intent of completing a review of digital modernization opportunities. As part of the EOI, the City must also submit a Council Endorsement of the submission.

Prepared by
Jacob Ledda – Project Manager

Submitted by
Jacob Ledda – Project Manager

Approved by
Kristine Douglas – Direction, Financial Management Services

David Oakes – Deputy Chief Administrative Officer

Appendices

Appendix 1 – Audit and Accountability Fund Final Report to Province

Corporation of the City of St. Catharines

Audit and Accountability Fund

Final Report

November 29, 2019

Building a better working world

St. Catharines

St. Catharines

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Acronyms

ABC's	Agencies, Boards and Commissions
CAGR	Compound Annual Growth Rate
CF	Citizens First
CRCS	Community, Recreation and Culture Services
CSS	Corporate Support Services
EFES	Engineering, Facilities and Environmental Services
ERM	Enterprise Risk Management
FMS	Financial Management Services
MW	Municipal Works
PBS	Planning and Building Services
SLT	Senior Leadership Team

St. Catharines

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Letter from the City's CAO

On May 21, 2019 The Province of Ontario announced the Audit and Accountability fund, which allocated funding to help municipalities become more efficient and modernize service delivery while protecting front line jobs through a service delivery review. The City of St. Catharines is continuously seeking ways to improve and modernize service delivery for its residents, and through the Audit and Accountability Fund, the City was able to engage Ernst & Young, LLP to complete a review of service delivery and modernization opportunities, in addition to a review of administrative processes to:

- Identify inefficiencies within our operational service delivery and provide recommendations to improve those inefficiencies
- Recommend ways to improve service delivery and reduce ongoing service delivery costs through investment in new technologies or resources

Over the past two months, staff have worked closely with Ernst & Young, LLP to deliver a report that highlights clear initiatives with measurable impact that can be implemented moving forward. These opportunities were identified by through a series of facilitated workshops designed to assess transformational and operational initiatives and prioritize them based on the impact they will have on the corporation.

This report provides a roadmap for improving service delivery through efficiency. I have full confidence staff will continue to work with Council to execute these identified initiatives, monitor their success, and continue to build upon the framework presented in this report.

Shelley Chemnitz, CAO, City of St. Catharines

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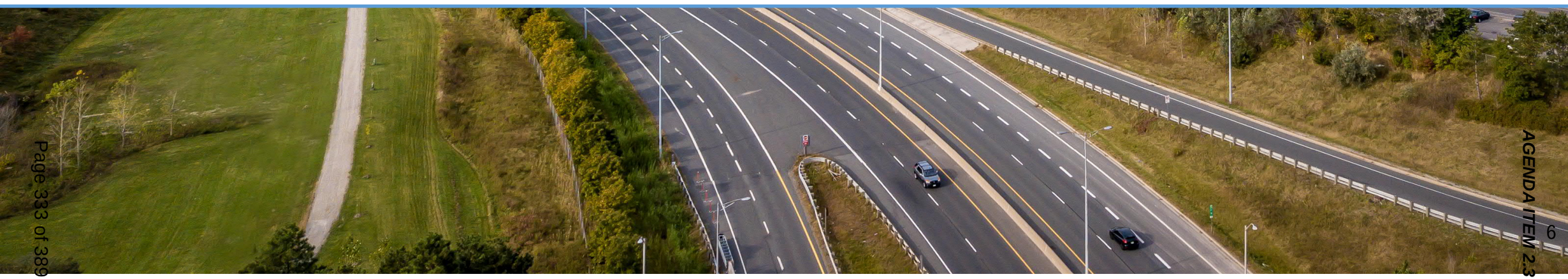
Project Objectives and Approach

The Audit and Accountability Fund was launched by the Province of Ontario in 2019 to provide municipalities with funding to conduct third party reviews with the objective of finding service delivery efficiencies. The City of St. Catharines ("the City") was one of many Ontario municipalities that received funding. The purpose of the City's review ("the Review") was to identify the areas where modernization and improved administrative processes could be pursued to enable more efficient service delivery. The outcome of the review is a set of opportunities for service delivery and administrative process improvements, with actionable implementation plans, that could result in efficiencies in 2020 and beyond.

The project was initiated in September 2019 and completed in November 2019 and conducted a high-level analysis of the City as a whole, with the primary focus on the expenditures, operations, and services provided by four departments: Planning and Building Services ("PBS"), Municipal Works ("MW"), Engineering, Facilities, and Environmental Services ("EFES"), and Community, Recreation, and Culture Services ("CRCS"). These departments, in particular, have large operational and mobile teams, and EFES and CRCS have recently been restructured, shifting some of their functions to the newly created MW. The Review provided the opportunity to address challenges arising from the restructuring and identify enterprise-wide opportunities where service delivery efficiencies could be pursued. The enterprise-wide opportunities have a direct impact on the four departments, as well as departments across the organization, and were identified as the responsibility of Corporate Support Services ("CSS") and Financial Management Services ("FMS"). As such, the enterprise-wide findings have been incorporated in the Review.

The overall project approach was to use data, stakeholder interviews and leading practices to guide conclusions around current pain points and opportunities for modernization and improved processes. The opportunities were developed into succinct business cases, categorized, quantified (if applicable) and then validated with members of the Senior Leadership Team ("SLT"). The opportunities were then prioritized by the SLT and included in an implementation plan as part of a modernization program. Overall, the project engaged the CAO's Office, City Directors, their managers, the SLT Committee, and City staff to develop and validate opportunities for service delivery and process improvements, culminating in 14 Transformational and Operational opportunities for the City to pursue.

Current State Assessment and Findings



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The City of St. Catharines - Overview

Located in the Region of Niagara, The City of St. Catharines is the sixteenth largest city by population in Ontario. It is the largest of the twelve Niagara Region municipalities, with a population of over 133,000, and has grown at a rate of 0.5% over the last five years, with the average age of a City resident of 44, and a population over the age of 65 of 22% .[1] The Province as a whole has experienced a population growth rate of 0.9%, has a median age of 40.6 years, with 16.9% of the population being over the age of 65.[2] This suggests that St Catharines can expect to experience the pressures of an aging population sooner than the province as a whole, and can expect it to be more of a challenge, given both the relative age of the population and the slower growth rate. In the context of the City's finances, this will be borne out in increasing pressure in those areas where demand is driven by the demographic mix, and not just the overall population (e.g. emergency services).

The City is governed by a full-time Mayor and twelve part-time Council members who represent six municipal wards. The CAO oversees the City's operations and is accountable to and advises City Council. The City's operations are broken out into nine departments that deliver internal support services and external business and citizen services: Corporate Support Services; Economic Development and Tourism Services; Financial Management Services; Fire and Emergency Management Services; Legal and Clerks Services; Community, Recreation and Culture Services; Municipal Works; Planning and Building Services; and Engineering, Facilities and Environmental Services.

Key services provided by the City departments include:

1. The maintenance and operation of City assets such as roads, parks, centres and recreational facilities
2. The collection of taxes, utility payments, and permit fees
3. The development of policies and programming to support economic and residential development, and cultural and recreational activities
4. Support for Council decision-making and budgets, and by-law development and enforcement
5. The planning and delivery of City infrastructure projects
6. The planning and delivery of emergency services

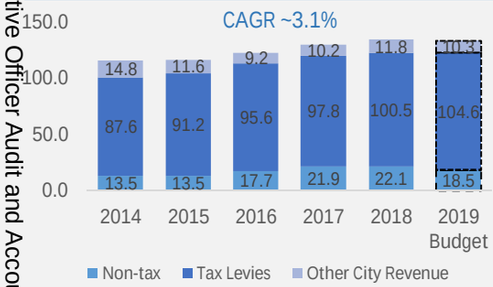
In 2019, the City adopted an updated Strategic Plan organized under four pillars (economic, social, environmental, and cultural sustainability) with a set of underlying actions to achieve the City's vision for St. Catharines to be the most dynamic, innovative, sustainable and livable city in North America.[3]

1 Niagara Region 2018 Budget, https://www.niagararegion.ca/government/budget/pdf/budget-summary-2018.pdf
2 Ontario Ministry of Finance, Demographic Quarterly, https://www.fin.gov.on.ca/en/economy/demographics/quarterly/dhiq1.html
3 City of St. Catharines Strategic plan: https://www.stcatharines.ca/en/governin/resources/Strategic-Plan/StratPlan-2019.pdf

The tax supported financial position of the City as a whole has been highlighted below and includes Agencies, Boards and Commissions, although these were not in scope for the review conducted.

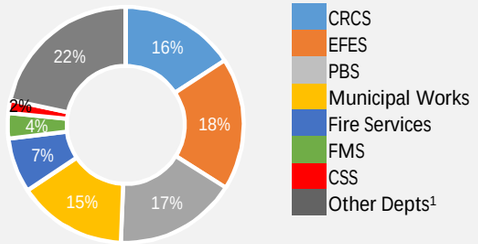
Overview – Whole City

Total Revenue (Nominal $ Millions)



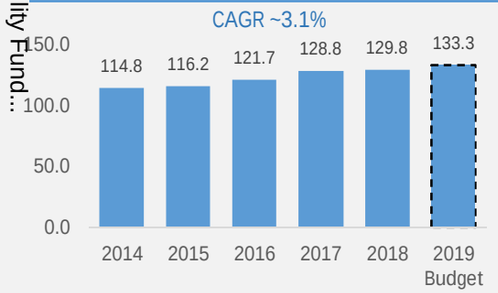
- Tax revenue is projected to be $104.6m for 2019, with a CAGR of 3.6% since 2014
- Non-tax revenues, generated by departments, including reserve transfer and cost centre allocations are projected to be $18.9m for 2019 and have grown at a CAGR of 6.5% since 2014
- Other city revenues have fluctuated year-on-year between $10m and $16m

Non-tax revenue By Source (2019 budget)



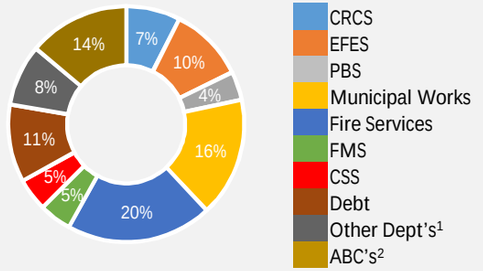
- EFES is the largest single contributor to revenues in 2019 at 18%, growing at a CAGR of 0.1% (2014-2019)
- CRCS is a significant driver of revenue growth with a CAGR of 5.5% since 2014, representing 16% of total revenues in 2019.
- The opening of the Meridian Centre (2019: 14% revenue) in 2015 also contributed largely to revenue, growth impacted by a 2016 change in accounting policy

Total Expenditure (Nominal $ Millions)



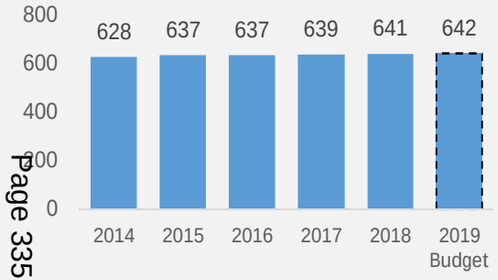
- Expenditures are projected to be $136.7m (net expenditures of $114.9m) for 2019 and have grown at a CAGR of 3.0% since 2014
- Inflation has grown at a CAGR of 1.8% over the same period

Expenditure By Source (2019 budget)



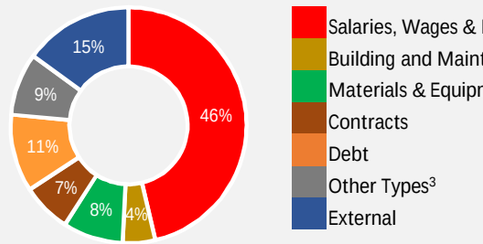
- Debt costs are a significant driver of expenditure growth, at 10% of expenditure, growing from $9.7M to $14.2M between 2014 and 2020, due to a large debt issuance in 2015.
- Fire services is the largest contributor to expenditure in 2019 at 19%, growing at a CAGR of 2.7% since 2014

Budgeted number of FTE



- The budgeted number of FTEs has grown at a CAGR of 0.4% since 2014, from 628 to 642; over the same time period, salaries and benefits have increased at a CAGR of 2.0%

Expenditure By Type (2019 budget)



- Salaries, Wages and Benefits is the largest contributor to expenditures in 2019, around 50% of total expenses.
- The "Debt" category is a significant driver of expenditure growth with a CAGR of 7.8% on 11% of the expenditure. This increase is mainly due to the debt raised in between 2014 and 2019 to fund capital expenditure.

Note 1: Other departments include Chief Administrative Officer; Ec. Dev. & Tourism; FirstOntario Performing Art Centre; Members of Council; Legal Services & Clerks; Grants & Committees
Note 2: ABC's include Library Board; Niagara District Airport; Transit Commission
Note 3: Other types include Overhead; Office and Related Expenses; Other Service Charges; Properties; Tangible Capital Assets

St. Catharines

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Enterprise-Wide Findings – Financial Performance

Revenue

- Tax revenues have grown by a Compound Annual Growth Rate ("CAGR") of 3.6% from 2014 to 2019 (budget), outpacing overall population growth over the same time period (CAGR of 0.5%). Non-tax revenue has grown at a CAGR of 6.5%, representing 13.9% of the overall budget; the growth in non-tax revenue is largely the result of the opening of the Meridian Centre, which is a unique partnership model undertaken by the City.
- PBS has also generated significant revenue growth from building permits. Overall volumes have remained consistent – between 1,100 and 1,300 permits per year, but the mix has changed, with an increase to higher-value infill and multi-storey construction permits. At the same time, fees have also increased, with the combined effect being steady revenue growth. Despite the increased revenue, service levels, including the median number of days to process an application and the number of days to resolve or close a building code complaint, have fallen.
- The high-level analysis of revenues resulted in a further examination of partnership models and service delivery options, especially around building permits, both of which are discussed in subsequent sections of this report.

Expenditures

- Between 2014 and 2019 (budget) the cost of the City's operations have grown at a CAGR of 3.1% compared to an inflationary CAGR of 1.8%.[1] Over that same period, the demand base over which the City operates (population) has grown by a CAGR of 0.5%.[2] In other words, in real per-capita terms, the City's net[3] expenditures growing at a CAGR of 0.3%.
- Broken down into its components, the significant drivers of expenditure growth are:
  - The opening of the Meridian Centre in 2014; in 2018, the Centre's total gross expenditures were $5.3m (as compared to revenues of $4.6m), representing 4% of total city gross expenditure[4];
  - Increasing debt costs following, amongst others, a $27m debt issuance in 2015 to fund the Meridian Centre;
- While expenditures are growing at a lower rate than revenues, both are growing faster than inflation and population growth. This is not sustainable over the long-term.

