

ELGIN COUNTY COUNCIL

MINUTES

January 28, 2020

Council Present: Warden Dave Mennill
Deputy Warden Duncan McPhail
Councillor Bob Purcell
Councillor Grant Jones
Councillor Sally Martyn
Councillor Tom Marks
Councillor Mary French
Councillor Dominique Giguère
Councillor Ed Ketchabaw

Staff Present: Julie Gonyou, Chief Administrative Officer
Brian Lima, Director of Engineering Services
Jim Bundschuh, Director of Financial Services
Amy Thomson, Director of Human Resources
Brian Masschaele, Director of Community & Cultural Services
Michele Harris, Director of Homes and Seniors Services
Alan Smith, General Manager of Economic Development
Stephen Gibson, County Solicitor
Steve Evans, Manager of Planning
Megan Shannon, Legislative Services Coordinator
Leesa Shanley, Provincial Offences Administration Supervisor (report only)
Jessica Silcox, Economic Development Coordinator (report only)

1. **CALL TO ORDER**

Elgin County Council met this 28th day of January, 2020 in the Council Chambers, at the County Administration Building, St. Thomas at 9:00 a.m. with Warden Mennill in the chair.

2. **ADOPTION OF MINUTES**

Moved by: Councillor French
Seconded by: Councillor Martyn

Resolved that the minutes of the meeting held on January 14, 2020 be adopted.

- Motion Carried.

3. **DISCLOSURE OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF**

None.

4. PRESENTING PETITIONS, PRESENTATIONS AND DELEGATIONS

4.1 STEGH Foundation Update – Paul Jenkins, Executive Director

The Executive Director of St. Thomas Elgin General Hospital Foundation presented the St. Thomas Elgin General Hospital Foundation annual update.

Moved by: Councillor Jones
Seconded by: Councillor Purcell

Resolved that the presentation from Paul Jenkins, Executive Director, St. Thomas Elgin General Hospital Foundation be received and filed.

- Motion Carried.

4.2 St. Thomas-Elgin Public Art Centre – STEPAC 2019 Annual Report – Laura Woermke, Executive Director

The Executive Director, St. Thomas-Elgin Public Art Centre (STEPAC) presented the annual report highlighting the 2019 St. Thomas-Elgin Public Art Centre's activities.

Moved by: Councillor Martyn
Seconded by: Councillor Giguère

Resolved that the report from Laura Woermke, Executive Director, St. Thomas-Elgin Public Art Centre be received and filed.

- Motion Carried.

5. COMMITTEE OF THE WHOLE

Moved by: Councillor Jones
Seconded by: Councillor Marks

Resolved that we do now move into Committee of the Whole Council.

- Motion Carried.

6. REPORTS OF COUNCIL, OUTSIDE BOARDS AND STAFF

6.1 Elgin-St. Thomas Ambulance Service Review – Chief Administrative Officer

The Chief Administrative Officer presented the report regarding Elgin-St. Thomas Ambulance Service Review. The report includes an analysis of Elgin-St. Thomas Emergency Medical Service (EMS) undertaken by County staff using data

provided by Medavie Emergency Medical Services Elgin Ontario (MEMSEO) and Performance Concepts Consulting Inc (presentation attached).

Moved by: Councillor Purcell
Seconded by: Councillor McPhail

Resolved that the CAO and Warden to present the Elgin-St. Thomas EMS Service Review to the City of St. Thomas Council on February 10, 2020 and consult with the City of St. Thomas to evaluate the feasibility of adding an initial, additional 8,760 annual hours (12 hours/week) of transport capable ambulance paramedic staff hours, directed to the highest call concentration in the City of St. Thomas during the high-system peak demand time mid-day period to address increases in Code Zero challenges and to address anticipated population growth in Elgin, utilizing the existing fleet of ambulances, commencing in July 2020; and that the CAO be directed to request that Medavie Health Services provide a formal cost estimate of the full costs associated with an additional 8,760 paramedic staff hours (12 hours of transport capable ambulance service x 365 days), to be provided prior to any provincial subsidy, commencing in July 2020; that the CAO be directed to request that Medavie Health Services provide strategies that will reduce Code Zero occurrences and reduce demand for emergency calls for Paramedic Services in Elgin-St. Thomas and recommend that Medavie Health Services consider moving the existing 0900 – 2100 (9 am – 9 pm) shift at Edward Street to 0800-2000 (8 am – 8 pm), a change which is expected to eliminate 375 minutes of Code Zero risk at no cost; and that information respective of deployment, location and scheduling of additional paramedic staff hours to be provided by Medavie Health Services for City/County review and County Council approval; and that the CAO be directed to request that Medavie Health Services, in an effort to prepare for future demands on the service, add capacity for sophistication in statistical analysis which would assist with analytics-driven ambulance planning; and that the CAO be directed to work with the General Manager of Elgin St. Thomas EMS to review optimal deployment of frontline resources, monitor year-over-year call volume changes and advise Council of any areas of concern; and that, subject to the Government of Ontario's plans for the modernization of EMS, the CAO be directed to prepare and present a report to Council which explores options for long-range planning associated with Land Ambulance Services; and that the CAO be directed to report back to County Council as new information is available.

- Motion Carried.

Council recessed at 10:10 a.m. and reconvened at 10:23 a.m.

6.2 **Homes Recruitment and Retention – Director of Homes and Seniors Services**

The Director of Homes and Seniors Services presented the current state of Homes Recruitment and Retention.

Moved by: Councillor Jones

Seconded by: Councillor Giguère

Resolved that the presentation titled “Homes Recruitment and Retention” from the Director of Homes and Senior Services be received and filed.

- Motion Carried.

