BRITISH COLUMBIA

August 17, 2017

Ref: 206450 (X-Ref: 206415)

Laurie Hurst
Chief Administrative Officer
Township of Esquimalt
1229 Esquimalt Road
Esquimalt, BC V9A 3P1

Dear Ms. Hurst:

As promised, in Minister Robinson's email of August 17, 2017, addressed to your mayor and council please find enclosed the Capital Integrated Services and Governance Initiative report.

The report is the product of the work completed by consultants from the firms of Circle Square Solutions and Urban Systems. The report reflects what the consultants heard from your council, stakeholders and residents. It focuses on the sixteen service profiles that describe how local government deliver key services throughout the region. The report also contains information on best practises from other jurisdictions and highlights common interests respecting service delivery in the region. The report can be used as a basis to engage residents, stakeholders and neighbouring local governments in a discussion about shared service goals.

Minister Robinson has asked me to work with CAOs from the local governments to discuss any thoughts on next steps that the Ministry can assist with. So I look forward to hearing from you in this regard for your community and region. I can be reached at Tara.Faganello@gov.bc.ca or via telephone (250) 356-6575.

In the meantime, if you have any questions about the report or the process, please contact Marijke Edmondson, Director, or Karen Lynch, Senior Planning Analyst, Governance and Structure Branch. Ms. Edmondson can be reached via email Marijke.Edmondson@gov.bc.ca or via telephone (778) 698-3227. Ms. Lynch can be reached via email Karen.Lynch@gov.bc.ca or via telephone (778) 698-3229.

Sincerely,

Tara Faganello
Assistant Deputy Minister

Ministry of Municipal Affairs and Housing

Assistant Deputy Minister
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CAPITAL INTEGRATED SERVICES & GOVERNANCE INITIATIVE

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ACKNOWLEDGEMENTS

We would like to acknowledge the following individuals and organizations for their contributions to the development of this report:

- To the elected officials of the municipalities in the Capital region and on the Regional Board, for establishing the framework for the study with the Ministry of Community, Sport and Cultural Development ("the Ministry"), and for your contributions throughout the study;
- To the staff of the local governments within the Capital region, who provided background information for the study, review the fact sheets, and provided input and clarification throughout the project;
- To the numerous stakeholders, agencies and organizations who participated in interviews and provided feedback, and to the citizens of the Capital region who participated in the virtual open house and have expressed an interest in improving service integration and governance in the Capital region; and
- To Ministry staff who have provided guidance and feedback throughout the project.

PROJECT TEAM:

The project team included consultants from two firms – Circle Square Solutions and Urban Systems – both located in Victoria, BC. Their company profiles are provided below.

Circle Square Solutions

Circle Square Solutions is a full-service policy and governance consulting firm founded in 2013 and based in British Columbia. It brings together a unique blend of political, administrative, business, academic and research experience. Cumulatively, our team has many decades of experience at the most senior levels of government and business. As leaders for many years in our respective areas of expertise – ranging from Education and Health to Finance and Economics, from Municipal Affairs and Aboriginal Relations to Sustainable Resource Management – we've been confronted by many complex challenges and have developed effective solutions.

The project team from Circle Square Solutions includes four former Ministers and Deputy Ministers with decades of practical, hands-on experience working with the Province of BC. This project was led by Dale Wall, BA, MPA with assistance and advice from Bob de Faye, MPA, George Abbott, MA and Chris Trumpy, B.Com, CGA.

Urban Systems

Urban Systems is a multi-disciplinary firm with a staff of community planners, engineers, communication and engagement specialists, and local government specialists. With over 400 professionals and support staff located in twelve offices throughout Western Canada, our team provides a depth of experience that is second to none, allowing our consultants to bring exceptional solutions for our clients. Our emphasis is on providing comprehensive and customized solutions to successfully address complex issues in an integrated manner. Our team has experience addressing a wide range of issues that are relevant to local governments. In discussions around governance, boundaries, and service delivery, our local government specialists come to the table with a better view of the "big picture" and the many issues facing communities today.

The project team from Urban Systems includes two professional planners with a wide range of experience directly related to local government and regional governance – Dan Huang MCIP, RPP and Shaun Heffernan MCIP, RPP.

EXECUTIVE SUMMARY

The Capital Integrated Services and Governance Initiative (CISGI) originated from a common interest amongst Capital region citizens and local governments in gathering facts about current service delivery, increasing understanding about service delivery best practices and exploring further the opportunities to better integrate services and governance in the Capital region (defined for the purposes of this report as the 13 municipalities and the Capital Regional District (CRD) located on southern Vancouver Island). The scope of this work did not include the CRD Electoral Areas.

A key objective of the Capital Integrated Services and Governance Initiative is to help facilitate fact-finding and discussion among local governments and citizens in the Capital region to explore and inform opportunities for the efficient delivery of service.

What This Initiative Is

This initiative is not about amalgamation – but regardless of whether you view the issue as one of amalgamation or integration, services and how they are delivered are core to both. Based on the framework established by the Capital region's local governments, and the Minister of Community, Sport and Cultural Development this initiative is about the following:

▶ Establishing the facts regarding current service delivery and governance in the Capital region.
▶ Identifying and discussing the issues, barriers, and opportunities facing local governments in regards to service delivery.
▶ Gathering information on what other jurisdictions and public bodies are doing to create efficiencies within organizations.