1 Consumer Price Index, annual average, not seasonally adjusted and Consumer Price Index, monthly, not seasonally adjusted Table: 18-10-0005-01 (formerly CANSIM 326-0021) and Table: 18-10-0004-01 (formerly CANSIM 326-0020)
2 Niagara Region 2018 Budget, https://www.niagararegion.ca/government/budget/pdf/budget-summary-2018.pdf
3 Net expenditures are net of departmental revenue (i.e. what is funded by the tax base); gross expenditures (i.e. all City expenditure) have grown at a CAGR of 0.8% in real per capita terms
4 There was an accounting policy change in 2016 that impacts the recognition of revenue and expenditure on a gross basis rather than a net basis. Budgeted revenue and expenditure are lower than actual as some items such as concessions are presented on a net basis in the budget.

Enterprise-Wide Findings – Financial Performance (cont'd)

Expenditure Management

The low rate of expenditure growth is largely a result of a continued focus by the City of St. Catharines on actively managing expenditures while maintaining services. Through interviews with City leadership, it has been noted that expenditure management has typically been focused at the divisional level, with opportunities still available through enterprise-wide transformational initiatives that would release capacity to improve service delivery and support expenditure management.

The approach to expenditure management taken by the City has resulted in incremental demand being met by existing resources and additional responsibilities assigned to existing staff. Over time, this approach is not sustainable without transforming service delivery, which may require up-front investment in order to sustainably free up capacity to meet emerging priorities.

Headcount

Total headcount is growing at lower rate than salaries and benefits, indicating that staff progression to higher wage scales is a potential cost driver. This suggests that managing expenditures related to headcount will require a focus on improved utilization of employees, increasing productivity through technology, process improvements, and automation; specific areas explored in subsequent sections of this report include:

- Pooling resources across the organization to maximize employee utilization and optimize costs, potentially reducing the need to increase capacity through new hires;
- Deploying technological enhancements and automation tools which could ease the current workload on staff, increasing staff capacity to deliver higher-value tasks, potentially offsetting the need for recruitment of additional staff to improve service delivery outcomes;
- Leveraging partnerships with the Region and local municipalities to share services, third party contracts, and assets to reduce administrative overlap and associated costs; and
- Improving department operating processes to reduce overlap, and more efficiently collaborate across the organization to deliver services.

St. Catharines

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Enterprise-Wide Findings – Operational Performance

In addition to the financial performance observations on a city-wise basis, the data provided and interviews conducted also suggested that there were areas of operational performance that should be examined in further depth for transformation opportunities.

Data and Decision Making

Governments at all levels are increasingly moving towards creating a culture of evidence-based recommendations, in order to equip decision-makers to engage in strategic conversations that consistently focus on costs, benefits, and trade-offs. The City of St. Catharines does utilize evidence-based reports when engaging Council, especially with those proposals that contemplate investments or new expenditures. However, the focus tends to be largely on financial cost, with limited focus on potential benefits, opportunities for long-term cost-avoidance, or alignment with strategic and other corporate priorities. The City has also had difficulty leveraging evidence to support decision making partly due to data management and technology issues such as disjointed systems.

Performance Measurement

While service levels, performance metrics and other forms of measurement and information collection are common across all divisions, the City's performance measures are not explicitly aligned with outcomes or used as part of the decision making process. Organizations benefit when senior leadership teams work toward strategic enterprise outcomes and publicly measure performance. Increasingly, mature governments are moving towards a framework that involves SLT members taking on accountability for achieving strategic priorities, which often results in improved enterprise performance.

Technology Modernization

Technology at the City, both citizen facing and internal, is in need of updating as some departments are using aging systems that perform poorly, drive productivity down, increase the City's risk exposure. This is due to a lack of prioritization of critical IT investments, in conjunction with an IT function that is focused on system support rather than enterprise enablement. The City's IT function should be focused on meeting citizen expectations in terms of their experience interacting with services, aligning their priorities with the City's corporate and strategic priorities, and reducing risk and inefficiency. To accomplish this, the City's IT function should be elevated so that it has a view of the City as a corporate entity and can view divisional requests and priorities through that lens, rather than as discrete projects.

St. Catharines

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Enterprise-Wide Findings – Operational Performance (cont'd)

Enterprise Risk Management

Divisions within the City manage their own operational risks discretely, using their own approaches as appropriate for the specific risks they anticipate. While this allows the City to successfully manage the operational risks for the most part, it does leave a gap from an enterprise-wide perspective, in areas such as managing the risks from funding changes by other levels of government or cybersecurity. There is also no consistent approach to identifying and evaluating risk across the City, and no ownership of enterprise risks at the corporate level. Taken together, these gaps in risk management increase the City's overall risk exposure.

Workplace Strategy

In a number of interviews with key stakeholders within the City, challenges around recruiting and retaining staff were identified. A key challenge identified was the difficulty in competing with neighbouring municipalities, many of which offer higher salaries for the same positions. Another consistent challenge identified was the difficulty in attracting a new generation of staff, who are looking for flexible work arrangements, modern technology, and a broader cause. Because the City, like most public sector organizations, is still organized around traditional principles – hierarchical, desk-bound, and with a lack of cross-organization opportunities – this challenge will persist unless the City reconsiders how employees are deployed and leveraged across the organization according to their skillsets, providing new experiences to employees and more efficient resource allocation.

Inter-Municipal Partnerships

As one of twelve municipalities in Niagara Region, St. Catharines already partners with the region and neighbouring municipalities on a number of initiatives, including winter maintenance and procurement (which also includes a broader set of public sector organizations). These partnership frameworks are not systematically deployed across the City and Region, resulting in a number of opportunities to reconsider how and where joint service delivery approaches can help meet resident demands for improved services and investment, without immediately looking to the tax base to raise revenues.

Community, Recreation and Culture Services – Overview

Service overview

Description

Community, Recreation and Culture Services "CRCS" provides recreation and leisure programs, cultural services, community partnerships and facility services for residents of the City of St. Catharines

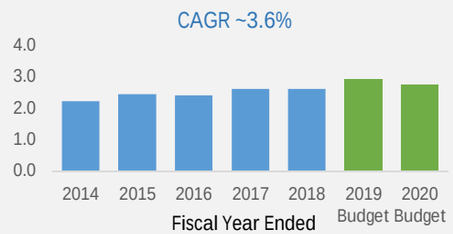
- Within strategy and business planning, CRCS designs spaces; develops the park renewal plan to replace aging infrastructure; manages special events and festivals planning; and manages room bookings
- Within Recreation, CRCS books and rents sports facilities; runs 42 aquatics programs; 87 dry land programs; programs for 3 adult centres; museum; culture and public art acquisition and retention (500 works of art and cultural property); and maintenance

Organizational Chart

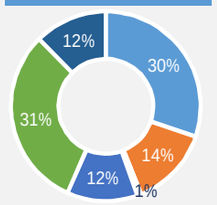
- # Permanent FTE: 63
- 65% of FTE are Union positions
- 35% of FTE are Exempt positions

Key Financial Highlights –2020 Budget (Nominal $ M)[1]

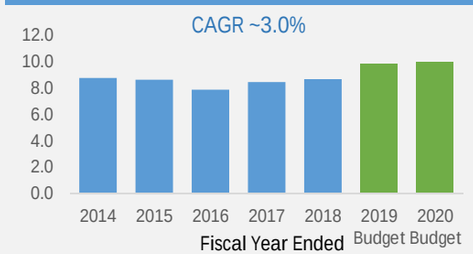
Total Revenue

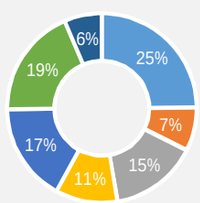


By Source

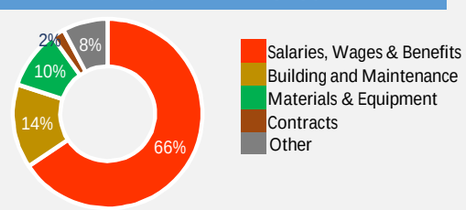


Total Expenditure





Total Expenditure by type



Financial highlights include:

Net Cost of Service:

- The cost to taxpayers for these services are budgeted $7.3m for 2020 and have grown at a CAGR of 2.8% since 2014 as revenues are expected to decline slightly from a high in 2019 while expenditures continue to grow

Revenue:

- The Kiwanis Aquatic Centre and Municipal Golf Course are the two single-largest revenue generators, contributing ~41% of revenue[3]

Expenditure:

- Materials and equipment is a significant driver of expenditure growth with a CAGR of 13.4% on 10% of the expenditure base. This, along with overhead at a CAGR of 12.5% and 5% of total expenditures, will continue to grow as facilities age.
- Materials increase is largely due to the increase in St. Catharines Cultural Investment Program (increased to $404K in 2017 from $0). This expenditure was previously recorded directly to the Civic Project Fund Reserve

Note 1: Meridian Centre is excluded from these figures.
Note 2: Other includes areas that are not Centres or sports fields.
Note 3: On a net cost of service basis, both the Kiwanis Aquatic Centre and the Golf Course require subsidies from the tax base.

St. Catharines

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Community, Recreation and Culture Services – Summary Findings

As demand for recreation facilities increases with a growing population, the net cost of providing services to residents has increased. Staff have been responding to this increase in demand without additional resources being added or technology investments. There is potential revenue that has been forgone due to the difficulty faced by residents to reserve facilities as these have to be paid in person and permits manually signed; anecdotal evidence suggests that some residents do not follow through with booking as a result. The Meridian Centre[1], which falls under CRCS' responsibility, has been successful at generating additional revenue for the City and could serve as template for revenue generating approaches and new partnerships.

Key Challenges and Opportunities

1. CRCS manages and delivers services and programming in most public spaces and facilities in the City. This requires a mobile workforce located in several locations, where traveling to and from locations, including City Hall, results in reduced staff productive time. A workplace model that better reflects the type of work being done and the locations of staff could improve overall productivity and potentially reduce overhead costs. This could involve improving teleconferencing capabilities, for example, that would reduce staff time spent travelling between service sites for meetings.
2. As noted, CRCS' current parks and facilities booking system is inefficient and manually-intensive. As new software is procured, staff will require training and implementation support to use it effectively. The implementation of the new software should enable improved client management capabilities and service delivery, however it will not address challenges related to online payments, which the City is partly seeking to address in the coming year for online utility and tax payments.
3. CRCS' facilities are aging and will continue to add to budget pressures. For example, the average age of facilities categorized as recreation facilities is 42 years.

Note 1: Meridian Centre is excluded from financial summary.

Planning and Building Services – Overview

Service overview

Description

Planning and Building Services ensures policy, implementation, and enforcement of the City's vision in terms of the community's long-term building, development, and sustainability needs.

Building and Development manages building plan examination, building permit issuance, building inspections, by-law enforcement operations, development engineering review and inspection, and zoning examination.

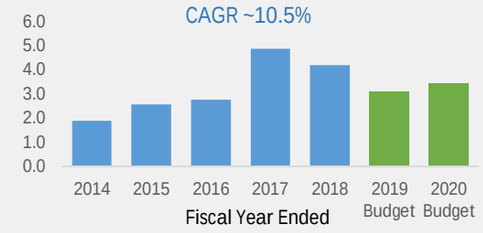
Planning Services is responsible for policy planning, development planning, heritage planning, urban design, Committee of Adjustment, and the Community Improvement Program.

Organizational Chart

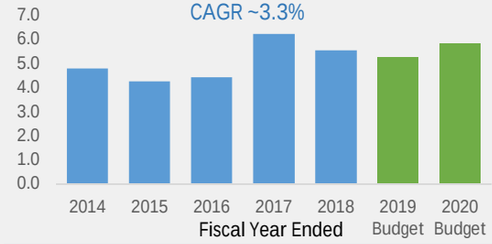
- # Permanent FTE : 46
- 87% of FTE are Union positions
- 21% of FTE are Exempt positions

Key Financial Highlights – Based on 2020 Budget (Nominal $ Millions)

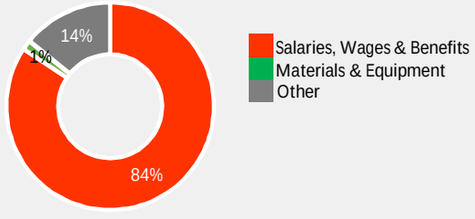
Total Revenue



Total Expenditure



Total Expenditure by type



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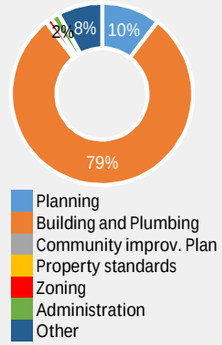

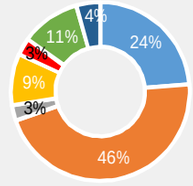

Financial highlights include:

Net Cost of Service:

- The cost to taxpayers for these services are budgeted $2.4m for 2020 and have decreased at a CAGR of (3.3)% since 2014 as revenues increased faster than expenditures since 2014
- The jump in revenue and expenses in 2017 is due to Building and Plumbing (both increased considerably), as building permit numbers hit a record high and additional revenue was transferred to the stabilization reserve fund

Revenue:

- Through permit fees, Building and Plumbing is the largest revenue generator, contributing 79% of revenue

Expenditure:

- Building and Plumbing is a significant driver of expenditure growth with a CAGR of 10.7% on 46% of the expenditure, however this expenditure is offset by building permit revenue
- Salaries ,Wages and Benefits are the largest type of expenditures, contributing 84% of expenditure which would be expected in this department that provides services for a fee

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Planning and Building Services – Summary Findings

Historical results suggest there has been a sustainable ratio of revenues to expenses, which has kept the net cost of service low. This is largely attributed to the model for building permits, which are legislatively operated under a full cost recovery model. Although the net cost of service has decreased over time, existing staff resources are being strained due to insufficient investment in technology and capacity. This is evidenced by a decline in service levels, including the median number of days to process an application, building code complaints resolved or closed, and the number of inspection requests not responded to within 48 hours.

Key Challenges and Opportunities

1. As PBS has struggled to meet provincially-mandated service standards related to permit processing timelines, increasing its budget for resourcing could support improved service delivery – either through the addition of administrative staff to allow operational staff to focus on inspections, or through the addition of operational staff. An expenditure increase could be supported by permit fee increases but only if service levels would be improved as a result of the increase in fees. Detailed comparative fee studies and analysis of service levels and resourcing should be undertaken to create and evidence-based business case for increasing fess and resources in order to improve service levels.
2. PBS has been delivering permitting and planning services to meet a steady demand for development, including managing the growth in the complexity of permit applications. As noted, PBS strives to meeting provincially-legislated service standards related to permit application reviews but at times falls short of these standards due to inefficient manual processing and resourcing challenges. Technology enhancements such as electronic building permit submission, review and issuance could support improved service delivery and efficiency.
3. If resourcing challenges persist as they relate to the matching of adequate skillsets to tasks, PBS could consider adopting a risk-based approach to the application and planning process to improve service delivery and the effectiveness of PBS operations. Other jurisdictions are moving toward a risk-based approach to allow inspectors to focus time and resources where the risks are the greatest and rely upon expertise of designers and engineers to perform lower-risk quality assessments on behalf of their clients.