6.3 **Provincial Offences Federal Funding Agreement – Provincial Offences Administration Supervisor**

The Provincial Offences Administration Supervisor presented the report detailing funding received from the Federal Government for French Language Services.

Moved by: Councillor Marks
Seconded by: Councillor Ketchabaw

Resolved that the Warden and CAO be directed to sign the funding agreement.

- Motion Carried.

6.4 **2020 Long-Term Plan and Corporate Asset Management Plan – Director of Financial Services**

The Director of Financial Services presented the 2020 Long-Term Plan and Corporate Asset Management Plan. The presentation also included the capital budget, and closed/carry forward reports.

Moved by: Councillor Jones
Seconded by: Councillor Purcell

Resolved that Council approve, in principle, the 2020 Capital Budget and Closed/Carry Forward budgets; and that the Capital Budget and Closed/Carry Forward reports in conjunction with the 2020 Operational Budget be considered by Elgin County Council on February 11, 2020.

- Motion Carried.

6.5 **Warden Activity Report – January 2020 – Warden**

The Warden presented the report to County Council with a list of official functions attended in January 2020.

Moved by: Councillor Purcell
Seconded by: Councillor McPhail

Resolved that the report titled “Warden’s Activity Report – January 2020” from Warden Dave Mennill dated January 20, 2020 be received and filed.

- Motion Carried.

6.6 **Terrace Lodge Steering Committee – Councillor Purcell, Chair – Terrace Lodge Steering Committee**

The Chair of the Terrace Lodge Redevelopment Steering Committee presented a report highlighting composition of the Terrace Lodge Project Team and Steering Committee.

Moved by: Councillor Marks
Seconded by: Councillor Purcell

Resolved that the report titled “Terrace Lodge Steering Committee Update” from Councillor Bob Purcell, Chair – Terrace Lodge Steering Committee dated January 16, 2020 be received and filed.

- Motion Carried.

6.7 **Heart & Stroke Foundation of Canada – Big Bike Event – Economic Development Coordinator**

The Economic Development Coordinator presented the report regarding the Heart & Stroke Foundation of Canada Big Bike Event.

Moved by: Councillor Marks
Seconded by: Councillor Jones

Resolved that the report titled “Heart & Stroke Foundation of Canada - Big Bike Event” from the Economic Development Coordinator dated January 15, 2020, be received and filed; and that Council support staff and Council involvement in the Heart & Stroke Foundation of Canada’s Big Bike Event.

- Motion Carried.

6.8 **Job Site Challenge – General Manager of Economic Development**

The General Manager of Economic Development provided a report regarding the Province of Ontario’s provincewide “Job Site Challenge”.

Moved by: Councillor Martyn
Seconded by: Councillor French

Resolved that the report titled “Job Site Challenge” from the General Manager of Economic Development dated January 21, 2020 be received and filed; and that the appropriate letters of support be provided by County Council for those landowners submitting proposals to the Province of Ontario Job Site Challenge.

- Motion Carried.

6.9 **Out-of-Province Travel – Director of Community and Cultural Services**

The Director of Community and Cultural Services presented the report regarding out-of-province meetings and conventions that were attended by the Warden, Members of County Council and staff in 2019.

Moved by: Councillor Jones
Seconded by: Councillor Marks

Resolved that the report titled “2019 Out-of-Province Travel” from the Director of Community and Cultural Services dated January 15, 2020 be received and filed.

- Motion Carried.

6.10 **King George VI Lift Bridge Rehabilitation Project – Construction Detour Improvements – Director of Engineering Services**

The Director of Engineering Services presented the report regarding the King George VI Lift Bridge Rehabilitation Project – Construction Detour Improvements. The report details the proposed improvements along the construction detour route for the duration of the project rehabilitation works.

Moved by: Councillor Marks
Seconded by: Councillor Martyn

Resolved that the report titled “King George VI Lift Bridge Rehabilitation Project - Construction Detour Improvements” from the Director of Engineering Services dated January 20, 2020, be received and filed; and, that GM BluePlan’s submitted engineering fees for the King George Lift Bridge Rehabilitation Project be revised to include an additional \$69,700 plus H.S.T. for the design, inspection and administration of the detour route improvements as detailed in this report.

- Motion Carried.

6.11 **Village of Rodney Reconstruction Engineering Services Award – Director of Engineering Services**

The Director of Engineering Services presented the report providing details on the Request for Proposal (RFP) 2019-41 for Engineering Services to reconstruct sections of Furnival Road (CR103) and Queens Line (CR104) in the Village of Rodney, within the Municipality of West Elgin and seeks Council’s approval to award the contract.

Moved by: Councillor Purcell
Seconded by: Councillor Jones

Resolved that the provision of engineering services associated with the Village of Rodney Reconstruction, Request for Proposal 2019-41 submission received from GM BluePlan Engineering Limited in the amount of \$305,747.00 (excluding HST) be awarded; and, the Warden and Chief Administrative Officer be authorized to sign the supporting engineering service agreement.

- Motion Carried.

6.12 **Elgin Natural Heritage Systems Study Update – Chief Administrative Officer**

The Chief Administrative Officer presented the report regarding the draft Elgin Natural Heritage Systems Study.

Moved by: Councillor French
Seconded by: Councillor Ketchabaw

Resolved that the report titled “Elgin Natural Heritage Systems Study Update” from the Chief Administrative Officer dated January 22, 2020 be received and filed.

- Motion Carried.

6.13 **Funding Gaps and Pressures in Provincial Funding for Health Services – Chief Administrative Officer**

The Chief Administrative Officer presented the report regarding Elgin County’s current health services funding obligations and broader municipal role in funding provincial health care programs. Council discussed the request received from the Elgin Hospice Group for a financial commitment of \$1.6M and Council discussed the activities of the Elgin-St. Thomas Health Recruitment Committee.