Critical to fulfilling these objectives is providing the opportunity for differing perspectives to be heard. Ideally, feedback collected through this process helps to develop specific solutions that will aid local governments, if desired, to pursue greater integration of services and governance.

Service Profiles

The largest part of this report is the service profiles. Services are grouped into 16 categories with descriptions of how each service is generally delivered by local governments in the region. Each service profile reviews general service coverage, the sharing of any attributes of the services, service delivery methods, decision making, service delivery costs (where applicable), and funding.

What We Heard

Throughout the process feedback was collected from local government officials, stakeholders and the public on current service delivery, their vision for this process, as well as thoughts on barriers and opportunities for service delivery in the region. A summary of comments collected during consultations are presented. Some overarching themes from these discussions are listed below:

- Local communities are valued. Citizens have worked hard to create and form their communities – large and small – and there is an expectation that local community decisions will be respected.
- We are all citizens of both the local community and the region.
- All thirteen municipalities are part of a broader regional economy and political boundaries should not unduly limit a healthy regional economy.
- There is currently considerable sharing of services in the region.
- Finding a resilient approach to service integration can be challenging, but it is needed.
- The CRD is an important institution. It does a good job on some things and has a harder time with others. Getting to 'yes' on big contentious issues is a problem.

The virtual open house conducted through PlaceSpeak also provided a substantial amount of feedback, largely from the general public. Information provided on the online forum and through the survey reinforced findings from the discussion with local governments; notably confirmation that transportation was a key issue in the region. The online survey also showed interest in the greater integration and standardization of emergency dispatch (9-1-1) and emergency planning services. In general, survey respondents were most satisfied with how water, library, and park services were being provided.

Barriers

There are a number of factors that inhibit the timely, effective, and efficient delivery of services in the region. Notably, the time and effort required to reach agreements that work for all parties is a challenge. The report looks at several of these factors in closer detail, including:

- The geography and settlement patterns of the region emphasize community uniqueness over regional cohesion.
- There are large variations in service delivery models (i.e. one size does not fit all).
- Transaction costs can be a real challenge given the differences in the size and resources of municipalities.
- Accountability and jurisdictional tensions regarding the delivery of shared services.

Opportunities

In the body of the report several observations were made with respect to opportunities. At a high-level, these included the following:

▸ Service delivery in a number of key service areas is already substantially integrated at the regional or sub-regional level.

▸ There are many key initiatives in progress, including:

» construction of the Mackenzie Interchange, a dedicated/semi-dedicated Douglas bus lane and other transit improvements called for in the Victoria Region Transit Future Plan;

» CRD Regional Transportation Service;

» Core/Westshore Sewage Treatment;

» Integrated Resource Management (IRM) and bio-solids treatment facility;

» integrated police dispatch through the CRD;

» integrated fire response; and

» creation of a regional economic development organization (South Island Prosperity Project).

▸ There are many additional potential opportunities to integrate services and enhance governance, including:

» establishing a framework for leadership to discuss service integration and governance issues in the Capital region;

» making greater use of community charter authority for inter-municipal regulatory and service arrangements

» using existing legislative authorities to more effectively focus the Regional Board on matters of regional importance and make greater use of commissions and regional corporations;

» harmonizing key areas of business regulation; and

» integrating recreation services.

▸ All these opportunities will require further development to determine the nature of changes that best meet the needs of citizens in the Capital region and it is up to the local governments of the Region to determine what opportunities they want to explore further.

Approach to Identifying New Opportunities

All regions, regardless of their governance structure need to find a way to balance regional and local community interests. If they are organized as one large local government, they will need to find legitimate ways of understanding and responding to the interest of individual neighbourhoods within the wider community. If there are multiple local governments of varying sizes, such as in the Capital region, the challenge is to work together on regional matters in a context where decision making power tends to be weighed towards the more populous communities.

This report provides an overview of local governments within the study area and provides tools for local governments to assess opportunities for service and governance integration. In order to facilitate this discussion a workbook has been developed to help guide each local government through a framework to evaluate new opportunities for enhancing service integration and governance. This workbook begins by asking several prompting questions about the delivery of any particular service:

▶ How integrated is the service now?

▶ How would further integration of the service support the identified values of each community (i.e., cost savings, level of service, risk management etc.)?

▶ How could further integration best be achieved?

Key Recommendations

The report concludes with three key recommendations based on the feedback received and analysis of potential opportunities. These recommendations focus on actions required to build the capacity of the region to make key decisions related to service integration and governance. These include:

1. Build on In-Progress Regional Service Initiatives

   Keep moving forward on efforts to streamline service delivery with a clear focus on service structures that can address the future needs of the Capital region. The region is currently making progress on integrating and improving service delivery for protective services (centralized emergency 9-1-1 dispatch and Direct Fire Aid), solid waste service (resource recovery), economic development (South Island Prosperity Project), housing (Regional Housing First) and regional transportation planning efforts. These efforts should be continued and enhanced where possible.