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Municipal Works – Overview

Service overview

Description

New department that was created to consolidate operations to enhance both efficiency and quality of service

Maintains 108 city parks; 1 golf course; 1 animal sanctuary; 1 cemetery; forestry and horticulture programs; 569km of roadway; water courses; and repairs sewers and watermains during emergencies

Provides winter control services, including salting, sanding and plowing (Region is also responsible for some winter road maintenance; City and region and co-operatively divide responsibilities)

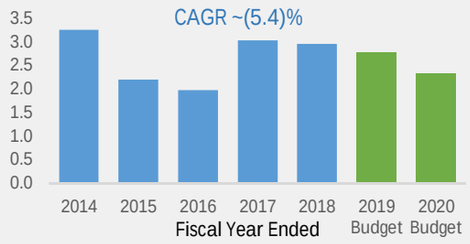
Responsible for maintaining and operating the water and sewer distribution system in accordance with the provincial license

Organizational Chart

- # Permanent FTE : 152
- 87% of FTE are Union positions
- 13% of FTE are Exempt positions

Key Financial Highlights –2020 Budget (Nominal $ M)

Total Revenue



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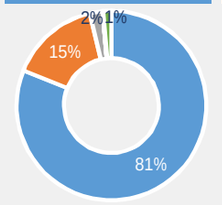
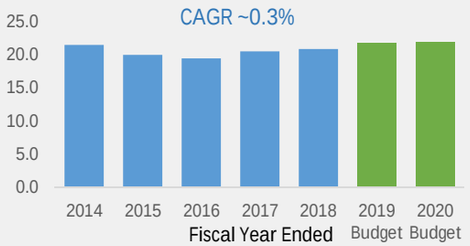
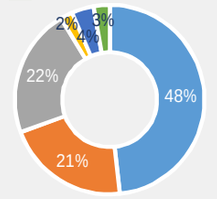
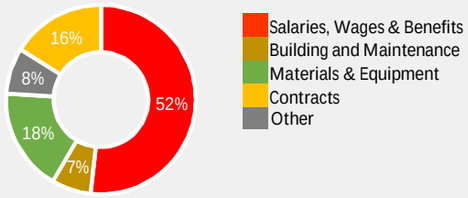


Total Expenditure





Total Expenditure by type



Financial highlights include:

Net Cost of Service:

- The cost to taxpayers for these services are budgeted $19.3m for 2020 and have grown at a CAGR of 1.1% since 2014 as revenues have declined faster than expenditures

Revenue:

- Parks and cemetery division is the largest revenue generator, contributing 81% of revenue (53% Cemetery and 35% Parks)
- The large decline between 2014 and 2015 is largely the result of a one-time spike in special recoverables (related to trees) in 2014, which does not have a material impact on the analysis.

Expenditure:

- Parks and cemetery division has grown from $10.1m in 2014 to $10.6m in 2020, whereas revenue has decreased from $2.7m in 2014 to $1.9m in 2020
- Equipment and stores caused an expenditure growth in 2019. This was largely driven by an increased contribution to the equipment reserve due to a one-off increase in Hydro dividends and has normalized in 2020.

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Municipal Works – Summary Findings

Overall, the operations teams have successfully limited net cost of service growth at a CAGR of 0.3% and expect to continue doing so following their integration into the Municipal Works department in 2019. However, as demand for services increases due to aging infrastructure and facilities there is expected to be additional pressure to continue to manage expenditure growth. The department is not a significant revenue generator and hence focus should be placed on managing expenditure and the efficient delivery of services. Determining what is core business and whether MW should own and operate as much as it does, such as the golf course and cemetery, should be considered. More partnerships with third parties, the Region and local municipalities could support a reduction in expenditure on equipment and operations and overhead.

Key Challenges and Opportunities

1. To enhance the efficiency and quality of municipal operations, a new department was created (MW) in 2019 to consolidate the operations functions that were part of EFES and CRCS. Due to the interconnectedness of the operations within EFES and CRCS, a number of benefits are anticipated with regard to staffing and equipment efficiencies, and service delivery and process improvements. As a newly created department that has integrated and co-located operations teams from CRCS and EFES, MW is in transition and currently in the process of refining its organizational design, team roles and responsibilities. As the transition will be finalized in Q4, change management initiatives are underway to ensure the full transition is a success, such as ensuring consistent employee relations, and conducting workshops with team members to clarify roles and accountabilities. While the transition is projected to result in service delivery improvements, there remain some challenges related to outdated processes and technology, such as the manually-intensive and paper-based work order management and timesheet systems.
2. To reduce future costs and pressures on current resources and support more efficient service delivery, MW could leverage technology and seek partnership opportunities:
    - With the support of CSS, MW could enhance its technological capabilities which would allow staff to focus on services rather than manual timesheet entries, for example.
    - MW could seek more partnerships with third parties to deliver non-core services (e.g. the golf course), and the Region or neighbouring municipalities for shared municipal services, as it already does with winter maintenance.

Engineering, Facilities and Environmental Services – Overview

Service overview

Description

EFES provides infrastructure support for the City, that includes:

- Planning for municipal infrastructure including all linear assets and facilities
- Maintaining all environmental programs in accordance with regulations
- Coordinating with municipalities and other levels of government

With the transfer of operations to Municipal Works, EFES is positioned to become more strategic in nature

Responsible for all planning and development of transportation infrastructure

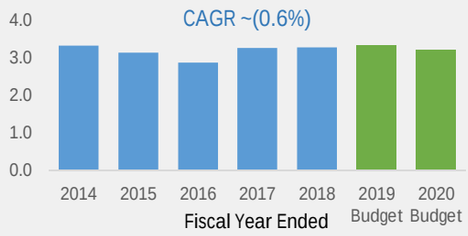
The Net Asset Value overseen by EFES as of December 2018 was $550m, almost two-thirds of which is linear assets (i.e. roads and underground pipe)

Organizational Chart

- # Permanent FTE : 79
- 84% of FTE are Union positions
- 16% of FTE are Exempt positions

Key Financial Highlights –2020 Budget (Nominal $ M)[1]

Total Revenue



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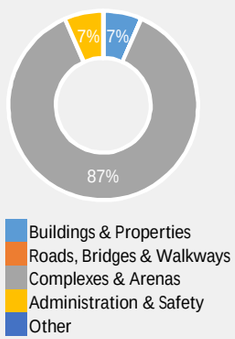
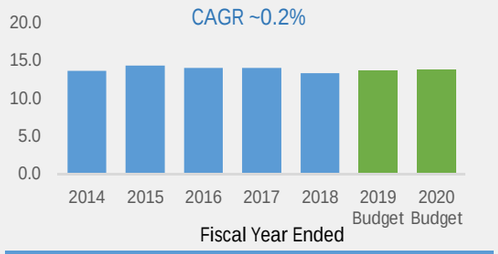
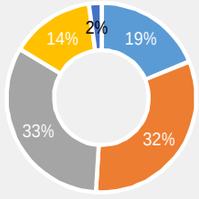
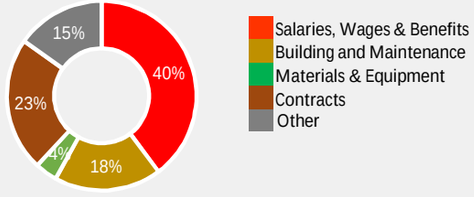


Total Expenditure





Total Expenditure by type



Financial highlights include:

Net Cost of Service:

- The cost to taxpayers for these services are budgeted $10.9m for 2020 and have grown at a CAGR of 0.4% since 2014

Revenue:

- Complexes and Arenas is the largest revenue generator, contributing 87% of revenue, however this revenue source has decreased at a CAGR of 0.9%[2]

Expenditure:

- Complexes and Arenas is also the largest expenditure source (33%) along with Roads, Bridges and Walkways (32%). Both have decreased, at CAGRs of 0.2% and 1.5% respectively since 2014
- Buildings and Properties is a significant driver of expenditure growth with a CAGR of 1.8% on 19% of the expenditure
- Contracts are the largest expenditure type after salaries, wages and benefits (40%), contributing to 23% of expenditures. It is also a significant driver of expenditure growth, with a CAGR of 5.9% since 2014

Note 1: Meridian Centre is excluded from these figures.
Note 2: On a net cost of service basis, Complexes and Arenas require subsidies from the tax base.

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Engineering, Facilities and Environmental Services – Summary Findings

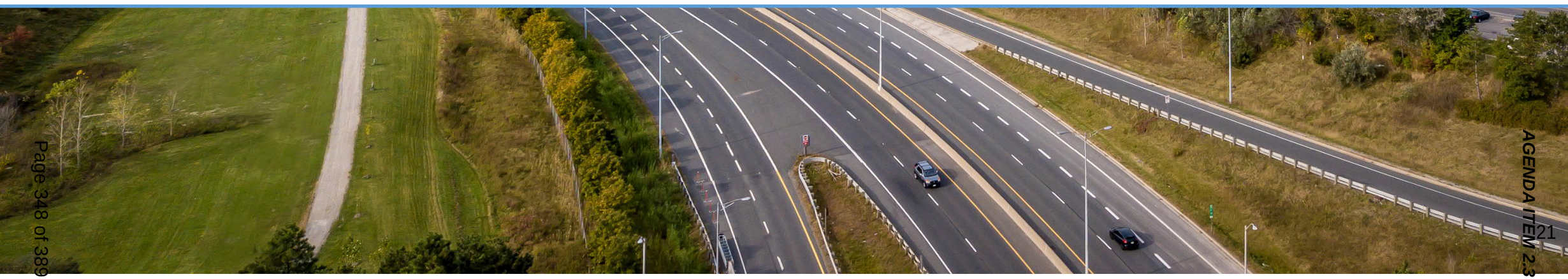
The largest expenditure area in EFES after salaries, wages and benefits costs, is contracts, which contributes to 30% of overall expenditure. These contracts are used for the delivery of engineering and construction projects, providing a challenge for the department in finding efficiencies internally. As St. Catharines already participates in the Niagara Public Purchasing Committee, a group that brings together local public sector organizations to drive down procurement costs through joint purchasing, there may be an opportunity to drive down the cost of delivering projects through a more strategic approach to procurement, including joint tendering and bundling of projects.

Buildings and properties are also driving expenditure growth, as facilities continue to age. An opportunity exists to evaluate the footprint of city holdings, along with rethinking service delivery frameworks.

Key Challenges and Opportunities

1. EFES has undergone changes as part of the departmental restructuring which has reduced its operations focus previously related to roads and maintaining fleet and equipment. As it shifts from an operational division to a strategic one focused on transportation and infrastructure planning, development and delivery, there is an opportunity for EFES to reassess the way it manages its assets and delivers its projects and services. This could include deploying asset management software and improved practices that enable the evaluation of asset rationalization, for example, or asset optimization opportunities.
2. Given that contracts within EFES are a large proportion of total expenditure, there is an opportunity to rethink project procurement and delivery models, to support the containment in costs in construction and facilities planning and delivery.
    - This could include exploring opportunities for partnerships that enable the transfer of risk or cost reductions in larger capital projects or service delivery such as surveying.
    - Partnerships with the Region and municipalities in asset management approaches and planning could be considered to leverage economies of scale and reduce costs.

Opportunities to Modernize City Processes and Improve Service Delivery



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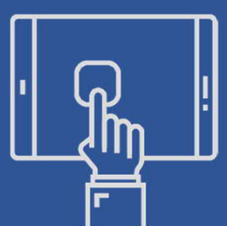
Approach To Identifying Opportunities

This report is focused on four departments (PBS, MW, EFES, and CRCS), however through the financial analysis and interviews, a number of opportunities that go beyond the in-scope departments were identified. These opportunities share a number of characteristics, including a high likelihood that they will require a centralized, city-wide approach for successful implementation. Rather than defining them as out-of-scope, they have been included in this report, under the category of "Transformational Opportunities."

Transformational Opportunities

Broadly, the category of transformational opportunities includes those initiatives that cut across divisional boundaries, will likely require a centralized approach, and will have impacts beyond just the four in-scope divisions.

In addition, transformational opportunities are unlikely to result in direct savings, but in the medium- to long-term will enable improved decision-making, provide better support to SLT and Council, and better demonstrate the link between service delivery outcomes and financial and human resource inputs.



Operational Opportunities

The opportunities that focus on the in-scope divisions are categorized as "Operational Opportunities."

These opportunities are contained to divisions, and are more likely to generate short- and medium-term direct savings, cost-avoidance, released capacity, or increased productivity while improving outcomes.

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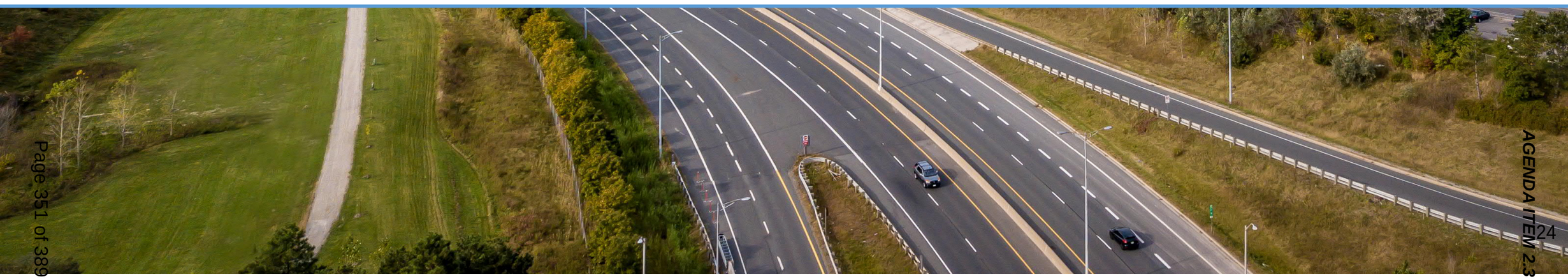
List of Opportunities

#	Name	Description
Transformational opportunities		
T1	Evidence-Based Decision Making	Building a culture of business case development that focuses on costs and benefits and ties decisions to how they impact the City's goals
T2	Enterprise Risk Management	Promoting a culture of risk management with a focus on reducing potential financial, operational and reputational risks to the City
T3	Modern Workplace Strategy	Implementing modern workplace strategies assist in better deployment of the workforce, and improved staff morale, resulting in increased productivity and improved service delivery.
T4	Budget Process Modernization	Transform the current budget process to make it a more efficient exercise, focused on enabling strategic decision-making
T5	Performance Measurement	Improve workflow across teams to achieve common outcomes, improve alignment with strategic plans, and deliver on Council priorities
T6	IT System Modernization	Rationalize, consolidate and modernize IT systems, to improve productivity and efficiency across the organization
T7	Partnerships with the Region and Local Governments	Reassess relationships with the Region and area municipalities to optimize and expand partnerships to leverage economies of scale and generate cost savings
Operational opportunities		
O1	Embed Digital Principles in Service Delivery	Accelerate the transition of services to online and digital channels to improve resident and business experience by maximizing self-service, providing a consistent customer service experience, build trust in the City's services, and optimize customer service
O2	Process Automation	Automate internal back-office processes that are repetitive, manually-intensive and frustrating for staff, as a means of boosting staff productivity and reducing human error
O3	Infrastructure Development Program Refresh	Better integrate the City's approach to infrastructure policy, planning and delivery
O4	Facilities and Real Property Review	Optimizing the City's facilities and real property portfolio to enhance value and support the City's Strategic Plan
O5	Partnerships and Alternate Business Models	Drive benefits through partnerships and the adoption of alternative business models for the delivery of City services
O6	Modernize Building Permits and Inspections Program	Embrace a modern, risk-based and technology enabled business function that better serves the building community and residents
O7	Citizens First Operating Model Improvements	Improve Citizens First (CF) operations and coordination across departments to provide more efficient customer service

Transformational Opportunities



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T1. Evidence-Based Decision Making

Building a culture of business case development that focuses on costs and benefits and ties decisions to how they impact the City's goals

Current State

Proposals brought forward to Council tend to focus on immediate expenditures rather than the overall benefits, service improvements, or long-term financial sustainability. Where benefits are considered, there are varying approaches to how they are evaluated and presented. As a result, council debates tend to focus on costs, rather than benefits, and consider initiatives in isolation rather than as component parts of the City's operations.