Moved by: Councillor Purcell
Seconded by: Councillor Jones

Resolved that the report titled “Funding Gaps and Pressures in Provincial Funding for Health Services” from the Chief Administrative Officer dated January 16, 2020 be received and filed; and that Council respond to the Elgin Ontario Health Team’s request for 0.1% of Elgin’s Health Services budget with a one-time commitment of \$5,000 for resources required to apply to establish an Elgin Ontario Health Team.

- Motion Carried.

Moved by: Councillor McPhail
Seconded by: Councillor Purcell

Whereas the provincial government has mandated our municipal role in provincial health activities including investment in such legislated services as public health, long-term care and emergency medical services; and

Whereas Elgin County is deeply invested in public health and health care systems including direct, legislated funding and service delivery, as well as indirect efforts to address local gaps in health services; and

Whereas the cost of core municipal services continue to experience significant increases and Elgin County is challenged to meet ongoing commitments in the health care environment, including the recent \$30M investment in the

rehabilitation of Terrace Lodge Long Term Care Home, mandated increases in public health investment and an anticipated increase in funding to support emergency medical services;

Whereas Elgin County Council supports and appreciates the incredible work of the Elgin Hospice Group and recognizes the extremely important role hospice plays in end of life care, offering an interdisciplinary team approach to treatment including expert medical care, pain management, and emotional and spiritual care; and

Whereas in the broader context of Elgin County's fiscal responsibilities in mandated programs and services it is difficult to rely on the tax base to support a non-mandatory health care service;

Therefore, be it resolved that Elgin County Council continue to support the Elgin Hospice Group through non-financial measures and decline to offer financial support for the Elgin Hospice program; and that the Warden be directed to send a letter to the Elgin Hospice Group indicating Council's support for the development of an Elgin Hospice through ongoing advocacy efforts and cross-promotion of materials that enhance awareness of what services are offered at a Hospice.

Moved by: Councillor Giguère
Seconded by: Councillor Marks

Resolved that Councillor Jones, Committee Member of the Elgin-St. Thomas Health Recruitment Partnership Committee be directed to provide a report detailing Council's financial commitment to physician recruitment in Elgin County.

- Motion Carried.

Council recessed at 12:17 p.m. and reconvened at 1:21 p.m.

6.14 **Strategic Plan – Draft Operational Plan – Chief Administrative Officer**

The Chief Administrative Officer presented the report regarding completing an operational plan to align with Council's Strategic Plan and present a draft version for Council's review.

Moved by: Councillor Giguère
Seconded by: Councillor Marks

Resolved that the report titled "Strategic Plan – Draft Operational Plan" from the Chief Administrative Officer dated January 22, 2020 be received and filed.

- Motion Carried.

7. COUNCIL CORRESPONDENCE

7.1 **Items for Consideration (Consent Agenda)**

1. Hospice of Elgin Group with a business and fundraising plan overview seeking support for its Capital Campaign.
2. Anita Provoost, Vice President, Elgin Federation of Agriculture with a letter requesting Elgin County Council maintains the farm tax ratio at 0.23 for 2020.

Moved by: Councillor Ketchabaw
Seconded by: Councillor French

Resolved that Correspondence Items #1-2 be received and filed; and that Item #2 be deferred to the Budget Committee for consideration.

- Motion Carried.

7.2 **Items for Information (Consent Agenda)**

1. The Honourable Steve Clark, Minister Affairs and Housing with a letter regarding funding received for the Municipal Modernization Program.
2. Connecting the Southwest: A Draft Transportation Plan for Southwestern Ontario
 - a) Letter from The Honourable Caroline Mulroney, Minister of Transportation
 - b) Ministry of Transportation News Release dated January 17, 2020
 - c) Draft Transportation Plan for Southwestern Ontario 2020
3. 2020 Ontario Community Infrastructure Fund (OCIF) Revised Allocation Notice.
4. Association of Municipalities Ontario News Bulletin: Infrastructure and Court Security Funding News
5. Municipal Property Assessment Corporation (MPAC) 2019 Year End Assessment Report for 2020 Taxation Year.
6. The Honourable Ernie Hardeman, Minister of Agriculture, Food and Rural Affairs with a letter announcing the next funding application intake for the Rural Economic Development (RED) program.
7. The Honourable Ernie Hardeman, Minister of Agriculture, Food and Rural Affairs with a letter seeking input on a proposal to streamline Drainage Act approval processes.
8. Southwestern Integrated Fibre Technology (SWIFT) Phase II Announcement
9. The Honourable Sylvia Jones, Solicitor General with an update regarding the *Community Safety and Policing Act, 2019*.

Moved by: Councillor Jones

Seconded by: Councillor Martyn

Resolved that Correspondence Items #1-9 be received and filed.

- Motion Carried.

8. OTHER BUSINESS

8.1 Statements/Inquiries by Members

None.

8.2 Notice of Motion

None.

8.3 Matters of Urgency

None.

9. CLOSED MEETING ITEMS

Moved by: Councillor McPhail
Seconded by: Councillor Giguère

Resolved that we do now proceed into closed meeting session in accordance with the Municipal Act to discuss matters under Municipal Act Section 239 (2):

In-Camera Item #1

(b) personal matters about an identifiable individual, including municipal or local board employees – GIS/Asset Management engineering Coordinator (WALK-ON)

In-Camera Item #2

(b) personal matters about an identifiable individual, including municipal or local board employees; (d) labour relations or employee negotiations – SEIU Bargaining

In-Camera Item #3

(k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board – Investing in Canada Infrastructure Program Transfer Payment Agreement

In-Camera Item #4

(c) a proposed or pending acquisition of land by the municipality or local board; (k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board – County Property Disposition – Dutton Dunwich (WALK-ON)

- Motion Carried.