2. Create a Regional Framework for Discussing Service Integration and Governance

   It was identified that there is a need to establish a regional framework for discussing service integration and governance. The suggested framework consists of three components as follows:

   ▶ establishing a consistent municipal reporting system to allow for an accurate comparison of services;

   ▶ creating a leaders forum to discuss service integration and governance; and

   ▶ developing a regional dashboard for monitoring progress.

   This framework would allow the Capital region to have open and informed discussions about service delivery and governance in the region.

3. Evaluate New Opportunities for Improving Service Integration and Governance

   The role of this initiative is not to ultimately determine what opportunities for integration could best be achieved, but to provide an overview of the current situation and develop tools for local governments to assess opportunities to improve service delivery and governance. The workbook provided in this report is designed to help guide local governments in the Region through a framework to evaluate new opportunities for enhancing service integration and governance. Therefore, a key recommendation is that local governments use the information provided in this report and the workbook to assess where opportunities for enhancing service integration and governance exist.

1.0 INTRODUCTION

The purpose of the Capital Integrated Services and Governance Initiative is to explore current service delivery in the Capital region, and to recommend opportunities to better integrate service and governance in the region.

A primary objective of the Capital Integrated Services and Governance Initiative is to help facilitate both fact-finding and discussion amongst local governments and citizens in the Capital region to explore and inform opportunities for the efficient delivery of service.

This information is being assembled because Capital region citizens (through the 2014 referenda results) and local governments (through meetings with Community, Sport and Cultural Development Ministers) have expressed a common interest in these issues. Therefore, in order to assist citizens and local governments in their consideration of the issues raised by the referendums, the Ministry of Community, Sport and Cultural Development has sponsored the creation of this report.

The report begins by summarizing current service delivery in the Capital region and the feedback collected through discussions amongst local governments, stakeholders, and citizens. It then outlines how this information was used to inform subsequent discussions on the integration of services, as well as the recommendations provided in the latter half of the report.

In this context, integration should be thought of as providing a service in a consistently effective and efficient way, across multiple jurisdictions through partnerships, joint service delivery, and other agreements that ensure the delivery of a service in the region is done with a high-level of coordination between government organizations. In this context, integration could occur on a service by service basis though agreements between municipalities, by the creation of additional regional or sub-regional services under the auspices of the Capital Regional District (CRD); or, through the amalgamation of municipalities. Further, this review of services also looked for opportunities to standardize certain elements of service delivery.

This is not a study of municipal amalgamation, although it is designed to provide information that could inform subsequent interest of some municipalities in discussions on amalgamation. To this end, Appendix A provides the statutory requirements to amalgamate municipalities and some of the issues that would need to be addressed through such a process.

The service profile information in this report has been assembled because amalgamation involves change at two levels. At one level, it is a discussion of reducing the number of municipal jurisdictions. At another level, it is a discussion of the merging or integration of individual services. Since it is possible to integrate selected services without amalgamating municipalities or to amalgamate municipalities without integrating all services, any discussion of amalgamation will include consideration of both of these approaches.

1.1   Key Initiative Activities

This initiative recognizes the need for more information on service and governance best practices, challenges and opportunities. As well, the initiative supports principles of collaboration, consultation and communication. The Ministry has directed that for the purposes of this Initiative, the "Capital region" consists of the 13 municipalities and the CRD; the scope of this work does not include the CRD Electoral Areas. In March 2016, the region's Mayors and Minister reached agreement on a framework for the Initiative (see **Appendix B**). The framework includes the following activities:

Activity # 1: Establish the Facts Regarding Local Government Services and Governance (Section 3.0)

Work collaboratively with local governments (i.e. elected officials and senior staff) to collect information on current services and governance arrangements for each of the local governments within the Capital region. The goal of this activity is to establish the facts about who delivers what service to whom and how (e.g., high-level description of the types of services provided, highlighting any services provided in a shared or integrated way). Comparison of costs and service efficiency across local governments in the Capital region is beyond the scope of this project.

Activity # 2: Identification of Issues and Opportunities (See Sections 4.0, 5.0, and 6.0)

Facilitate discussions within and among local governments to help them identify underlying issues, barriers, and opportunities towards service and governance integration. The goal is to summarize the themes, key issues/opportunities, and common interests that participants articulate.

This will also provide an opportunity for other stakeholders (i.e., non-local government service providers, representatives of the business and tourism sectors, community-based groups, and the general public) to share their perceptions of issues and opportunities facing local governments within the Capital region. Area First Nations will also be contacted for the purposes of informing the Nations about the Initiative and the opportunities for them to share information related to the Initiative. The overall goal of this activity is to provide information in a manner that gives:

- an overview of the common issues/opportunities/barriers to service integration and governance matters across the region;
- provides a deeper understanding of sub-regional trends within the Capital region; and,
- summarizes information gathered from stakeholders.

Activity # 3: Best Practices and Actions Taken by Other Jurisdictions

Gather information on what other jurisdictions and public bodies are doing to create efficiencies within organizations. This includes presenting relevant examples of the experience both within the region and in other governmental bodies in British Columbia that are successfully addressing service issues. Rather than identifying potential solutions, the goal is to provide a range of examples

that may be of assistance to local governments. These examples are not summarized in one section, but distributed throughout the report as required in blue call-out boxes.