There is also no consistent framework in place that articulates what constitutes quality evidence and how to use it to support decision-makers.

Opportunity

Moving toward a standardized approach to preparing robust business cases will assist Council in understanding the benefits or returns that proposed investments will yield.

This approach helps to: build a better understanding of the reasoning behind proposals and how an investment today may yield significant financial and non-financial benefits tomorrow; achieve Council objectives; and manage risk.

Benefits

More transparent and objective decision-making process for Council, stakeholders and the public.

Provides a life-cycle view of investment decision (e.g., operating implications of a capital decision).

Provides a comprehensive view of the economic, social, financial and environmental factors associated with a decision.

Helps support a transition to "Outcomes-based Budgeting" where the focus of conversation is the service outcome and models to achieve it, versus just the cost associated with a decision.

St. Catharines

T2. Enterprise Risk Management Program

Promoting a culture of risk management with a focus on reducing potential financial, operational and reputational risks to the City

Current State

Currently, departments, work teams, and individuals adopt their own approach to risk management, creating a siloed effect with inconsistent practises, and exposes the City to significant potential liability.

Some examples where an ERM could apply:

- Assessing the adequacy of the Building Permit Stabilization Reserve Fund and developing a mitigation plan to prevent a cost to taxpayers in the event of an economic slow-down;
- Assessing role requirements against current workforce competencies and implementing a training plan to ensure that staff is equipped to deal with changing risks in the work environment

Opportunity

Develop an enterprise risk management program focusing on the following risk categories:

1. Financial (e.g., adequacy of reserve funds, insurance policies and claims, economic stability)
2. Workforce (e.g., Employee training, health and safety, talent acquisition and retention)
3. Environmental (e.g., climate change, flooding and other severe weather events)
4. Technological (e.g. cybersecurity)
5. Political (e.g. policy changes by other governments)
6. Reputational (e.g. stakeholder perception of Council/Staff decisions)
7. Strategic (e.g. policy decisions, by-law impacts)
8. Legal (e.g., litigation risks)

Benefits

- Ensures continuity of municipal operations by identifying and planning for acute and chronic risks
- Ensures accurate allocation of risk premiums (e.g. potential for fees for certain sports facilities to increase if they are deemed high risk, in order to offset additional insurance coverage or increased staffing requirements)
- Reduction of risk exposure for the enterprise
- Development of a comprehensive risk registry
- Embedding risk management into the strategic planning process and city operations

St. Catharines

T3. Modern Workplace Strategy

Improve deployment of the workforce and boost staff morale, potentially leading to productivity and improved service delivery

Current State

Current City operational and technology practices have been cited as inefficient and outdated, potentially making it difficult to attract and retain the best workforce. For example, many mobile workers (such as building inspectors) are allocated at a “base” office that they need to check in to in the mornings, prior to starting their outside roles. This wastes valuable service delivery time of constrained resources, and does not offer flexibility. Further, there is concern about staff working without City-issued technology, and the City's current staff parking policy results in a notable amount of unproductive (and costly) staff time being wasted traveling for meetings.

Opportunity

The City could consider the following components of a modern workplace strategy:

- Technology: Eliminating the need for front line staff to "report in" to headquarters before starting their day; video conferencing options to reduce travel between City locations.
- Flexible working: Allowing employees to work from home and providing them with the required technology; a flexible parking pass policy to reduce the amount of time spent validating parking.
- Agile staffing: Creating "talent pools" across the organization that can act as shared resources.

Benefits

Modernized talent management strategies could increase productivity and efficiency over time, including improving the ability to attract and retain top young talent.

The implementation of a modern workplace strategy could improve service delivery from front-line staff and internally as follows:

- Allowing staff to spend more time delivering services
- Attracting high-quality staff, especially millennials, who are looking for flexible work environments
- Flexibility in resourcing through the consulting model can allow more complex projects to be resourced effectively, and maximize the time of highly-skilled and specialized staff

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T4. Budget Process Modernization

Transform the current budget process to make it a more efficient exercise, focused on enabling strategic decision-making

Current State

The current budget process poses a number of challenges, including:

- It is essentially a year-round process
- It is viewed more as a "compliance" exercise than a strategic process
- Finance is not always fully engaged as a partner by Divisions; often, Finance's approval is viewed as an obstacle to overcome
- The Capital budgeting process peaks during the height of construction season, which competes with executing on the capital plan
- Divisions take their own approach to developing budgets, with some using traditional top-down approaches and others using Activity-Based Costing

Opportunity

Modernizing the budget process, including:

- Transitioning from a focus on expenditures to a focus on service outcomes
- Moving to a strategic exercise that informs policy setting, prioritization, and trade-offs
- Reducing cycle time so staff can focus on service delivery Reviewing existing technology to ensure fit-for-purpose

As an extension of process modernization, there are further related opportunities, including:

- A review of Shared Services functions to position them as partners and enablers to City divisions
- A review of legacy fiscal policies (e.g. City's self-imposed 10% debt limit) to ensure they are achieving desired outcomes.

Benefits

- Reducing cycle time to four to six months can reduce time spent on budget development by up to 50%, allowing for increased focus on service delivery
- Improving timeliness and quality of information by implementing leading practices like rolling forecasts can reduce the time for administrative review of the budget by up to 70%
- Ongoing transparency and insight into the City's finances for SMT and Council can reduce the time to budget approval
- Promotes strategic conversations to improve decision making and allows prioritization in line with the strategic plan
- Reducing repetition and leveraging technology can reduce manual data entry and management, lowering the error rate

St. Catharines

T5. Performance Measurement

Improve workflow across teams to achieve common outcomes, improve alignment with strategic plans and Council priorities

Current State

Performance measures and existing service levels are not consistently linked to measurable, public-facing outcomes:

- While service levels and metrics are common across all departments, performance measures are not explicitly aligned with outcomes or used as part of the decision making process at the Council and SLT levels.
- Performance measures and defined service levels have not been developed consistently across all departments, are not explicitly shared with Council, SLT, or the public
- Performance measurement is primarily limited to use as part of day-to-day operational management or for regulatory compliance purposes within Divisions.

Opportunity

The City can enhance its existing culture of performance management by:

- Defining a framework to align core activities within departments to measurable outcomes
- Developing a value chain clarifying where contributions to outcomes (and associated costs) come from more than one division or department.

To ensure a consistent approach across departments, SLT should provide overall leadership and select a department to be the first to move forward with a more robust approach to performance measurement.

Benefits

- Measuring contributions and costs associated with common outcomes across departments
- Aligning internal functions to the outcomes of client departments providing clarity over the value offered to taxpayers by internal functions
- Investment decisions are more effective when based on specific performance measures and costs from all relevant departments, for example where benefits may relate primarily to the work of one department but with significant costs occurred in another
- Flexible workforce practices require an emphasis on performance measurement in order to allow staff to work more independently of their direct supervisors or managers

St. Catharines

T6. IT System Modernization

Rationalize, consolidate and modernize IT infrastructure, including telephony, to improve productivity and efficiency

Current State

Outdated and disconnected systems have been identified universally as a major "pain point" and significant contributor to the City's risk exposure. It has been identified numerous times that the City uses a patch-work of modern and antiquated IT applications, including 44 different applications, some of which are no longer serviced by vendors. The City is making progress on updating some of its applications, however critical systems such as the major financial applications that support GL, tax, water and cash management are in need of attention and require significant resourcing in the form of IT support to perform typical functions (from 50% up to 100% of the 'applications group' total FTE time in a given week).

Opportunity

To address its most pressing IT-related challenges, the City could take a different approach to IT Strategy development as well as reposition its role in the organization. This would include two parts:

- Repositioning the role of the IT function within the organization to SLT: less focus on "keeping the lights on" and more focus on enhancing and enabling the enterprise.
- Undergoing a process to revise its IT Strategy to ensure it is aligned with enterprise priorities and developed and approved by the SLT. Through this process, the prioritization of critical enterprise software (such as the financial and time management systems) could be addressed.

Benefits

Connected and modern systems help to reduce enterprise risk, improve productivity and reduce costs over time, and could support the City in achieving some of modernization and operating cost objectives. Some benefits could include:

- Improved productivity and staff morale as time spent reconciling systems and inputting manual forms is redirected to more high value tasks;
- A reduction in enterprise risks as connected systems reduce management and reconciliation of disparate and disconnected systems;
- Extracting enterprise-wide data and information could become easier if cloud-based data systems are adopted.

T7. Partnerships with the Region and Local Governments

Reassess relationships with the Region and area municipalities to optimize and expand partnerships to leverage economies of scale and generate cost savings

Current State

There are a number of areas where the Region and local municipalities could explore single and shared services, for example:

- Aligning on asset management plans and the associated maintenance and rehabilitation of those assets;
- Collecting taxes or (potentially) local Development Charges

The City currently participates in the voluntary Niagara Public Purchasing Committee where public sector entities in the Region meet to discuss and coordinate procurement. This effort does not expand to joint category management or strategic sourcing.

Opportunity

There is an opportunity for the City to more formally and strategically optimize and develop partnerships with the Region and local municipalities to leverage economies of scale as they relate to assets, technology, services, administration and procurement. The objective would be to explore and pursue those partnerships likely to result in cost savings for the City.

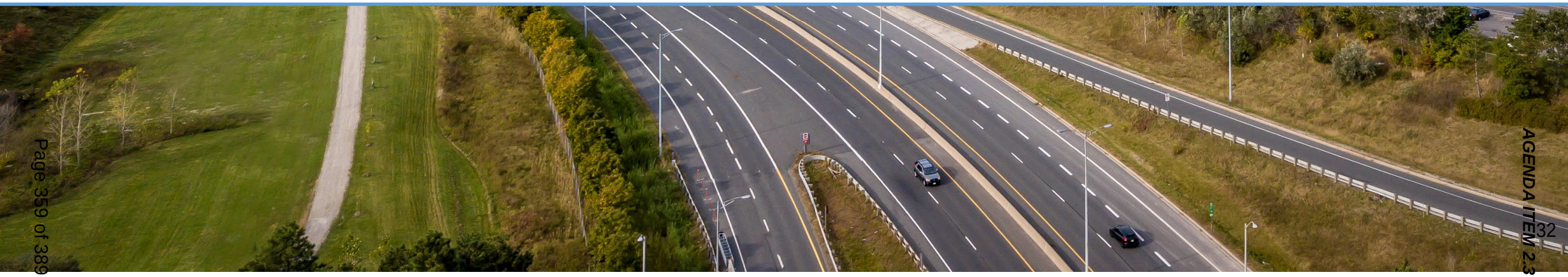
The City could initiate this work by identifying areas of service or asset overlap, assessing the benefits and costs of partnership models for specific services, and engaging partners in negotiations to develop agreements for shared services and contracts.

Benefits

- For the vast majority of Ontario municipalities who have implemented these types of agreements, the benefits were primarily found in reduced operational or administrative costs and improved service quality. Ontario municipalities have implemented agreements covering areas such as finance, website and IT, contract tendering, waste management, water and sewer.[1]
- Other potential benefits include: Improved planning and communications with the Region and area municipalities, potential opportunities to pilot or scale technologies, tools, policies and practices that build the City's capacity or support its modernization, more consistent service delivery for residents and better value for money.

[1] Linking Regions, Linking Functions: Inter-Municipal Agreements in Ontario, IMFG report: https://munkschool.utoronto.ca/imfg/uploads/302/1604_no_10_interlocal_final_web.pdf

Operational Improvement Opportunities



St. Catharines

EY

O1. Embed Digital Principles in Service Delivery

Maximize self-service and provide a consistent and optimized customer service experience while enhancing trust in the City's services

Current State

There are challenges in how residents and businesses interact with the City:

- Online portals for services and payments systems are not readily available;
- Often in-person payments and applications are required, creating additional administrative burden and frustration

Specific channels where this is seen include:

- Building permit and development applications
- Citizens First information and service requests
- Recreation and event permits, and payments.

The City's IT plan includes mention of a digital strategy, however this is still in development.

Opportunity

The City could enable digital approaches by expediting the implementation of business and online applications across the organization. An enterprise Digital Strategy could also be developed to focus on improving customer service and service delivery efficiency across the organization.

As a first step, the City could focus on digital services through Citizens First, including enabling online service requests and service request tracking functions, and creating searchable knowledge bases to allow increased self-service by residents.

Benefits

The City will be better able to meet the demands for its services a cost-efficient manner, as online service channels have shown to have a significantly lower costs per transaction. Service Ontario data suggests that online services cost 57% less than in-person transactions.[1]

Embedding digital principles in the way it delivers its services will also support the City improve customer service, providing an easy and convenient way for residents and businesses to interact with the City.

1 Managing Transformation: A Modernization Action Plan for Ontario

St. Catharines

O2. Process Automation

Automate internal back-office processes that are repetitive, manually-intensive and frustrating for staff

Current State

It has been noted by several City departments that many internal processes are:

- Inefficient;
- Manually-intensive; and,
- Create additional administrative burden and frustration among staff.

Accounts payable, payroll administration and HR processes are key areas that have been highlighted as those which could be prone to human error and are administratively slow and unnecessarily complex. Some specific examples include:

- Cash management, with multiple touchpoints and handoffs;
- Manual entry and multiple capture of timesheets and manual vacation tracking.

Opportunity

There are opportunities to automate manually-intensive processes, resulting in savings, service level improvements, and reduction in manual errors.

Automation solutions are potentially viable in a number of back office areas including payments processing, procurement, human resources, and accounting, and have been broadly implemented in the private and public sectors.

The City could review a number of its back-office functions, beginning with those in HR, payroll and accounts payable, to identify whether intelligent automation could speed up processes.

Benefits

Technologies such as Blockchain, robotics and artificial intelligence provide the potential to impact City service delivery by automating simple, repetitive tasks that are time consuming.