10. RECESS

None.

11. MOTION TO RISE AND REPORT

Moved by: Councillor Marks
Seconded by: Councillor Jones

Resolved that we do now rise and report.

- Motion Carried.

In-Camera Item #1 – GIS/Asset Management Engineering Coordinator (WALK-ON)

Moved by: Councillor Martyn
Seconded by: Councillor French

Resolved that staff proceed as directed.

- Motion Carried.

In-Camera Item #2 – SEIU Bargaining

Moved by: Councillor Marks
Seconded by: Councillor Jones

Resolved that the Director of Human Resources proceed as directed.

- Motion Carried.

In-Camera Item #3 – Investing in Canada Infrastructure Program Transfer Payment Agreement

Moved by: Councillor Giguère
Seconded by: Councillor Purcell

Resolved that the Warden and Chief Administrative Officer be directed to execute the Investing in Canada Infrastructure Program Transfer Payment Agreement and that the necessary by-law to approve the transfer payment agreement be enacted.

- Motion Carried.

In-Camera Item #4 – County Property Disposition – Dutton Dunwich (WALK-ON)

Moved by: Councillor Ketchabaw
Seconded by: Councillor McPhail

Resolved that staff proceed as directed.

- Motion Carried.

12. MOTION TO ADOPT RECOMMENDATIONS FROM THE COMMITTEE OF THE WHOLE

Moved by: Councillor Jones
Seconded by: Councillor French

Resolved that we do now adopt recommendations of the Committee Of The Whole.

- Motion Carried.

13. CONSIDERATION OF BY-LAWS

13.1 By-law 20-03 – Investing in Canada Infrastructure Program (ICIP) Transfer Payment Agreement

BEING a By-law to Approve a Transfer Payment Agreement for the Investing in Canada Infrastructure Program (ICIP) with her Majesty the Queen in Right of the Province of Ontario as Represented by the Minister of Agriculture, Food, and Rural Affairs for Funding of the Port Bruce Bridge Replacement Project and, further thereto, to Authorize the Warden and Chief Administrative Officer to Execute the Said Transfer Payment Agreement on Behalf of Elgin County.

Moved by: Councillor Giguère
Seconded by: Councillor Jones

Resolved that By-Law No. 20-03 be now read a first, second and third time and finally passed.

- Motion Carried.

13.2 By-law 20-04 – Confirming all Actions and Proceedings

BEING a By-law to Confirm Proceedings of the Municipal Council of the Corporation of the County of Elgin at the January 28, 2020 Meeting.

Moved by: Councillor Jones
Seconded by: Councillor French

Resolved that By-Law No. 20-04 be now read a first, second and third time and finally passed.

- Motion Carried.

14. ADJOURNMENT

Moved by: Councillor Marks
Seconded by: Councillor Purcell

Resolved that we do now adjourn at 2:48 p.m. to meet again on February 11, 2020 at the County Administration Building Council Chambers at 9:00 a.m.

- Motion Carried.

Julie Gonyou,
Chief Administrative Officer.

Dave Mennill,
Warden.



Elgin-St. Thomas Ambulance Review

Julie Gonyou, Chief Administrative Officer
Presentation to Elgin County Council

January 28, 2020



ElginCounty
Progressive by Nature

Agenda

- **Service Overview**
 - Key Messages
 - Designated Delivery Agent
 - Medavie Health Services and Medavie Staff
- **Provincial Role**
- **Unifor Local 302 – Delegation**
- **Council's Actions**
- **Council's Critical Analysis**
- **Service Study**
 - Metrics, Dispatch Priorities, Response Rate, Statutory and Contract Compliance, Demographics
 - Call Volume, Call Severity, Peer Comparisons, Code Zero and Rural/Urban Challenges
- **Service Study - Recap**
- **Recommendations/Financial Considerations/Next Steps**

Service Overview - Key Messages

- It is important that our community is aware of the excellent EMS service delivered by Medavie Health Services to our community.
- EMS staff are passionate and provide exceptional service.
- Elgin-St. Thomas EMS meets, and in several areas, exceeds our statutory responsibilities for the provision of EMS.
- Avoid the circulation of misinformation that might cause residents to think twice about calling 911 for medical help.

Service Overview - Designated Delivery Agent

- County of Elgin is the provincially “designated delivery agent” for the delivery of paramedic services for the County of Elgin, its seven (7) constituent municipalities and for the separated City of St. Thomas.
- Since 2013, Medavie Health Services has been contracted by Elgin County to provide land ambulance services.
- Medavie has demonstrated commitment to the delivery of quality, timely and safe patient care.
 - Every Ambulance System in Ontario is unique.
 - Serves a population base of just over 90,000 residents
 - Covers a service area of over 1800 km² of response/service area which includes long, thin geography running along and south of Highway 401, bordered on the south by Lake Erie.

Service Overview – Medavie Health Services

- Primary Care Paramedic service and Medavie staff are well-trained and committed to service quality.
- Operates 24/7 ambulance bases staffed with two (2) Primary Care Paramedics in stations located in St. Thomas (2), as well as stations in Aylmer, Rodney, Dutton and Port Burwell (1 Primary Care Paramedic & Emergency Response Unit). EMS Headquarters is located on Edward Street in St. Thomas.
- Responds to over 9,500 calls for assistance each year.
- External relations with local health care, Fire Departments, base hospital and dispatch are good.