Produce a final report that brings together the information gathered in each of the activities outlined above and provides a plain language executive summary of the key information. This initiative recognizes the need for more information on service and governance best practices, challenges and opportunities. As well, the initiative supports principles of collaboration, consultation and communication.

1.2   Methodology

Service Profiles

The methodology to complete the research in this report involved undertaking a comprehensive review of how services are delivered in the region by either local governments, the CRD, the Province of British Columbia or a combination of several organizations. In order to evaluate service delivery, the hundreds of services provided in the region were distilled down into 16 broad service categories to focus on integration of service delivery and make the content more digestible for the general public. Developing the 16 service profiles required extensive information collection of publicly available information, including:

▶ Local government budgets;
▶ Municipal and CRD Annual Reports;
▶ Service Agreements; and,
▶ Ministry of Community, Sport and Cultural Development statistics.

Our review of local service delivery also considered 'how' services were being delivered in each municipality and whether or not services were directly provided, subcontracted out, or jointly delivered with other local governments, directly or through the CRD. This analysis also reviewed other types of service arrangements that may be in place (i.e., participation in a service delivered by another entity). The goal of this exercise was to establish the facts about who delivers what service to whom and how within each municipality (e.g., high-level description of the types of services provided, highlighting any services provided in a shared or integrated way).

To support fact finding and engagement efforts we used the comprehensive series of data and information from each of the local governments (13 municipalities plus the CRD) including financial information from Local Government Data Entry Forms (LGDEFs), municipal budgets and Statements of Financial Information (SOFIs). This information was compiled in a database, so that the information could be reviewed and analyzed consistently across each of the communities in the Capital region. We utilized audited financial statements from each of the local governments to

ensure that the information is consistent and factual. This information was used to develop the 16 service fact sheets and the service profiles provided in Section 3.0 of this report. The 16 service fact sheets were then distributed to municipal staff to ensure that we have the appropriate input and feedback from all of the local governments.

POINTS OF CLARIFICATION

Every year local governments in British Columbia complete a Local Government Data Entry Form (LGDEF) and submit the form to the Ministry of Community, Sport and Cultural Development. The information from this form is used to produce the local government statistics, which are published on the Ministry website. In addition to the LGDEF, local governments must submit a Statement of Financial Information, which outline local government assets, expenditures, revenues, liabilities and more in order to demonstrate local government accountability. Each form contains information from the local government's audited financial statements.

It should be noted, that since each municipality is responsible for reporting their annual finances independently, the expenditures for each service category are not reported consistently for every jurisdiction, and there can be significant differences in how the hundreds of services provided by local governments in the Capital region are captured in this reporting system.

For example, the total expenditures for all Information Technology (IT) services in a municipality may be captured under the general government administration category or broken down under each service separately (i.e., police IT services are captured in the Police Services expenditures category). However, it should also be understood that the combined totals of the service delivery costs presented in all categories combined typically represent 95% or more of each municipality's total annual expenditures; excluding amortization and debt.

Engagement of Elected Officials, Local Government Staff, Stakeholders and the Public

The project team met with elected officials directly by attending Committee of the Whole, Council and/or Board Meetings early in the process. These presentations and the ensuing discussion were used to accomplish the following:

- ▶ Introduce the project and described what the project is and is not;
- ▶ Review the principles and objectives of the study;
- ▶ Share basic information of service delivery and explore the role of governance in service delivery; and
- ▶ Facilitate a discussion on service effectiveness and efficiency, including the questions 'What are the opportunities and potential barriers to more effective service delivery?'

The engagement portion of this project was important because the ideas being discussed in this report originated from these important conversations. Stakeholders representing key organizations and public were contacted and invited to participate in engagement activities undertaken by the project team, include:

▶ First Nations
▶ Business (Greater Victoria Chamber of Commerce)
▶ Community interest groups (i.e., Amalgamation Yes, Grumpy Taxpayers of Greater Victoria)
▶ Saanich Citizens Governance Committee
▶ Academic Specialists
▶ General public (through the Place Speak Process)

The majority of these stakeholders provided feedback directly to the project team and their feedback was incorporated into this report.

The 16 service fact sheets were used to provide background information during the virtual open house, which was hosted on PlaceSpeak for six weeks from early November to mid-December. The virtual open house was used to collect feedback from both the general public and local government officials. PlaceSpeak allowed participates to provide comments on the Service Fact Sheets, make general comments on the process and complete the online survey. The virtual open house was moderated by the project team.

The sum of the information collected through background research, the virtual open house, and discussions with local government officials and stakeholders was used to identify and confirm barriers and opportunities for greater regional service integration. This process asked the question "what do these facts mean for effectiveness and efficiency of service delivery in the region?" Critical to this process was developing the service evaluation workbook (**Appendix D**), which was used by the project team to evaluate opportunities for service integration and/or standardization. The evaluation of services within the context of the 'barriers and opportunities; identified was ultimately used to develop the recommendations presented in Section 7.0 of this report.

Note: Throughout the report call-out boxes have been used to highlight best practices, points of clarification and key recommendations. Best practices have been highlight in blue call-out boxes, points of clarification in grey and key recommendations in green.