The benefits of these systems include:

- Streamlined processes;
- Supporting data/evidence-driven decision making by freeing up staff's time to focus on outcomes rather than outputs;
- Reducing human error, and therefore potentially reducing enterprise risks.

Some efficiencies that have been achieved with robotics in other organizations include:

- HR services – 25-35% increase in payroll productivity;
- Finance and Accounting – 40-60% reduction in costs to process invoices

St. Catharines

O3. Infrastructure Development Program Refresh

Better integrate the City's approach to infrastructure policy, planning and delivery

Current State

The City has reported an infrastructure deficit of $406M and current contributions to the Capital Plan are below City recommended reinvestment targets (2020 Approved Capital Budget). As with many other municipal governments, St. Catharines faces capacity issues that result in:

- Insufficient focus on enterprise-wide prioritization of infrastructure investments;
- A lack of data and analytics capabilities that can support evidence-based decision making;
- Risk taken on by the City as a result of not fully considering the full range of procurement, financing, delivery and ownership models (from outsourcing construction to full Design-Build-Finance-Operate-Maintain P3's).

Opportunity

There are three related opportunities for the infrastructure program:

- Conduct a full review of the current capital plan, focusing on project readiness, and readjusting the current and forecast capital plan and budgets (i.e., "stage-gating");
- Building capacity to determine optimal financing, delivery and ownership models; and
- Reviewing the City's current approach to infrastructure financing (debt, pay-as-you-go, and reserves) to ensure that capital projects are being financed in a way that maximizes the City's financial capacity and minimizes intergenerational inequality.

Benefits

Reviewing the capital pipeline can improve project prioritization, with the possibility of restating the plan in a way that aligns with capacity to spend, thereby increasing budget accuracy and improving the City's budget position.

- Enhanced confidence in the capital plan among Council and the public.
- Assigning a single owner to the capital plan can improve project management and benefit realization.
- A single "owner" can also more closely integrate with Finance to better align budget and execution data.
- Considering the full suite of financing and delivery models can better distribute risk potential partners.

St. Catharines

O4. Facilities and Real Property Review

Optimizing the City's facilities and real property portfolio to enhance value and support the City's Strategic Plan

Current State

The City has a large facilities and real property portfolio; currently consisting of 173 owned and leased properties with a replacement value of just under $500M.

Among the challenges currently presented by the portfolio are the number of aging structures that house municipal employees and lack up-to-date technology and outdated and inefficient systems that result in poor productivity, morale, and environmental performance.

A comprehensive enterprise level facilities and real property assessment has not been undertaken. As such, it is unknown if the current portfolio is optimized.

Opportunity

The City could undertake a facilities and real property review with a goal of optimizing the portfolio and ensuring it supports the City's business objectives. The review could include: assessing opportunities for renewal (e.g., City Hall workspace); disposal (e.g., vacant land, underutilized facilities); rationalization and partnerships (e.g., parking structures, parks); and new commercial models (e.g., shared use community services facilities).

The review should examine the condition of buildings, costs, valuation of the portfolio, analysis of the economic cost of ownership versus leasing, analysis of rebuild vs new construction, market supply and capacity, future demand analysis, and commercial models.

Benefits

- Maximize value and reduce annual costs, reduce exposure to risk, unlock monetary and public good value, and help improve morale.
- Deficit reduction through recycling capital, mitigation of long term residual ownership (e.g., cost to own older assets) risks.
- Optimize occupancy and use through a Corporate Real Estate approach. Rationalize redundant assets and maximize key strategic assets.
- Modern and efficient facilities can enable improved service delivery (e.g., accessible public services).
- More comfortable and efficient facilities improve workforce productivity and enhance "intangible" benefits for staff.

St. Catharines

O5. Partnerships and Alternative Business Models

Drive benefits through partnerships and the adoption of alternative business models for the delivery of City services

Current State

The City does not seek out or pursue partnerships or alternative business model in a co-ordinated fashion with a comprehensive plan. There have been instances where partnerships have been successfully leveraged (e.g. the Meridian Centre, the Canada Summer Games Park) that could be built upon to enhance the quality of life for residents and the fiscal sustainability of the City.

Opportunity

Pursue alternative delivery models and partnership opportunities, in order to reduce or transfer risk, share costs, or enhance services. Potential use cases include:

- With municipalities/the region: a shared asset management platform; pooling of lifeguards for sports facilities; rationalization and sharing of infrastructure and facilities
- Private sector: leasing road and street-lighting assets for 5G implementation; commercializing parking; P3 models for public infrastructure
- Other government agencies: joint surveying; co-locating services or back-office space; integrated service delivery

Benefits

- Alignment of risk with the parties best able to manage it (e.g., a long-term concession operator will be incentivized to implement an effective maintenance regime)
- Modern and efficient facilities can enable improved service delivery (e.g., easy to access and accessible public services)
- Optimized utilization of facilities and infrastructure (i.e., right-sized footprint)
- On-time, on-budget delivery of infrastructure
- Enablement of future cities infrastructure

St. Catharines

O6. Modernize Building Permits and Inspections Program

Embrace a modern, risk-based and technology enabled business function that better serves the building community and residents

Current State

The current building permit application and inspections processes are inefficient, do not meet provincially mandated service level standards and result in poor staff morale and frustrations on the part of builders.

In addition, Inspectors review plans and are also involved in a range of non-core business activities (e.g., by-law and property inspections), impacting their ability to meet legislated service standards and keep their level of knowledge up-to-date with industry changes.

Opportunity

Given the full cost recovery nature of Building Services (as required by the Building Code Act), there is an opportunity to invest in enhancement of services provided by the Building and Development Services without a corresponding financial impact to the City.

A future state model would involve:

- Reviews of fee structures and reserve funds;
- A more flexible approach to addressing in-year funding needs; and,
- Moving toward a fully digital and risk-based approach to the application and inspection processes

Benefits

There are a number of service-related outcomes that could be achieved:

- Improved customer experience, fewer complaints and consistency in approach;
- Improved service, leading to higher compliance with the building code (i.e., make it easier to apply, compliance will increase);
- Fully cost recovered service therefore no fiscal impact to the City;
- Consistency in approach, improved efficiency, better information, improved ability to attract talent, meeting of minimum service standards;
- Enhanced integration between building, planning, and public works functions

St. Catharines

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O7. Citizens First Operating Model Improvements

Improve Citizens First (CF) operations and coordination across departments to provide more efficient customer service

Current State

Citizens First has a primary mandate for providing efficient and accurate customer service to all residents. When the concept of the Citizens First was initiated in 2014, the idea was to provide a “one-stop” consolidated point of contact for Citizens and Staff alike for any services provided by all the departments at the City.

While the focus on citizens has been noted as an overall positive, the program has not reached the level of maturity that was expected when the program was initiated. And there remains ambiguity about roles and responsibilities vis-à-vis the City departments, among other challenges. CF is now undergoing a re-evaluation of its services, business approaches and processes as it moves into its next phase of maturity, including levering enabling technologies.

Opportunity

The City could take the opportunity to focus on improving operations in specific areas, such as:

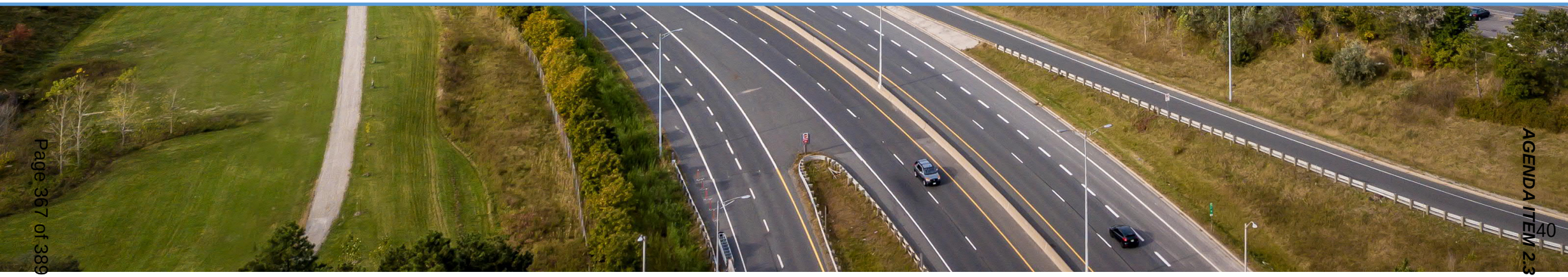
- Business processes – ensuring they are documented, effective and efficient
- Technology and data – deploying tools that support user-friendly, multi-channel and cost-effective customer experience; leveraging data for customer insights
- People – ensuring CF has the right resources with the right skills for delivering services with a digital mindset and focused on the customer experience
- Organizational Accountabilities – driving clear ownership for processes, systems
- Performance – developing performance measures to include customer experience and service levels, continuous improvement

Benefits

Some of the benefits that could result from an improved Citizens First operating model are:

- Business processes: Improved customer experience and satisfaction as expectations regarding department service levels become clearer.
- Technology and data: Better collaboration, information and tools sharing between CF and departments to provide timely responses to customers.
- People: Service efficiency improvements as CF competencies are augmented to better support the full range of functions performed
- Organizational accountabilities: Clarity over where Tier 1 (CF) ends and Tier 2 begins (in CF’s client departments), including ownership over the customer experience
- Performance: Clear metrics and linkages to the desired outcomes of CF’s client departments and identification of non-value add work that does not contribute to outcomes

Opportunity Prioritization and Implementation Planning



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SLT Engagement and the Prioritization Process

The City's Senior Leadership Team, comprised of nine department directors, the CAO and the Deputy CAO, was engaged as a group throughout the project and at various stages, with a focus on aligning the recommendations in this report with the City of St. Catharines' priorities and capacity.

A key step to developing the implementation roadmap and timelines that follow was building alignment with SLT around the relative priority of each opportunity, given its interaction with the other opportunities, the capacity of staff to deliver on multiple streams of work simultaneously, and the broader priorities of the City. The evaluation criteria that SLT co-developed was used for this prioritization exercise.

SLT Engagement:

Preliminary Ideation → Develop Evaluation Criteria → Validate Opportunities and Vet Against Evaluation Criteria → Prioritize Opportunities

Evaluation Criteria

Improves Strategic Alignment
The alignment of the option with the business priorities of each department. This is determined by the ability of departments to meet their service needs.

Enhances Service Quality
The quality of service delivery and the ability to meet service standards of each option. This is determined by assessing impacts to KPIs and service standards.

Mitigation of Risk
Option improves risk controls and/or does not create additional risk to the City in terms of enterprise liabilities or service-related performance risks.

Innovation and Modernization
The option promotes, enables and facilitates an innovative approach to efficient service delivery and encourages use of new technologies.

Administrative Complexity
The extent to which the option minimizes organization and administrative complexity, such as unnecessarily complex structures and processes that offer little value.

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SLT Top Priorities

As a result of the facilitated workshop with the SLT to determine immediate priorities, initiative owners and sequencing, the SLT has prioritized the following opportunities to be initiated by the first quarter of 2020. While each initiative has an 'owner' to drive the initiative forward, the SLT has an important role in supporting these priorities through the development stage to implementation.

Opportunity	Owner	SLT Role	Key Steps
IT System Modernization	CSS	• Support IT Strategy development and the prioritization of critical enterprise systems • Endorse reports from CSS to Council that enable implementation of IT system modernization • Remove departmental roadblocks to implementation	• Enterprise needs assessment • Critical IT update report to Council to include costs, benefits and risks • Revised IT Strategy with departments and SLT • IT function review
Evidence-Based Decision Making	CAO's Office	• Participate in the development of the framework • Review and endorse the final framework • Ensure framework is consistently used across departments	• Stakeholder input into template sections • Template development for future reports • Stakeholder validation
Modern Workplace Strategy	CSS	• Support implementation of quick win initiatives and policies, and ensure policies are implemented across departments • Participate in the development of the broader workplace strategy • Endorse and support any related reports to Council	• Launch 'quick win' initiatives • Engage departments and conduct leading practices research into 'workplace of the future' • Strategy development
Modernize Building Permit and Inspections Program	PBS	• Support and endorse any related reports to Council • Consider technology needs in revised IT Strategy	• Fee and resource review • Stakeholder engagement • Update technology • Develop risk-based framework
• Enterprise Risk Management will support the priorities • Process Automation and Digital will be enabled by the IT System Modernization opportunity			

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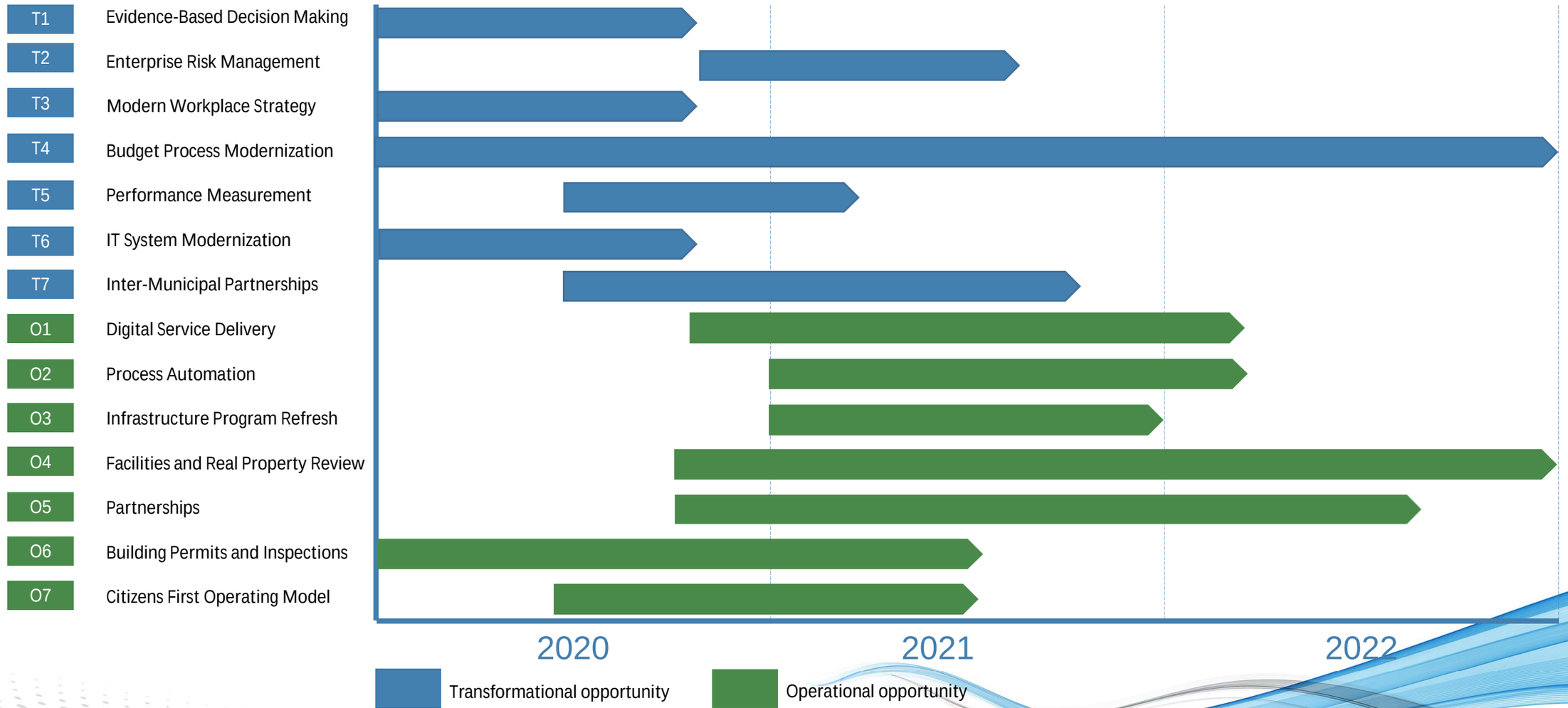
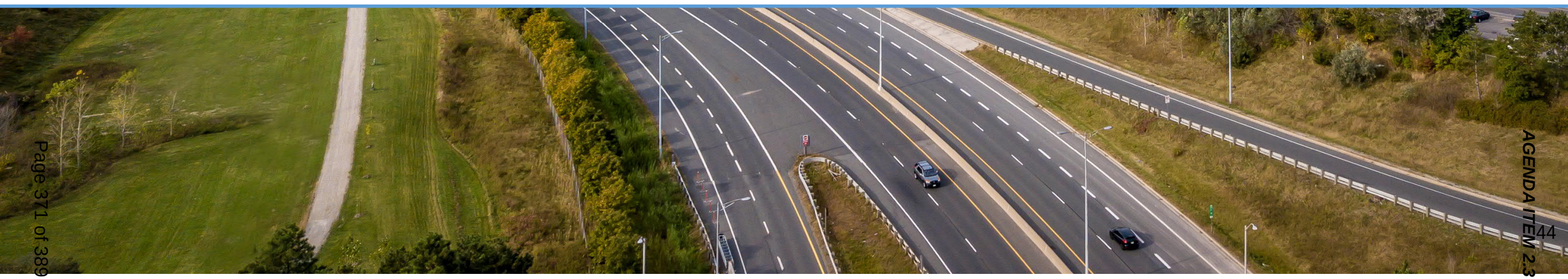
Implementation Timelines and Sequencing for the 14 Opportunities