Service Overview - Medavie Staff

- Medavie has complete responsibility for labour and employee relations as they relate to staff employed by Medavie.
 - This includes, but is not limited to, control of and responsibility for negotiation of Collective Agreements as well as establishing and enforcing policies, practices and procedures governing the conduct of employees.
 - For some time, Medavie staff have reached out to the Chief Administrative Officer (CAO), either directly or through the Unifor Union, to relay their concerns with respect to resource levels in Elgin-St. Thomas.
 - This unique relationship has contributed to what some Medavie staff perceive to be a lack of action on behalf of the CAO and Council.

Provincial Role

- The Province's Central Ambulance Communications Centre (CACC) located in London dispatches Elgin-St. Thomas Ambulances.
- The Ministry of Health, along with municipal partners, provides funding for land ambulance services through a 50/50 cost sharing agreement.
- Provincial funding formula is based on the prior year actual approved costs.
- Ministry funds 100% of ambulance communications centres (dispatch), certified First Nations paramedic services and air ambulance services.

Unifor Local 302 - Delegation

- It was clear from the Unifor Local 302 presentation that Medavie staff are passionate about the service they are delivering in Elgin-St. Thomas.
- Unifor Local 302 presented to Elgin County Council on January 14, 2020 and requested that Council consider an ongoing investment in an enhancement of EMS service of a minimum of 36-hours/week of transport capable ambulance service hours.
- ▶ Council's job is to determine an appropriate service level required to meet our residents' needs.

Unifor Local 302 - Delegation

- Following the delegation, over 400 templated “spam-like” emails have been sent to several members of County and City Council and social media posts have circulated.
- Medavie has received *Notice to Commence Bargaining* for a renewed contract with their staff.
- It is not uncommon to see media campaigns similar to the recent campaign in Elgin-St. Thomas initiated by unions as parties prepare for negotiations.
- It is an unfortunate outcome of the recent media campaign and the paramedic’s desire to draw attention to their concerns that community members are receiving incorrect, alarming and biased information from select paramedic staff and Unifor Local 302.
- An example includes perpetuating fear through alarmist statements such as “**fatal outcomes have occurred**” when there is no data collected on patient outcomes.

Unifor Local 302 – Vested Interest

- Unifor and their Local 302 members have a vested interest in service enhancements.
- Council has undertaken a rigorous review process, ensuring upfront accountability through their critical analysis of data regarding the Elgin-St. Thomas EMS Service.
- Council's practice of ensuring unbiased and accurate information to inform decisions related to this service will undoubtedly help dispel rumours and correct any misinformation that has been relayed to date.

Council's Actions

- Report - directed by Elgin County Council on January 14, 2020
 - Analysis of the Elgin-St. Thomas Emergency Medical Service (EMS) undertaken by County staff using data provided by Medavie Emergency Medical Services Elgin Ontario (MEMSEO) and Performance Concepts Consulting Inc.
- Preliminary Data collected from Medavie was presented to Council in **October 2019**
 - Data was presented as part of an overall review of Medavie Health Services' contract compliance.
 - In response to concerns from Medavie General Manager with respect to service levels and Medavie's ability to provide efficient and effective response to emergency calls for service now and into the future.

Council's Critical Analysis

- Council's due diligence & review – **November 2019:**
 - In an effort to validate information provided by provider and ensure information used by Council to inform any changes to Elgin-St. Thomas EMS was correct and unbiased, Council engaged the services of **Performance Concepts Consulting Inc.**
 - Notice of independent third party evaluation sent to Medavie (and EMS staff) on November 27, 2019.
 - Notice indicated that the anticipated timeline for the review was late **January – early February 2020.**

Service Study

- The review completed by Performance Concepts was guided by the following objectives, as directed by County Council:
 - Review and assess Elgin-St. Thomas land ambulance service and information provided by Medavie, drawing on evidentiary information and provincial legislation and standards;
 - Provide recommendations for the provision of optimal and efficient land ambulance service using evidentiary information;
 - Recommendations including both near-term recommendations and high-level projections for future service staffing and resourcing needs; and
 - Recommendations for slowing down future cost escalations while maintaining service excellence.

Service Study - Metrics

- Performance Concepts' review included quantitative modeling of Elgin-St. Thomas EMS' performance trends, benchmarking comparisons with relevant peer Ontario Ambulance services and included several recommended changes to the service.
 - The evaluation used information provided by Elgin-St. Thomas EMS, as well as information that is publicly available through the Ministry of Health and Long-Term Care.
 - Where there was a need to further clarify issues with the data, *Interdev Technologies* was contracted by Performance Concepts to run specialized reports from Ambulance Dispatch Reporting System and the Elgin-St. Thomas EMS Patient Care Report database.
 - The evaluation concentrated on 2018 data and utilized prior years when appropriate.

Service Study - Response Rate

- Response Time Performance Plan details ambulance response time targets by Canadian Triage Acuity Scale Classification levels. The regulation requires that municipalities report service performance by CTAS classification, based on percentile achievement, annually.

Patient Type	Plan in Minutes (mm:ss)	Plan Percentage (%)	2019 Average
SCA	06:00	45.00%	65.4%
CTAS 1	08:00	60.00%	68.85%
CTAS 2	10:00	75.00%	80.40%
CTAS 3	14:00	95.00%	90.39%
CTAS 4	20:00	90.00%	96.88%

Study Results - Statutory & Contract Compliance

- The Elgin-St. Thomas EMS service is well-managed by Medavie Health Services and is in full-compliance with provincial regulations and contractual obligations.
- Medavie management makes effective use of available resources to ensure service efficiency.
 - Our system and geography are unique. The 401 high volume traffic requires multiple vehicle response in an otherwise very low call area.
- Logistics support services are well-configured and stations are well-situated for reasonably rapid ambulance response to medical emergencies.