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2.0 OVERVIEW OF LOCAL GOVERNMENTS IN THE CAPITAL REGION

2.1 Historical development of the Current Municipal Structure on Southern Vancouver Island

Southern Vancouver Island has been the home of First Nations people for many thousands of years. Prior to the coming of Europeans there were substantial First Nations settlements at a number of places on southern Vancouver Island.

European settlement on southern Vancouver Island dates from the 1840's.

As European settlement grew, communities chose to incorporate themselves into legal self-governing municipalities.

European settlement initially focused on Victoria and Esquimalt harbours as access to Southern Vancouver Island was largely by sea. Victoria incorporated in 1862, Oak Bay in 1906 and Esquimalt incorporated in 1912. The outlying areas were incorporated as Saanich in 1906 following unsuccessful attempts to have the City of Victoria expanded to include the largely dispersed rural and agricultural settlements in those areas.

World War 2 had a substantial impact on the area as the critical naval facility at Esquimalt was augmented by the air base at Patricia Bay. Following World War 2 the Patricia Bay air base became the Victoria Airport. This development together with the development of the Swartz Bay ferry terminal and Patricia Bay Highway in the 1960's significantly changed settlement and transportation patterns on southern Vancouver Island.

Central Saanich incorporated in 1950 after a successful citizen initiative to separate from Saanich. Sidney followed in 1962 and North Saanich incorporated in 1965

This left what is now known as the core area (Victoria, Saanich, Oak Bay and Esquimalt) and what is considered the Saanich Peninsula as incorporated municipalities by 1965.

Suburban growth continued through the 1970's. A new highway was constructed through the western approaches to the Core area in the 1960's. it replaced the older entrance roads that included what is now Goldstream Road, the Old Island Highway, Craigflower and Gorge Roads.

As population growth continued in the area to the west of Victoria (what is now referred to as the Westshore) interest in possible incorporation increased. In 1975 a provincially led initiative to amalgamate all unincorporated Western Communities was defeated. Over the subsequent years this led to individual incorporation initiatives in specific parts of the Westshore. These included:

- ▶ Metchosin (1984)
- ▶ Colwood (1985)
- ▶ View Royal (1988)
- ▶ Langford (1992)
- ▶ Highlands (1993)
- ▶ Sooke (1999)

A subsequent initiative to include parts of what is now the Juan de Fuca Electoral area within the municipality of Sooke was rejected by voters in 2005.

As this municipal structure was developing, the provincial government was developing ways to address regional planning and the regional services. The Capital Regional Planning Board with representatives from each of the existing municipalities and a provincial government representative was created in 1952.

The creation of B.C Hydro in 1960 led to the transfer of the public transit system from the privately-owned B.C. Electric Company to the new B.C. Hydro crown corporation. In the late 1970's B.C Transit was created from the transit assets of B.C Hydro.

In 1965 Regional District legislation led to the creation of the Capital Regional District. It became responsible for liquid and solid waste management and began to create a significant system of regional parks. It also assumed the regional planning authority that had been with the Capital regional Planning Board. This authority was eliminated for all regional districts in 1983.

In the late 1990's the provincial government provided regional districts with a restructured regional planning capacity in the form of the current regional growth strategies legislation. A few years later Province moved to convert the water service that had been developed by the four core municipalities into a regional service, transferred responsibility for this service to the Capital Regional District, undertook a series of transactions that provided for the inclusion all of the Sooke Lake watershed in the Capital region Watershed lands and created the Sooke Hills Wilderness park from the non-watershed holdings of the old water system. This recognized that the water service now served all incorporated municipalities.

2.2   Local Government Legal Context

Key features of the legal context regarding the creation and operation of local governments are set out in the *Community Charter* and the *Local Government Act*. The creation and operation of local governments in the Capital region occurs within this structured legal context and is comparable to other B.C. local governments. While this legal context can be changed by the legislature, it is important to set it out and explain the constraints and issues involved in making changes. Therefore, the following section will explore four key concepts that create the context for local government in British Columbia.

1. Municipalities are corporations of the citizens of their area
2. Regional Districts are federations of municipal and rural participants
3. Local Governments are not free agents
4. Governance in the region consists of more than local government

2.2.1   Municipalities are Corporations of the Citizens of Their Area

This key concept reflects on the legislative context that enables a municipality to exist. Municipalities are typically created by citizens through referendum and provided with legislative authority through Part 2 of *Local Government Act*. Under section 6 of the *Community Charter*:

▶ A municipality is a corporation of the residents of its area.
▶ The governing body of a municipality is its council.
▶ New municipalities may be established, and the boundaries of existing municipalities may be altered, in accordance with Part 2 [Incorporation of Municipalities and Regional Districts] of the *Local Government Act*.

The legislative parameter for amalgamating municipalities is found in Section 279 of the *Community Charter*, which states:

▶ If a new municipality would include 2 or more existing municipalities, letters patent incorporating the new municipality may not be issued unless
   » a vote has been taken in accordance with section 4 of the *Local Government Act* separately in each of the existing municipalities, and
   » for each of those municipalities, more than 50% of the votes counted as valid favor the proposed incorporation.

Note: An overview of issues and questions regarding amalgamation is provide in **Appendix A**.