Conclusion



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Conclusion

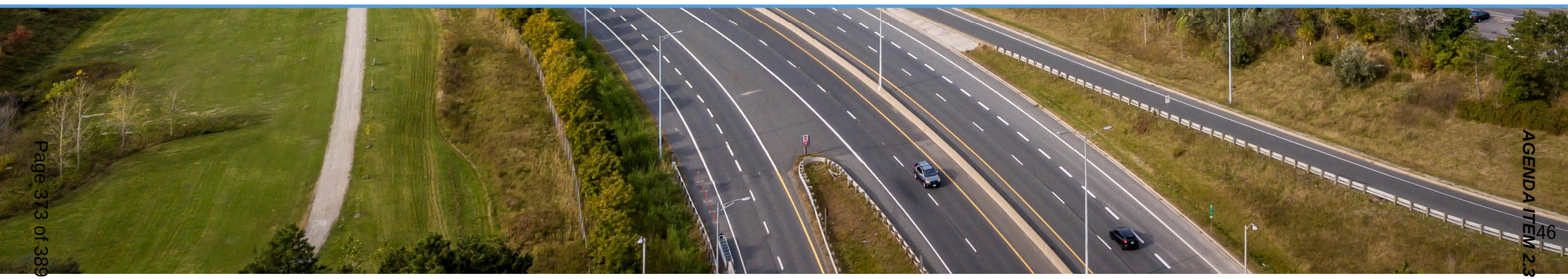
The City of St. Catharines and EY have conducted this Review, with funding from the Province's Audit and Accountability Fund, with the objective of finding opportunities to modernize and improve processes and service delivery for the City's residents, businesses and property owners. Through this process, the City's senior leaders have been engaged to help identify areas where improvements could be made to continue to add value to its citizens. The result of the Review is 14 identified opportunities that the City can move forward with to achieve greater efficiency and improved service delivery.

Upon review of the City's historic five-year financial performance, it has been noted that the City has managed expenditure growth in line with revenue growth, which is a result of decisions that were made to operate a lean organization that consistently reviews its operations and services. While operational improvements and service delivery adjustment opportunities still exist for continued expenditure management, the City should focus on transforming the way it conducts its business to derive greater productivity and efficiencies in the medium to long term.

The opportunities to address foundational issues which could result in transformative change will allow for greater capacity in the organization and support enterprise-wide effectiveness and development. These opportunities include: modernizing IT systems, improving budget-making, leveraging evidence for recommendations to support decision-making, deploying modern workplace policies, and exploring more partnership opportunities with the Region and area municipalities. To implement these transformative change initiatives, the City's leadership team will be critical to ensuring they are supported across departments and progressing as planned.

By pursuing these opportunities, the City has a chance to change to the conversation from one based on expenditure management to one based on service delivery enhancement and sustainability. Given that the identified opportunities are in alignment with the City's Strategic Plan, the report findings could be considered the link between strategy and a renewed focus on action. However, they will only be realized with collective efforts and adequate resourcing.

Appendix: Alignment with the City of St. Catharines' Strategic Plan



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Alignment with the Strategic Plan

The 14 modernization opportunities outlined in this report could support a number of the goals and objectives contained within the City's Strategic Plan. The Plan's pillars of economic prosperity, social well-being, environmental stewardship, and cultural renaissance would be further enabled if these modernization opportunities were implemented.

Strategic Plan Objective[1]	Enabling Actions
Develop the ten-year infrastructure plan to determine needs, priorities and growth	• Asset management technology improvements and refreshing the City's approach to infrastructure policy, planning and delivery, which would also support the City's development of a debt management strategy.
Develop a financial sustainability plan	• Modernizing the budget process for the City as well as the proposed evidence based decision-making framework. Both of which will bring data to bear on strategic financial decisions and investments. • Leveraging partnerships with the Region and area municipalities could also be a means of achieving financial sustainability, as shared services models could support cost reduction for the City.
Implement an economic development strategy which is to include leveraging private sector partnerships	• The adoption of alternative business models and partnerships for the delivery of City services and projects.
Develop a recreation facilities and programming master plan and leveraging outside investments that will provide long-term facilities and upgrades	• Conducting a facilities and real property review which would include recreation facilities and the consideration of approaches to funding upgrades.
Develop a climate change action plan	• Could be supported by an enterprise risk management framework, if climate-related asset impacts and financial risks are incorporated into the framework.
Promote operational and service excellence	• Embedding digital principles in service delivery, improving Citizens First, developing a modern workplace strategy, automating processes, and modernizing IT and building permits and inspections programs.
Demonstrate accountability and transparency	• Improving performance measurement to support alignment with strategic plan, improve work flows across teams, and deliver on Council priorities.

1 Strategic Plan: https://www.stcatharines.ca/en/governin/strategicplan2019to20289.asp

St. Catharines

Corporate Report
City Council

Report from: Office of the Chief Administrative Officer

Report Date: November 12, 2020 **Meeting Date:** December 14, 2020

Report Number: CAO-169-2020 **File:** 10.4.99

Subject: Outreach Pilot Project Update

Strategic Pillar:

Recommendation
That Council direct staff to continue the outreach pilot program from April 1 – December 31, 2021, utilizing the remaining Civic Project Funds approved during the 2020 Operating Budget deliberations for this program. FORTHWITH

Summary
The purpose of this report is to provide Council with an update on the outreach pilot project that was approved during the 2020 operating budget deliberations.

Relationship to Strategic Plan
Under the social well-being pillar of the strategic plan, the City's goal is to build and support strong, inclusive neighbourhoods that provide a high quality of life for residents. The outreach pilot project is a collaborative opportunity with the Niagara Region that allows the City to play a role in advancing social sustainability and supporting those living rough while keeping within its mandate, powers, and resources.

Background
On the December 16, 2019 Council meeting, Council approved the following motion:

> "That the 2020 budget include $350,000 for a targeted team within Municipal Works to help tackle the prevalence of needles in our parks and streets, clean up parks and public spaces, and perform outreach with those living rough in parks (when necessary); and
>
> That this be a pilot project that includes tracking of the number of needles picked up, the cost of cleaning up spaces that have been subjected to abuse by people using needles and other drugs; and other issues around homelessness and addictions found in city parks and that the findings be reported back to Council by November 2020; and

That the data be used to secure future funding from Regional, provincial and federal governments to deal with this epidemic; and That the funds come from the Civic Project Fund in 2020; and

Further, that staff be directed to invoice the Niagara Region."

In April 2020, due to the COVID-19 pandemic, with the City in a declared state of emergency, the plan for a targeted team through Municipal Works was adjusted. Details in this report reflect the adjustment.

Report

At the onset of 2020, the plan for the pilot project included tracking the number of needles picked up by City staff; the cost of cleaning up spaces that have been subjected to damage by people using needles and other drugs; and documenting other issues around homelessness and addiction found in City parks. Municipal Works crews were to be supplemented with additional City staff and paired with outreach workers from the Region of Niagara for seven-day-a-week coverage.

With the declared state of emergency, this plan was adjusted, and Municipal Works staff provided routine clean up services and needle pickup. Further, with the staff reductions resulting from the COVID-19 pandemic, City crews were only available from Monday to Friday. If there was an emergency on the weekends, City staff were called in to deal with the situation.

In April of 2020, City of St. Catharines staff worked with Niagara Region to utilize the Region's Community Services Request for Proposal for Niagara Assertive Street Outreach (NASO). Through this opportunity the City of St. Catharines was able to access a partnership through Gateway Residential and Community Services of Niagara Inc. and Niagara Resource Service for Youth (The RAFT) to provide outreach support to staff and the public when necessary.

City staff were able to rely on three trained outreach workers who responded directly and immediately to individuals' needs by bringing coordinated services from across the Homeless-Serving System. This service encouraged and supported clients to access shelter, housing and other social supports. The pilot project ran from April 14 to November 13, 2020, with a revised cost of $120,417 as compared to the original budget of $350,000. With the project approved to be funded through the City's Civic Project Fund, remaining funds can be utilized to restart the project in the spring of 2021. To ensure continuity of the additional supports as the Region continues to work to address the needs of homeless clients during the pandemic, the Region chose to continue the additional staffing provided by the City, extending the arrangements through to March 31, 2021.

Program Overview

The Niagara Assertive Street Outreach (NASO) team actively engages with individuals who are experiencing unsheltered homelessness across the entire Niagara Region. They promote, connect, and coordinate access to the range of supports available

across Niagara's Homeless-Serving System, including emergency shelter, housing and, support services.

Street-based outreach ensures that trained workers respond directly to a person's needs by bringing coordinated services from across the Homeless-Serving System to the individual, rather than waiting for them to seek services on their own.

NASO workers have access to real-time bed inventory for Niagara Region funded emergency shelters and can facilitate transportation for interested clients. They can also coordinate mapping and monitoring of hot spots of homeless activity utilizing an ArcGIS platform hosted by Niagara Region. According to Built for Zero Canada's By-Name List guidelines – 'In order to truly end homelessness, communities must ensure that they are not only conducting street outreach throughout their entire geography but that the outreach is coordinated and documented.'

Assertive Street Outreach services will minimize the harmful effects of rough sleeping while working towards long-term housing solutions. The team provides an intensive and coordinated team approach to deploying outreach services and work towards achieving the expressed goals of those served. They also deliver effective case coordination in collaboration with other service providers that support those reluctant to access traditional services.

The NASO team aims to:

- Proactively engage with people sleeping rough to facilitate pathways into housing (short-term and long-term) while minimizing harmful effects of rough sleeping;
- Provide standardized intake, triage, and evaluation of a person's vulnerability and assist in the identification of appropriate housing resources;
- Deliver case coordination in collaboration with government and non-profit organizations to support those who may be reluctant to access traditional services;
- Provide a coordinated team approach to identify and work towards individual goals;
- Ensure flexibility in hours of service, with ability to have minimum coverage as early as 7:30a.m. through 7:30p.m., Monday to Friday, including weekend coverage as required;
- Screen individuals for COVID-19, educate on pandemic safety, provided access to medical assessment as required, and the self-isolation facility;
- Assist targeted individuals with obtaining identification documents, social assistance and other benefits necessary to obtaining housing, where applicable;
- Develop and maintain relationships with other community partners that provide a vast array of services related to physical health, mental health, substance abuse, or other needs;
- Utilize Homeless Individuals and Families Information System (HIFIS) for data and case management, including:
    - Keep accurate and timely records of client intake and case notes related to client goals, interactions, and case planning;

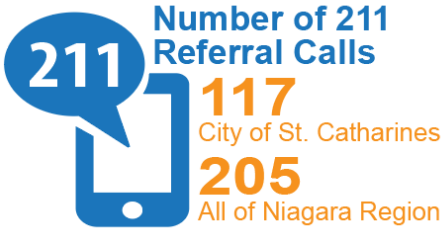
- Ensure completed client profiles with up to date information for all current clients serviced by the agency.

St. Catharines Outreach Data Collected

Through the HIFIS system, data was extracted from the time frame of when the pilot project began in April to nearing its end on October 31, 2020 for the City of St. Catharines. Appendix 1 graphs various data to illustrate statistics of the program with delineation of work completed by all NASO St. Catharines Outreach Workers and the three outreach workers funded by the City.

The graphs in Appendix 1 illustrate:

- Total Interactions – 736, City Funded – 436
- Unique Individuals served – 124, City Funded – 82
- Success of Outreach Support in St. Catharines (goals closed successfully) – 73%, City Funded – 90%
- Total Referrals made– 55, City Funded – 43
- Total Goods Provided– 216, City Funded - 68



These statistics demonstrate the progress made and the commitment to those in need.