Service Study - Demographics

- Population growth and seniors' population growth (65+) are the primary drivers of land ambulance service demand and account for approximately 50% of all EMS calls in Elgin-St. Thomas.
- The age group of **50+ accounts for over 71% of the annual calls for service.**
- Our community's aging demographic and impact on demand for EMS will require ongoing monitoring of year-over-year call volume changes as well as ongoing monitoring of the increasing number of mental health and addictions EMS calls.

Service Study - Call Volume

Call volume is growing, but response time is essentially stable and system utilization is below average to average (system busyness).

- Call volume has increased at a modest average of 1.86% per year with an expected 4+% increase moving forward, this represents a projected 5.4% increased annual workload (300 hours of new work each year).
- Services across the province are experiencing an increase in calls as there is an increased inclination/tendency on behalf of residents to call 911.

Considering call volume and system utilization alone does not demonstrate the need for a service enhancement.

Service Study - Peer Comparison

- A peer group with similar geography, system pressures and service levels were identified and includes **Oxford County, Norfolk County, Prescott Russell, Perth County and Grey County.**
- Four comparison criteria were used:
 1. Cost per resident
 2. Code 4 response time
 3. Canadian Triage and Acuity Scale (CTAS) 1-8 Min Response Time Performance Plan (RTPP)
 4. Sudden Cardiac Arrest (SCA) – 6 Min Automated External Defibrillator (AED) RTPP.

Service Study - Peer Comparisons

Results include:

- Elgin's population growth is less than all peers.
- Using Ministry Cost-Sharing as proxy for funding comparison, Elgin has the 2nd lowest cost per resident. In 2018, Elgin's spending on land ambulance was \$57.40/resident.
- Elgin has the lowest Code 4 response time despite the 2nd lowest funding.
- Elgin ranked 3rd when comparing compliance with CTAS 1-8 Minute Response Time Performance Plan.
- Elgin ranked second highest among peers when assessing compliance with arrival of AED within 6 minutes for Sudden Cardiac Arrests.

Elgin ranks a favourable 2nd overall across 4 comparison criteria and is the second lowest cost provider and has less population growth than all peers.

Service Study - Call Severity

- 25% of dispatched Code 4 calls responded to the hospital with patient Code 4 – and aren't “over prioritized” by dispatch.
- 53% of dispatched to the hospital with patient Code 3.

Call severity is significantly higher than Code 4 “return” which is standard in other services (25% vs. 10%).

Service Study - Code Zero

- Three (3) or fewer ambulances available to respond to a call in Elgin-St. Thomas
- **While there is no “Elgin-St. Thomas” ambulance immediately available at these times, the next closest ambulance will be dispatched (cross border).**

Example: If an Elgin ambulance is doing a transfer to LHSC, dispatch will frequently assign the Elgin-St. Thomas ambulance to subsequent out-of-County calls before it is permitted to return to base – adhering to the principle of “next closest ambulance”.

Service Study - Code Zero

- **In 2018, Elgin was at Code Zero 277 times for a total of 62.9 hours.**
 - 52 times in 2018, response time was negatively impacted by an average of 54 seconds;
 - 22 times in 2018, response time was negatively impacted by an average of 3.9 minutes;
 - 5 times in 2018, response time was negatively impacted by an average of 8.8 minutes.

Service Study - Code Zero

- A shift in Elgin-St. Thomas' experience with Code Zero occurrences is a serious concern.
- When considered within the context of Code 4 return to hospital statistics, this presents a problem when 25% of calls dispatched Code 4 return the patient to the hospital as Code 4.
- Of the times that Elgin-St. Thomas was Code Zero, the call was ultimately completed by Elgin-St. Thomas 80% of the time.
- Code Zero occurrences are an indicator that workload is excessive and the ability of Elgin-St. Thomas EMS to respond is thereby challenged and negatively impacts Medavie's ability to meet Council's RTPP.

Service Study - Cross Border Coverage

- Elgin provided cross-border coverage in other municipalities 229 times in 2018, while other municipalities responded to Elgin 416 times.
- **Elgin is a net receiver of cross-border service from other providers.**
- Reduction of cross-border call imbalances would be a welcome development from the perspective of our neighbouring ambulance service.

Service Study – Rural/Urban Challenges

- St. Thomas makes up 44% of the Elgin-St. Thomas population.
- The City of St. Thomas generates the highest EMS call volume (**68% calls for service and 42.7% of service hours**) and is served by two (2) EMS stations and three (3) ambulances (2 – Edward St., 1 – Shaw).
- In recent years, in order to meet overall system response times, Medavie has relied extensively on rural ambulances to cover both rural areas and the City of St. Thomas.
- As more calls take place in the City of St. Thomas, rural ambulances are spending more time outside of their coverage zone, performing standby emergency coverage and/or responding to calls for service in the City of St. Thomas.

Service Study - Recap

- Elgin-St. Thomas' stable response times is attributable, in part, to **positive Ambulance Offload times at St. Thomas Elgin General Hospital**. (offload delay is greater than 30 minutes – awaiting transfer of patient to hospital personnel)
- Service-wide Code 4 - 90th Percentile Response Time has increased by 48 seconds since 2015 which represents a 6.2% increase. Code 4-50th Percentile Response Time has increased by 18 seconds in the same period (4.7%).
- Elgin provided cross-border coverage in other municipalities 229 times in 2018, while other municipalities responded to Elgin 416 times. **Elgin is a net receiver of cross-border service from other providers** (64.5% vs 35.5%).
- Of all dispatched calls, **25% of Code 4 (lights and siren) return to hospital Code 4, with 53% returning as Code 3.**
- ▶ **In 2018, Elgin was at Code Zero 277 times for a total of 62.9 hours.**
- ▶ **Rural/Urban system challenges**

Recommendations

- Recommendations are based on information provided by Medavie Health Services and Performance Concepts Consulting Inc., based on evidentiary analyses, peer comparisons, industry leading “best practices” and legislative requirements.
- A number of service changes/ enhancements have been identified and if implemented, should substantially improve system challenges and, most significantly, Code Zeros.