The *Community Charter* is also the legislation that guides how municipalities function once they are created. It provides key direction on how municipal Councils are supposed to operate by defining Council procedures and dictating the size of municipal councils. Council sizes in British Columbia are limited to the following:

▸ Municipal councils for communities of more than 50,000 citizens have 8 councillors and a Mayor;

▸ Cities and Districts of less than 50,000 persons have councils of 6 members and a Mayor; and

▸ Towns and Villages have councils of 4 members and a Mayor.

However, it should be noted the size of a Council may be altered by bylaw in specific circumstances.

POINTS OF CLARIFICATION

It is important for this discussion to recognize that municipal councils have considerable authority to vary the way services are provided within the area of the municipality. By legislation a municipal council:

▸ has the capacity, rights, powers and privileges of a natural person of full capacity – which provides it with full power to enter into agreements with other parties;

▸ may provide any service that the council considers necessary or desirable, and may do this directly or through another public authority or another person or organization; and

▸ may regulate, prohibit and impose requirements in relation to a broad range of activities, including services.

The significance of these broad powers should not be underestimated, as this means that local councils have significant authority to determine whether to provide a service, and if so, how to provide that service. The primary constraint to municipal service delivery is a limitation that requires elector approval if a liability (e.g. principal and interest payments for long-term debt) is incurred for a period of greater than 5 years.

B.C. municipalities are required, by law, to provide very few services. Municipalities must provide for general governance (e.g., elections) roads, and policing (for those municipalities with population over 5,000 residents). In fact, virtually all municipal services and regulations are a local choice made by local councils. Once a municipality decides to provide a service it has the authority to contract with other entities to provide that services. For example, they can provide the service themselves, provide it though an agreement with another service provider (including another municipality) or create a commission or corporation that provides the service. They can also create different service delivery models for different areas of a municipality. As a result, it could be legally possible to create, to cite one example, a core area services commission corporation in the Capital region that would provide services specifically to the core area. In this example, each set of municipal services would be a division of the corporation and each municipality would decide on its periodic purchase of services and negotiate service standards. To cite another example, a service corporation or commission could be established for a particular service (i.e., a core area municipal

recreation commission could be created to provide core area recreation services to the four core municipalities). Virtually all of these models are at work within the Capital region.

Although the *Community Charter* (section 14) provides broad authority for inter-municipal service and regulatory arrangements, it does not provide for taxation outside the boundaries of a municipality to pay for these services, which means that cost sharing formulas are required. Further, some matters, most notably property tax rates, must be common throughout the municipality, unless specific service areas are created.

2.2.2 Regional Districts are Federations of Municipal and Rural Participants

Regional districts are created by the Provincial Government to provide a basis for inter-municipal collaboration, as well as to provide local government services to areas outside of municipalities (e.g. unincorporated areas or "Electoral Areas"). Regional districts are provided with legislative authority through the *Local Government Act* to:

- ▶ provide important regional services to, and undertake key activities on behalf of, their entire region (i.e., all member jurisdictions);
- ▶ provide the political and administrative frameworks necessary for combinations of member municipalities and electoral areas to collaborate in the provision of sub-regional services; and
- ▶ act as the local governments for their (unincorporated) electoral areas.

The boundaries of British Columbia's 27 regional districts are large and their combined area spans most of the geographic area of the Province (excluding Northern Rockies Regional Municipality and the Stikine Region). Each regional district is divided into smaller areas consisting of municipalities, non-municipal areas called electoral areas and, where applicable, Treaty First Nations, each of which has representation on the regional board. However, it should be noted not all treaty First Nations choose to have representation on a regional board.

The governance of regional districts is managed by a board of directors composed of locally elected representatives appointed from municipal councils and a director elected from each electoral area. It is the board of directors who are responsible for the direction of the CRD. The municipal directors serve on the regional board until council decides to change the appointment; the CRD Board is also responsible for electing a board chair. The directors from the electoral areas serve for a four-year term.

Regional Districts are designed to be a basis for partnership between their constituent units and not a second tier of local government or a fourth level of government. They are designed to enable participants to combine to provide services they cannot provide themselves. Further, they are meant to do this in a way that reduces the costs of each individual partnership by creating a common legal framework for such partnerships, thereby reducing the related transaction costs (i.e., costs associated with administering a shared service).

Like municipalities, regional districts have the legislative authority to create any service they consider to be necessary or desirable, as determined by the Regional Board. They then have considerable authority to create an establishing bylaw that structures the governance of this service in a way that is appropriate for their local context. There are participant consent or elector approval requirements that must be met to establish most regional district services. There are also several statutory services that Regional Districts have to provide, including:

- general government for the region as a whole and especially for Electoral Areas;
- long-term capital financing for municipal members through the Municipal Finance Authority pursuant to the *Municipal Finance Authority Act*;
- hospital capital financing pursuant to the *Hospital Districts Act*; and
- other responsibilities that have been mandated through provincial statute - solid waste and liquid waste management planning pursuant to the *Environmental Management Act*, and emergency planning through the *Emergency Programs Act*.

It should also be noted that there are some services Regional Districts cannot provide, such as roads.

Once established a service operates under the terms of the establishing bylaw. Legislative provision is also made for review of services from time to time. This may lead to the withdrawal of some parties from the service as conditions change. Where an agreement on the terms of service withdrawal cannot be achieved, a legislative dispute mechanism is provided.