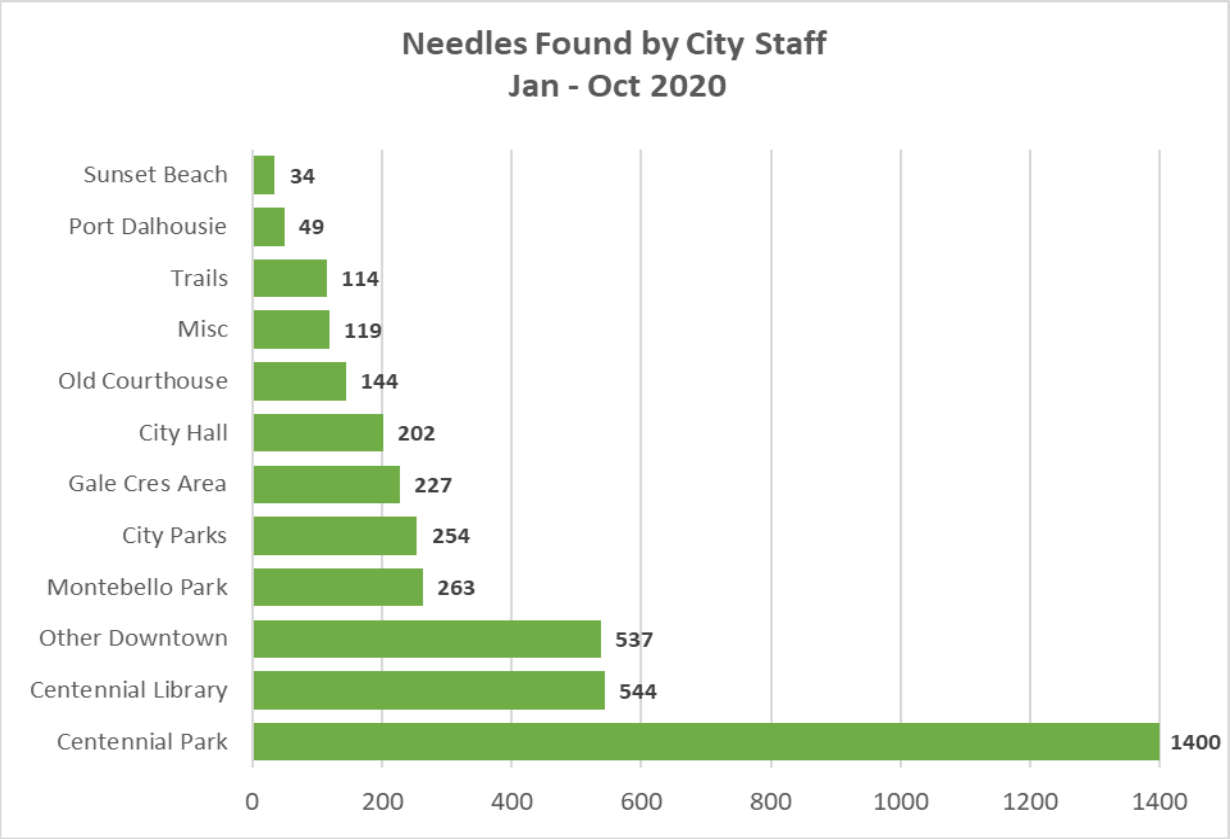
Referrals for Outreach – Call 211

Referrals for outreach support are made by phone by calling 2-1-1. This number allows for a NASO outreach worker to be immediately dispatched and get service to the vulnerable population as quickly as possible. Calls to 211 are tracked by date and time of call, caller type, call type, and municipality (if available).

Needle Pickup Update

The City of St. Catharines began tracking needle pick ups and reporting these figures to the Region in March 2019. Volunteer groups were also tracking at this time and in 2019 a total of 8,808 needles were formally reported as collected across St. Catharines; 6,182 of these by City staff.

Data from the Region portal has demonstrated that these volunteer groups have not formally submitted this information in 2020. This means it is very difficult to draw an exact comparison between these back-to-back years. City Staff have continued tracking in 2020 and have documented that 3,887 needles have been picked up between January and October 31, 2020. The following graph demonstrates the locations where the greatest numbers have been found.



Although local volunteer groups have not formally reported their needle collection for 2020, their efforts for both needle pickups and cleanups have intensified. Positive Living has informed City staff that between April 1, 2020 and October 31, 2020 they completed 41 community cleanups and collected approximately 12,500 needles. Some of these clean-ups were in collaboration with the Municipal Works Department and the Niagara Assertive Street Outreach (NASO) team, but many were a part of their 'Tuesday-clean-up-group'. Of the needles collected, the majority were picked up from Centennial Park, the Merritt Trail / Wellandvale area and downtown (similar to the locations in the above Graph "Needles Found by City Staff").

This data however demonstrates more than just the number of needles that have been collected across the City in 2020. NASO and Positive Living (among other local organizations) are coordinating efforts to help build relationships with substance users, organize resources for cleanups and get needles off City streets. Collaborative efforts between the City, Niagara Region and other organizations is crucial as St. Catharines is home to the only safe injection site in the Niagara Region, housing prices are increasing, and homelessness is more prevalent.

Encampment Cleanup Costs

The cost of cleaning up spaces that have been damaged by those using needles and other drugs is still being examined. Current costs to date for larger, expansive encampments is $34,673.88. This amount includes all employee time, vehicles, materials and disposal charges. It also accounts for contractor costs to repair fences.

One of the larger cleanups performed this past September was at Yates Street. This cleanup required coordination from both Operations and Parks staff as well as the use of contractors. The cost of this cleanup alone was $3,468.88. There are still some larger cleanups that are ongoing (Westchester Crescent), which are not included in the current figure.

The other cost that is more difficult to determine is that of the daily, routine cleanups staff perform at Montebello Park, Centennial Park and downtown (City Hall, Centennial Library, Old Courthouse). The staff assigned to these locations have always picked up litter as a regular function of their position. In the past year, these staff have reported spending almost 25% of their day cleaning up waste from encampments and hangouts. It has become a notable part of their jobs that is starting to also spread to other parks around the City. Operations has now implemented separate tracking measures to quantify these expanding, daily cleanup efforts.

Operational Issues and Program Challenges

Hangouts and homeless encampments and are continuing to grow across the City and this increase is having an impact on operations for Municipal Works staff.

As mentioned, staff members stationed at Montebello Park (2), Centennial Park (2), and downtown City Hall / Centennial Library (1) all spend approximately 25% of their day cleaning up encampment debris. This is a daily occurrence and separate from the usual litter cleanup. While these locations experience a lot of activity, the demand for attention is spreading to the Garden City Arena, Canal Valley, and 12 Mile Creek areas. This additional work prevents City staff from tending to parks, horticulture displays, and cleaning roads across the City. It is having a major operational impact downtown on the work our staff can complete in a daily shift.

Another issue that has arisen is the health and safety of staff members. Although the NASO team and Positive Living both assist City staff in moving individuals out of parks and public spaces, there have been a growing number of encounters where staff members and supervisors do not feel safe. This feeling of uneasiness happens when staff are trying to move individuals along and due to several factors they encounter hostility and occasionally, violence. There is a noticeable gap between when City staff advise individuals to relocate, outreach workers provide support, and individuals move along from the public space. It is only once an individual accepts assistance or carries on at their free will that City staff can properly tend to the site and clean it up for the public. This can often take days and is especially problematic with larger encampments. It can be noted that often encampments simply move from one public location to another after cleanup efffots.

Supervisors have noted that due to the increasing number of exchanges between staff and those camping in City parks, they may have to augment the number of staff at locations or switch to roving crews. Roving crews means that certain City spaces would no longer have a designated park attendant.

The jurisdiction of encampments and subsequent cleanup efforts is another operational issue. There are many concerns from the public about cleanups that are on Ontario Power Generation (OPG) or Ministry of Transportation (MTO) lands, specifically near the Twelve Mile Creek / Highway 406 area. When a concern is received through Citizens First or the Mayor's Office it is often unclear where the waste has been dumped. In a situation like this, City supervisors must go out and investigate before it is determined whether the cleanup is the responsibility of the City or another body. This again requires additional resources to be spent on the problem and prevents staff from performing their actual duties. Moreover, cleanups for non-City property take considerable time to coordinate, during which it may seem like the City is not tending to the site or acting on the reported issue.

When City staff have determined that the cleanup is not on City property, they notify the appropriate body (MTO / OPG), which then has their subcontractor tend the site. There may be further delays before the site is cleaned up as there are challenges in determining site location, who the property belongs to, timing between clean-up being reported to the City, investigation and notifying the appropriate body (ie. MTO/OPG) and having their subcontractor tend to the site. For example, the MTO hires contractors to tend to cleanups along the 406, but not all contractors are equipped to address these sites. Additionally, only the Ontario Provincial Police (OPP) can remove transients from MTO lands, and this service has been discontinued since the onset of the COVID-19 pandemic. Furthermore, cleanups frequently need to be repeated as individuals living rough or hanging out may relocate between City parks, MTO right of ways, and OPG lands.

Next Steps

As the pilot project came to a close in November 2020, the Region worked with the providers to extend the staffing arrangements through to March 31, 2021 to ensure continued heightened outreach supports for individuals experiencing homelessness or are requiring outreach services during the pandemic.

Staff are recommending that the pilot project be continued in 2021 to allow for an extended period of data tracking to develop an evidence-based business case to be submitted to the province requesting additional resources be allocated to support the need within the community.

Funding Opportunities

As a lower-tier municipality, the City is limited in what funding can be applied for. However, Council and staff have committed to taking a leadership role where possible. Data extracted from the HIFIS database will give leverage to the governing bodies responsible for homelessness, such as Niagara Region, when it comes to applying to funding.

Financial Implications

There are no financial implications associated with receiving this report. The pilot project ran from April 14 to November 13, 2020, with a cost of $120,417 as compared to the

original budget of $350,000. With the project approved to be funded through the City's Civic Project Fund, and the balance of $230,000 earmarked as committed to the project in the draft 2021 Operating Budget, those remaining funds can be utilized to restart the project in the spring of 2021.

Environmental Sustainability Implications

There are no environmental sustainability implications associated with this report.

Conclusion

It is our intention that utilizing the services of trained outreach workers will allow Municipal Works staff to focus on parks and downtown maintenance while outreach provides the necessary supports to the individuals in need within the community. The efforts to deal with the impacts of these social challenges have been multi-faceted, involving Niagara Region Community Services, Niagara Regional Police, City staff, as well as other community stakeholders and organizations such as Positive Living. The outreach pilot project is one avenue the City can utilize to support the strategic plan's social well-being pillar.

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Appendices

- Appendix 1 – Statistics provided by Niagara Assertive Street Outreach (NASO)

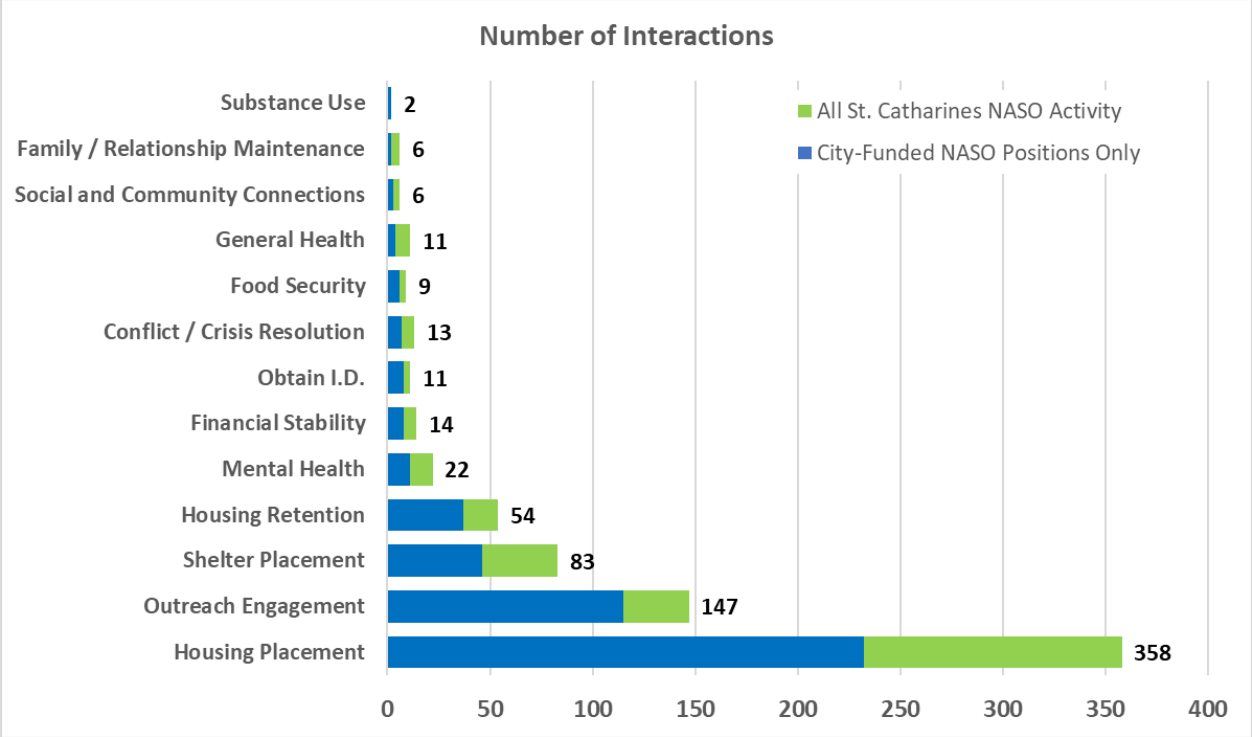
St. Catharines Outreach Pilot Project Data

up to Oct 31, 2020

Number and Type of Outreach Interactions

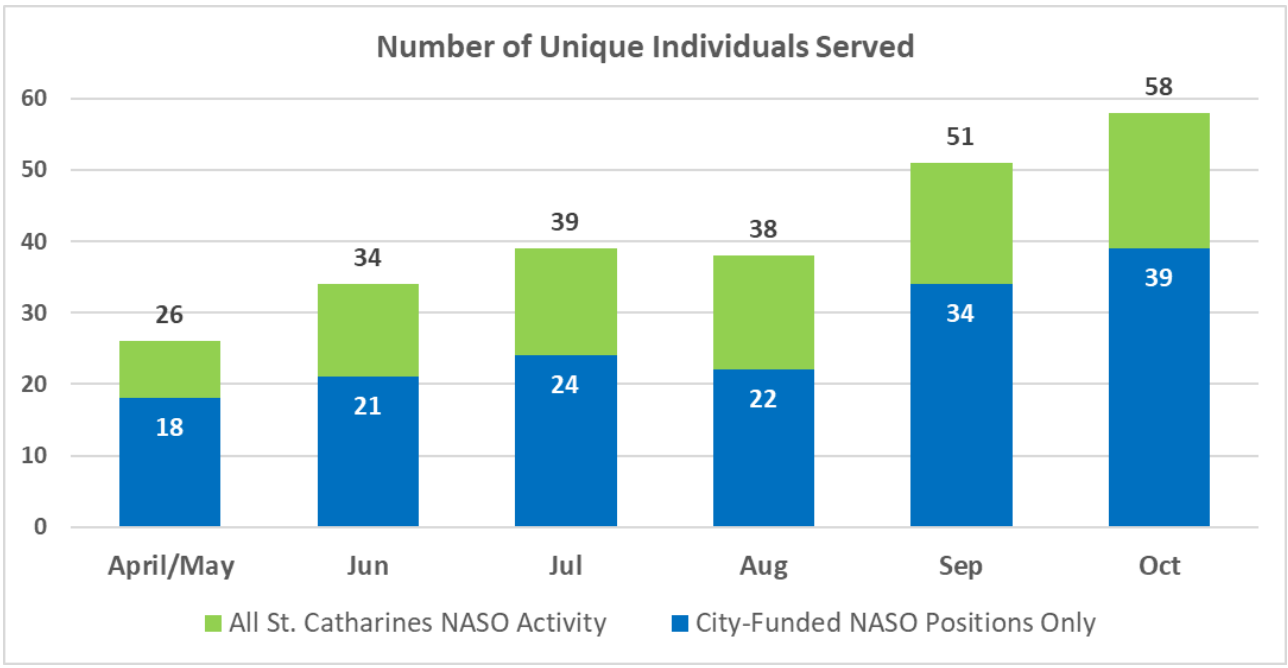
These tables show the number of interactions outreach workers are having with individuals each month, by goal (i.e., support need).