Recommendations

It is recommended that a system enhancement be implemented in July 2020, if financially and operationally feasible for both the County of Elgin and City of St. Thomas.

- Over the past decade, the number of calls requesting an ambulance, the number of ambulances dispatched and the number of patients transported have been gradually increasing.
- Current contract with Medavie Health Services allows Council to require staffing pattern changes (Section 7.05(d)) as well as changes to the Operational Plan as are necessary to meet the County's statutory responsibilities.

Recommendations

THAT Elgin County Council consult with the City of St. Thomas to evaluate the feasibility of adding an initial, additional **8,760 annual hours (12 hours/week) of transport capable ambulance paramedic staff hours**, directed to the highest call concentration in the City of St. Thomas during the high-system peak demand time mid-day period to address increases in Code Zero challenges and to address anticipated population growth in Elgin, utilizing the existing fleet of ambulances, commencing in July 2020; and

Recommendations

THAT information respective of **deployment, location and scheduling** of additional paramedic staff hours to be provided by Medavie Health Services for City/County review and County approval; and

THAT Elgin County Council formally request that Medavie Health Services provide a **cost estimate** of the full costs associated with an additional 8,760 paramedic staff hours (12 hours of transport capable ambulance service x 365 days), to be provided prior to any provincial subsidy, associated with this service enhancement.

Recommendations

- ▶ Working arrangements under the City-County Joint Services Agreement contemplate reasonable adjustments in servicing and servicing costs that are generally affordable to the City/County including **phasing in of reasonable adjustments.**
- ▶ If funding does not allow for a transport capable ambulance, a less expensive **Emergency Response Unit (ERU)** could be used for coverage while either Dutton or Rodney could be relocated to St. Thomas. This is not recommended by staff.
- ▶ It has been confirmed by the provider that the ratio of ambulance vehicles is sufficient to accommodate an enhancement in the service. **No additional ambulances (capital) are required to accommodate this enhancement.**

Recommendations

The initial enhancement of a new 12-hour shift to the high-system busyness mid-day period, in combination with the proposed redeployment, is likely to have a significant reduction in mid-day and early evening peak system busyness and reduce Code Zero risk.

Recommendations

- THAT Elgin County Council request that Medavie Health Services provide strategies that will reduce Code Zero occurrences and recommend that Medavie Health Services consider moving the existing 0900 – 2100 (9 am -9 pm) shift at Edward Street to 0800-2000 (8 am – 8 pm), a change which is expected to eliminate 375 minutes of Code Zero risk at no cost.

Recommendations

- Staff recommend that, in an effort to prepare for future demands on the service, additional or contracted capacity for sophistication in statistical analysis is required by the provider and is needed for analytics-driven ambulance planning.
- Analytics support/reports will provide Elgin County with current information which would allow Council (with Medavie's support) to realign (improve) the front-line operations, supporting services and quality improvement processes (key performance indicators).

Recommendations

- THAT the General Manager of Elgin St. Thomas EMS and County CAO continue to review optimal deployment of frontline resources, monitor year-over-year call volume changes and advise of any areas of concern.
- Additionally, and as part of an ongoing review of Elgin-St. Thomas EMS, staff recommend that a review of strategies for reducing demand for emergency calls for Paramedic Services in Elgin-St. Thomas be undertaken by Medavie Health Services.
 - The feasibility of any options/strategies to curb future cost escalations while sustaining service excellence will be reviewed by the County CAO and brought back to Council for consideration. Community Paramedicine programs in other municipalities have shown some success in mitigating emergency call demand to varying degrees.
- Subject to the Government of Ontario's plans for the modernization of EMS, plan to complete a 10-year Master Plan for Land Ambulance Services to help plan for and manage future demand growth.
- Any additional enhancements to the service be brought forward by staff for Council's consideration (2021 and beyond).

Financial Considerations

- It is important for Council to be aware of the following financial challenges/risk(s) associated with the recommendations included in this report:
 - Provincial funding for service enhancements is subject to Ministry approval. Administration will try to mitigate the impact to the municipal budget(s), however, there is a possibility that the Provincial 50% funding share for successive years may need to be covered by the Municipality.
 - As the provincial funding formula is based on the prior year actual approved costs, provincial funding for service level increases typically lag one (1) year behind the actual implementation. This means that 100% of the recommended service enhancement is a municipal responsibility. To mitigate the 2019 funding shortfall and proposed service enhancements, staff recommend phasing the burden on the levy with a commencement date of July 2020.