Regional Districts are also an essential part of the structure under which local governments are able to finance capital projects. In British Columbia, responsibility for long term-debt is held jointly by all participants in the regional district and this is turn is guaranteed by all local governments in the Province through the Municipal Finance Authority. This arrangement improves local government access to capital and reduces their borrowing costs.

Revenue used to finance regional district operations and services is generated through requisitioning funds from member municipalities, property taxes imposed in non-municipal areas, fees and other charges. Unlike municipalities, regional districts are required to match the benefits and costs of its services to the people that benefit from the services. In other words, residents pay only for the services they receive.

2.2.2.1   The Capital Regional District

As a regional district, the Capital Regional District acts within the legal framework created for regional districts. This framework creates considerable opportunity to customize service sharing arrangements. For example, a regional district service:

- may be shared between any number of participants;
- cost sharing formulas may be customized;
- voting arrangements may be customized;
- participants may create committees, commissions or corporations to operate the service and define what decisions are delegated and what decisions remain at the regional board level.

However, some matters are set out in provincial law and any changes would be made by the provincial government. As with all regional districts the voting structure of the regional board (as the governing body of the region) is defined by provincial regulation. In the CRD, each participant is provided one representative for every 20,000 people, and most votes are one member one vote. One exception is financial votes which are weighted by the population of the participants with representation on the Regional Board. The concept of 'voting strength' and the weighted votes was developed to allow for equitable representation on the Regional Board based on population, as to balance the desires of each community within the context of the Region's broader population. Further, a minimum number of members of the CRD Board must be present at any of its meetings to make the proceedings of that meeting valid. This is referred to as quorum; a quorum for the 24-member CRD board is 13 members in attendance.

The voting structure for the CRD, as described, is outlined in **Table 2.1**.

Table 2.1: Population and Structure of the Capital Regional District

Municipality	Population[1]	Council Size	Directors	Voting Strength
Populations Represented by the CRD Regional Board				
Saanich	109,752	9	5	22
Victoria	80,017	9	4	17
Langford	29,228	7	2	6
Central Saanich	18,463	7	1	4
Oak Bay	18,015	7	1	4
Esquimalt	16,209	7	1	4
Colwood	16,093	7	1	4
Sooke	11,435	7	1	3
Sidney	11,178	7	1	3
North Saanich	11,089	7	1	3
View Royal	9,381	5	1	2
Metchosin	4,803	5	1	1
Highlands	2,120	7	1	1
Juan de Fuca EA	4,351		1	2
Saltspring Island EA	10,234		1	3
Southern Gulf Islands EA	4,868		1	2
	357,236	91	24	81
First Nations Reserves	2,755			
Total CRD Population				
Total	359,991			

The CRD operates over 200 regional, sub-regional and local services. These range from the water system that serves over 300,000 people from Sidney to Sooke to small water systems on the southern Gulf Islands. The CRD's main areas of service are sewer, water, solid waste and regional parks. A detailed discussion on regional services is provided in Section 3.0.

[1] Statistics Canada. 2012. Capital, British Columbia (Code 5917) and Canada (Code 01) (table). Census Profile. 2011 Census. Statistics Canada Catalogue no. 98-316-XWE. Ottawa. Released October 24, 2012. http://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/index.cfm?Lang=E (accessed December 15, 2016).

2.2.3 Local Governments are Not Free Agents

The majority of individual services provided by local governments are also regulated by specific provincial laws. Some examples include:

▸ Building Standards are regulated by the *Building Standards Act*;

▸ Fire Services by the *Fire Services Act*;

▸ Policing, by the *Police Act* and the federal-provincial agreement with respect to the provision of RCMP services;

▸ Water services by the *Drinking Water Protection Act* and the *Water Sustainability Act*;

▸ Waste management by the *Environment Management Act;* and

▸ Roads and subdivision by the *Transportation Act* and the *Land Title Act*.

As a result, both municipalities and regional districts are substantially regulated by the Province and must enforce certain provincial laws and regulations (e.g., municipal inspectors enforce the provincial building code, municipal police officers enforce the federal criminal code and the provincial *Motor Vehicle Act*, etc.). Consequently, local governments are an important part of the overall Canadian and British Columba system of government as a complex system of linkages exists between local governments and a vast array of the federal and provincial legislation.

2.2.4 Governance in the Region Consists of More than Local Government

The region is much bigger than the sum of its local governments. The public service and governance structure of the region consists of much more than these two local government institutions (municipalities and regional districts). It also includes provincial services, (major highways), First Nations and major regional institutions (health care, post-secondary education, K-12 education). This means that the coordinated delivery of services to citizens of the region is a matter that goes well beyond local governments. Some important examples are the linkages between police and fire dispatch (local) and ambulance dispatch (provincial); the linkages between local roads and provincial highways; the linkages between building inspection (local) and electrical inspection (provincial); the role of Capital Health (public health) which has both a regional and provincial reporting relationship.