Total Interactions – 736, City Funded Interactions – 436



Number of Unique Individuals Served

This table shows the number of unique individuals served by outreach workers in the above interactions. **Total Individuals served – 124 City Funded - 82**



St. Catharines Outreach Pilot Project Data

up to Oct 31, 2020

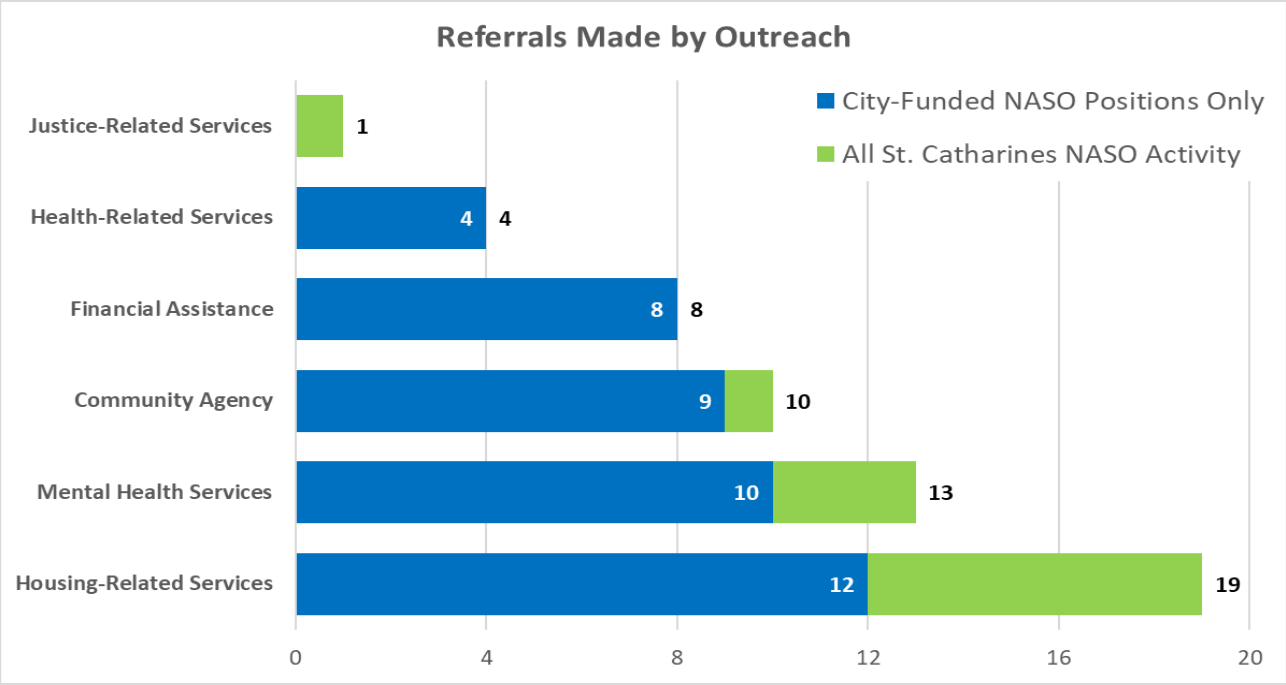
Success of Outreach Support

These tables show what goals (support needs) individuals have and how often the support need/goal is resolved successfully (closed – success).

Goal	All St. Catharines Number of Goals Closed Successfully (Month Closed) Rate	City-Funded Number of Goals Closed Successfully (Month Closed) Rate
Shelter Placement	50%	76%
Housing Placement	86%	91%
Outreach Engagement	100%	100%
Conflict/Crisis Resolution	100%	100%
Financial Stability	100%	100%
Food Security	100%	100%
Obtain I.D.	100%	100%
Housing Retention	100%	100%
Mental Health	75%	75%
Social and Community Connections	100%	N/A
Family/Relationship Maintenance	100%	100%
Substance Use	50%	100%
Total	**73%**	**90%**

Referrals Made by Outreach

These tables show the connections and recommendations to other services that outreach workers made on behalf of individuals. **Total Referrals– 55, City Funded - 43**



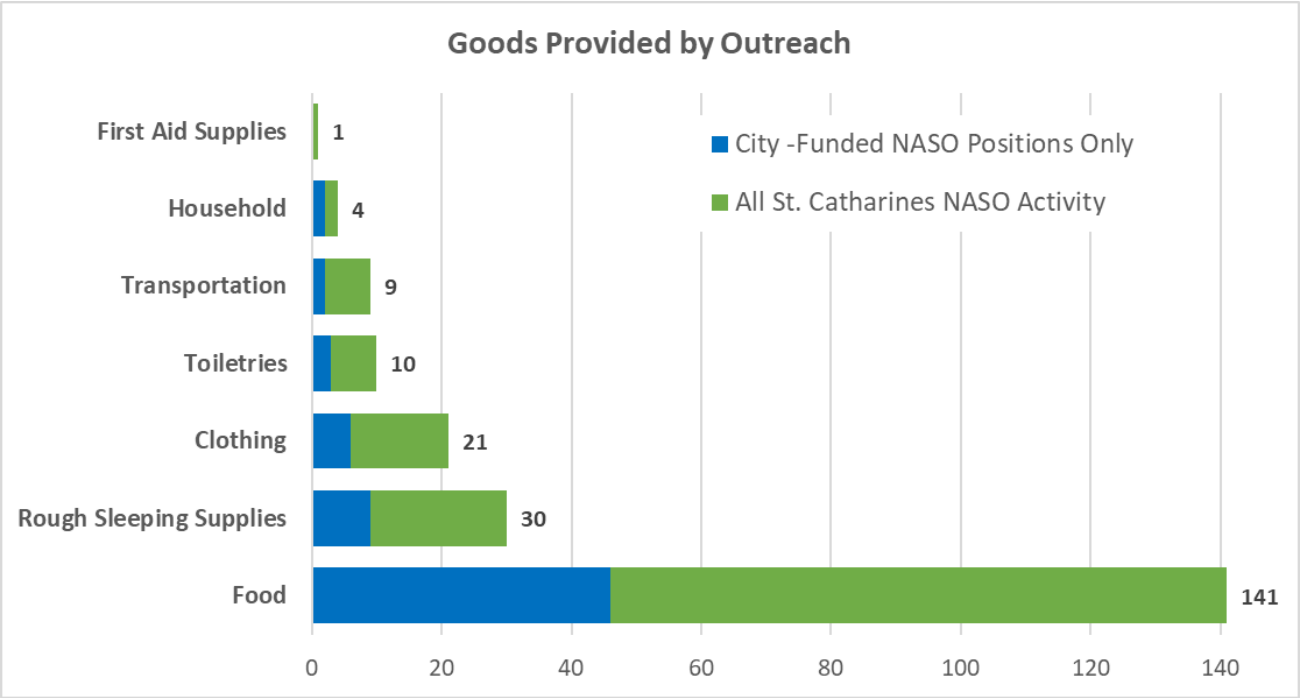
St. Catharines Outreach Pilot Project Data

up to Oct 31, 2020

Goods Provided by Outreach

These tables show the goods provided by outreach workers that support engagement with individuals experiencing homelessness.

Total Goods Provided– 216, City Funded - 68



Glossary of Terms Used in Outreach Data

Goal Category	Description
Housing Placement	Client is working toward getting permanent housing: talking about choice of housing, budget for housing, looking for listings, unit viewings, applications, interviews, coaching for presenting well to a landlord, etc.;
Outreach Engagement	Selected when the worker first starts interacting with a new individual found to be experiencing homelessness, while they work on developing trust, before the client is willing to actively work on getting housed; goal may be open for quite a while
Shelter Placement	Selected when the worker tries to get a shelter bed for an individual experiencing homelessness; goal will usually be closed the same day it is opened either as successful – client accessed a shelter bed, or not met – client did not access a shelter bed (because they declined or there were none available)
Housing Retention	Selected when someone who was recently housed through outreach is supported to keep that housing; also when someone who has housing presents as homeless and the outreach worker supports them in sorting out their housing challenge; goal may be open for a bit
Obtain I.D.	Supporting client to obtain new ID because theirs has been lost, e.g., they exit corrections without ID, it has been stolen, etc.; goal may be open for a bit
Conflict / Crisis Resolution	Selected in situations where there is a conflict or crisis, e.g., outreach worker supports a situation where police are called to an encampment, outreach worker tries to resolve a shelter restriction, etc.; goal is usually open pretty briefly because the situation is acute
General Health	Supporting client with their health issue(s), e.g., connecting the client with healthcare, including REACH Niagara, for wound care, diabetes management, etc., helping them attend appointments, access prescriptions
Mental Health	Supporting the client with their mental health issue(s), e.g., connecting the client with mental health support, including CMHA, Niagara Region Mental Health, groups, counselling, etc., helping them to get a proper diagnosis
Financial Stability	Supporting client to ameliorate their financial situation, e.g., connecting with OW, supporting an application, appeal, etc. with ODSP, helping them get their taxes done, get on senior's or other benefits; goal may be open for a bit
Food Security	Helping client to access food resources or brings the client food
Substance Use	Supporting the client with their substance use, or with harm reduction e.g., connecting the client with CASON, providing harm reduction supplies, etc.; goal may be open for a bit
Family / Relationship Maintenance	Supporting the client with family relationships, e.g., reconnecting with family members who can support the client, supporting a family with children
Social and Community Connections	Supporting the client to connect with resources in their community, especially related to meaningful daily activities

St. Catharines

Corporate Report
City Council

Report from: Financial Management Services, Director

Report Date: November 25, 2020 **Meeting Date:** December 14, 2020

Report Number: FMS-187-2020 **File:** 10.57.99

Subject: Hospice Niagara Funding Request for Hospice Expansion Project

Strategic Pillar:

Recommendation

That Council support the one-time funding request of $646,351 from Hospice Niagara toward the capital build of 20 new beds in Niagara; and further

That the City of St. Catharines support for the Hospice Niagara capital build be contingent on the municipalities of Fort Erie and Welland contributing their per capita amounts;

That Council approve the inclusion of the annual and equal amount of $129,270 in the City's annual Operating Budget from 2022 to 2026; and

That Council authorize a long-term funding agreement to be established and signed between Hospice Niagara and the City of St. Catharines. FORTHWITH

Summary

This report provides a proposed plan to Council on how to accommodate the funding request received from Hospice Niagara regarding the hospice expansion project. It also summarizes the funding requests that the City received and fulfilled in the past for the healthcare sectors in the community.

Relationship to Strategic Plan

- Economic Prosperity would be enhanced through developing a long-term funding plan and supporting the City's commitment to building and growing a diverse and resilient economy through fiscal responsibility, urban regeneration and collaborative partnerships.

- Social Well-Being would be enhanced through investing in healthcare sectors and supporting the strategic goal of building strong, inclusive neighbourhoods that provide high quality of life for residents of all ages.

Background

At its meeting on November 18, 2020, General Committee received correspondence from Hospice Niagara and referred the capital contribution request back to staff for a report to come back on budget night identifying the options for funding this request, information on the hospital levy, and how the City funded the hospital funding request.

Report

Hospice Niagara is currently in the planning phase with the Ministry of Health for expansion of 20 new hospice beds within Centres of Excellence in Hospice Palliative Care. These Centres will be located in municipalities of Fort Erie and Welland. This expansion is expected to provide the residents of St. Catharines increased care within their home, and increased accessibility to two hospices located in St. Catharines and North Welland.

Hospice Niagara is asking all municipalities in Niagara, including the Niagara Region, to support this capital project as a unified and strong voice of support to the Ministry of Health for a provincial grant of $4 million for this expansion.

From the City of St. Catharines, Hospice Niagara is asking for one-time funding of $4.83 per capita based on the city's population (2016 Census), totaling $646,351 over a designated period (up to 5 years). Options include delayed first payment to 2022 budget year.

Based on the 2021 estimated City tax rates and the five equal funding payments of $129,270 in five consecutive years, the annual tax impact of the median household would be an increase of $1.85 per year.

Hospice St. Catharines

In 2006, the City refunded building permit fee for Hospice Niagara (the Stabler Centre located at 403 Ontario Street, St. Catharines) in the amount of $16,150.

In addition, the property mentioned above is exempt from property taxes based on the classification provided by the Municipal Property Assessment Corporation (MPAC).

Niagara Health System (NHS Funding)

The St. Catharines General Hospital project was supported by municipalities with the local share being allocated with 35% from the upper-tier, supported by Niagara Region; and 65% supported by the lower-tier municipalities with 52% of support from the City of St. Catharines, 7% of support from the City of Thorold and 6% from the Town of Niagara-On-The-Lake.

City Council, at its meeting of May 26, 2008, approved a separate tax rate to be levied for hospital purposes beginning in 2008 in the amount of $2,029,605. This amount is levied annually to meet the City's commitment with regard to the new hospital. The City's current commitment to the hospital levy ends in 2026 with a total contribution over the 19 years of $41,406,146. The approved payment schedule indicates the amount of $2,208,959 be levied in 2021.

City's Funding to Other Healthcare Sectors

The City has no legislative requirement to fund hospitals. The City has the legislative authority under Section 107 of the Municipal Act to give grants on such terms as Council considers appropriate to any person, group or body that Council considers to be in the interest of the municipality. The City has in the past provided support to the local hospitals in the following years:

- Hotel Dieu Hospital from 1954 to 1968 in the amount of $425,000;
- Joint Hospital Campaign for the General and Shaver Hospitals from 1989 to 1991 in the amount of $2,550,000;
- Breakthrough Health Care Campaign for the General Hospital from 2000 to 2002 in the amount of $292,000;
- Because We Care Campaign for the Hotel Dieu Hospital from 2003 to 2004 in the amount of $200,000;
- Refunded Building Permit Fees for St. John Ambulance Centre in 2012 in the amount of $4,200.
- Refunded Building Permit Fees in the amount of $98,236.60 and Site Plan Agreement in the amount of $3,105 for Pathstone Mental Health's New Facility in 2014;

Financial Implications

The one-time funding request of $646,351 from Hospice Niagara towards the capital build of 20 new beds in Niagara, if approved to be included in equal amounts of $129,270 in the City's annual Operating Budget from 2022 to 2026, would impact median household in the amount of $1.85 based on 2021 estimated City tax rates.

Environmental Sustainability Implications

There are no environmental sustainability implications associated with this report.

Conclusion

The City's funding commitment should strengthen Niagara's unified voice as part of Hospice Niagara's request for a provincial grant of $4 million to support this expansion and to provide compassionate care for everyone in the community.

Notifications

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