Next Steps – Direction Required

THAT the CAO and Warden to present the Elgin-St. Thomas EMS Service Review the City of St. Thomas Council on February 5, 2020 and consult with the City of St. Thomas to evaluate the feasibility of adding an initial, additional 8,760 annual hours (12 hours/week) of transport capable ambulance paramedic staff hours, directed to the highest call concentration in the City of St. Thomas during the high-system peak demand time mid-day period to address increases in Code Zero challenges and to address anticipated population growth in Elgin, utilizing the existing fleet of ambulances, commencing in July 2020; and

THAT the CAO be directed to request that Medavie Health Services provide a formal **cost estimate** of the full costs associated with an additional 8,760 paramedic staff hours (12 hours of transport capable ambulance service x 365 days), to be provided prior to any provincial subsidy, commencing in July 2020;

THAT the CAO be directed to request that Medavie Health Services provide strategies that will reduce Code Zero occurrences and reduce demand for emergency calls for Paramedic Services in Elgin-St. Thomas and recommend that Medavie Health Services consider moving the existing 0900 – 2100 (9 am -9 pm) shift at Edward Street to 0800-2000 (8 am – 8 pm), a change which is expected to eliminate 375 minutes of Code Zero risk at no cost; and

THAT information respective of **deployment, location and scheduling** of additional paramedic staff hours to be provided by Medavie Health Services for City/County review and County Council approval; and

THAT the CAO be directed to request that Medavie Health Services, in an effort to prepare for future demands on the service, add capacity for sophistication in statistical analysis which would assist with analytics-driven ambulance planning; and

THAT the CAO be directed to work with the General Manager of Elgin St. Thomas EMS to review optimal deployment of frontline resources, monitor year-over-year call volume changes and advise Council of any areas of concern; and

THAT, subject to the Government of Ontario's plans for the modernization of EMS, the CAO be directed to prepare and present a report to Council which explores options for long-range planning associated with Land Ambulance Services; and

THAT the CAO be directed to report back to County Council as new information is available.

Questions?

COUNTY OF ELGIN

By-Law No. 20-03

**“BEING A BY-LAW TO APPROVE A TRANSFER PAYMENT AGREEMENT FOR THE
INVESTING IN CANADA INFRASTRUCTURE PROGRAM (ICIP) WITH HER MAJESTY
THE QUEEN IN RIGHT OF THE PROVINCE OF ONTARIO AS REPRESENTED BY THE
MINISTER OF AGRICULTURE, FOOD, AND RURAL AFFAIRS FOR FUNDING OF THE
PORT BRUCE BRIDGE REPLACEMENT PROJECT AND, FURTHER THERETO, TO
AUTHORIZE THE WARDEN AND CHIEF
ADMINISTRATIVE OFFICER TO EXECUTE THE SAID TRANSFER PAYMENT
AGREEMENT ON BEHALF OF ELGIN COUNTY”**

WHEREAS Section 5(3) of the Municipal Act, 2001, S.O. 2001, c. 25, as amended, grants municipal power to exercise its capacities, rights, powers, and privileges by by-law;

AND WHEREAS Section 8(1) of the said Act also confers broad authority to municipalities to govern its affairs as it considers appropriate;

AND WHEREAS Section 9 of the said Act also confers upon a municipality the right, power, and privileges of a natural person for the purpose of exercising its authority under that or any other Act, which right, power, and privileges include the authority to enter into and execute agreements;

AND WHEREAS the Government of Canada (“Canada”) has established and funded the Investing in Canada Infrastructure Program (“ICIP”) as a federal infrastructure program designed, among other purposes, to create long-term economic growth and to build inclusive, sustainable, and resilient communities;

AND WHEREAS the federal Minister of Infrastructure, Communities, and Intergovernmental Affairs and the provincial Minister of Infrastructure entered into the Canada-Ontario Integrated Bilateral Agreement for the Investing in Canada Infrastructure Program for Canada to provide financial support to the Province;

AND WHEREAS under the Bilateral Agreement, Canada agreed, amongst other things, to provide contribution funding to the Province under the Rural and Northern Communities Infrastructure Funding Stream of the Investing in Canada Infrastructure Program, which stream supports projects that improve the quality of life in rural and northern communities by responding to their specific needs;

AND WHEREAS Elgin County has applied for financial support under the Investing in Canada Infrastructure Program for the Port Bruce Bridge Replacement Project and Ontario and Canada have approved the said Project for financial support to a maximum contribution of \$4,166,499.33;

AND WHEREAS a condition for receipt and use of such financial support requires Elgin County, as a recipient of funding, to enter into a written Transfer Payment Agreement with Her Majesty the Queen in Right of the Province of Ontario as represented by the Minister of Agriculture, Food, and Rural Affairs, pursuant to which Agreement Canada will be a Third Party Beneficiary in respect of the rights, covenants, remedies, obligations, indemnities, and benefits contained therein;

AND WHEREAS Elgin County Council is satisfied that it is in the best interests of an advisable to enter into the said Transfer Payment Agreement to secure access to the financial support granted therein.

NOW THEREFORE the Municipal Council of the Corporation of the County of Elgin and enacts as follows:

1. THAT the proposed Transfer Payment Agreement between Her Majesty the Queen in Right of the Province of Ontario as represented by the Minister of Agriculture, Food, and Rural Affairs and the Corporation of the County of Elgin in respect of the financial support for the Port Bruce Bridge Replacement Project through the Investing in Canada Infrastructure Program be and same is hereby approved for execution.
2. THAT on the advice and direction of the County Solicitor, the Warden and Chief Administrative Officer be authorized and directed to enter into and execute the proposed Transfer Payment Agreement between Her Majesty the Queen in Right of the Province of Ontario as represented by the Minister of Agriculture, Food, and Rural Affairs and the Corporation of the County of Elgin in respect of the financial support for the Port Bruce Bridge Replacement Project through the Investing in Canada Infrastructure Program.
3. THAT this By-Law shall become effective once signed by the Warden and Chief Administrative Officer for the County of Elgin and, further thereto, that the Transfer Payment Agreement contemplated herein shall become effective once executed by all Parties thereto.

READ A FIRST, SECOND, AND THIRD TIME AND FINALLY PASSED THIS 28th DAY OF JANUARY 2020.

Julie Gonyou,
Chief Administrative Officer.

Dave Mennill,
Warden.