Importantly, when considering broader questions, such as economic development, the experience of many cities and regions (e.g., Metro Vancouver, Greater Toronto, Halifax Regional Municipality, etc.) has been that it is important to create a network of key players that include major post-secondary institutions (who are both large employers with large student bodies who are also very active in a wide range of research endeavors, some of which create opportunities for commercialization and the creation of additional enterprise), large healthcare institutions (who are large employers) take on a substantial role, First Nations (who have a broad range of interests that concern both their land and their traditional territory); and a range of quasi government organizations (i.e., Victoria Harbor Authority / Victoria Airport Authority) that have specific responsibilities for key components of the economy.

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3.0 SERVICE PROFILES

The following section provides an overview of key services provided in the Capital region and how these services are delivered, as well as what organization(s) are responsible for providing these services. In order to provide a concise overview, sixteen service profiles have been develop under broad service sub-headings (see below). Under each of these service profiles this section will review general service coverage, the sharing of any attributes of the services, service delivery methods, decision making, service delivery costs (where applicable), and funding. It should be noted that this is not a detailed financial or capital expenditure review, so any costs provided only represent high-level expenditures reported to Local Government Data Entry Forms in 2015.

The key services profiled in this section, include:

1. **Police** – Police services in the Capital region are either provided independently by municipalities or through contract with the RCMP. There are four municipal police forces and three RCMP detachments. These consist of three major police forces – Victoria (include Esquimalt), Saanich and the RCMP, and two much smaller municipal forces serving Central Saanich and Oak Bay. A number of specialized services are integrated at a variety of different scales.

2. **Fire** - Every municipality in the region has fire services, which range from fully paid to fully volunteer. Mutual aid agreements and a variety of other cooperative arrangements exist among all fire services. Mutual aid agreements ensure that neighbouring fire departments will provide assistance outside of their boundaries when needed.

3. **Emergency Planning** – Every municipality and regional district in the Province are required to develop an emergency plan for disaster response and recovery in their jurisdiction. The important area of emergency communications is regionalized through the Capital Region Emergency Service Telecommunications (CREST).

4. **Emergency Dispatch (9-1-1)** – Delivery of 9-1-1 services for first responders (e.g., fire, police and ambulance services) is a local government responsibility. In the Capital region, emergency dispatch services are largely a shared service with seven dispatch centres; including three for fire, three for police and the BC Ambulance Service dispatch.

5. **Transportation** – Transportation services cover a multi-modal transportation network that includes roads, active transportation (cycling and walking) and transit. Road infrastructure is provided at two levels – provincial highways and local roads. Active transportation infrastructure also provides at two levels regionally (CRD Trails, such as the Galloping Goose) and locally (local cycling and pedestrian routes and planning provided by municipalities). Transit is provided by BC Transit, a provincial crown corporation. Transit is currently a single integrated service for the region.

6. **Water** – The CRD owns the Greater Victoria Water Supply Area located northwest of the City of Victoria which is comprised of 20,550 hectares of forested land in the Sooke, Goldstream, and Leech watersheds and is also responsible for water supply infrastructure, such as reservoirs, trunk mains and in some areas water distribution services. Municipalities in the region are responsible for providing the distribution and storage infrastructure required to connect into the CRD trunk mains.

7. **Sewer** – Sewer infrastructure can be found in eleven of the thirteen Capital region municipalities broken into three sewer systems: the Core Area system (Victoria, Oak Bay, Esquimalt and those parts of Saanich, View Royal, Colwood and Langford that are connected to sewer); the Peninsula system (Sidney, North Saanich and Central Saanich); and in Sooke.

8. **Stormwater** – Stormwater management in the Capital region is coordinated by the CRD and carried by local governments. Stormwater Quality Management initiatives can be found in the eleven largest municipalities under three liquid waste management plans.

9. **Parks** – The CRD operates an outstanding regional parks program. Municipalities in the region operate a large number of local parks. These parks vary widely in size and programming, but are generally smaller in scale; although some municipal parks approach the size and use profiles of regional parks (e.g. Beacon Hill Park in Victoria, Mount Douglas Park in Saanich).

10. **Recreation** – The network of recreation centers throughout the region are governed at either a local (Saanich, Victoria, Esquimalt and Oak Bay) or a sub-regional (Juan de Fuca, SEAPARC, Peninsula) level. Langford participates in the Juan de Fuca and operates its own program.

11. **Solid Waste Management** – Solid waste services in Capital region cover garbage, recyclable and organic (kitchen scraps and yard waste) waste. These services are delivered at both the local (Garbage and organic waste collection, yard waste drop-off stations), and regional scales (Recycling Services and Hartland Landfill). It should be noted, municipal garbage and organics collection services can either be through municipal crews or equipment or contracts to an outside service provider.

12. **Libraries** – There are two library systems – Greater Victoria Public Library (Core - Westshore) and Vancouver Island Regional Library (Peninsula and Sooke). The British Columbia one card system ensures that any citizen can use any library.

13. **Planning and Economic Development** – Planning in the Capital region is carried out at the local level with the majority of municipalities in the region, with the exception of Metchosin, having dedicated full-time planning staff. Economic development is primarily carried out at the regional scale through the recently initiated South Island Prosperity Project, which involves 10 municipalities.

14. **Housing** – Housing issues in the Capital region are addressed through actions at both the local and regional level. Housing services can generally be broken down in to affordable and social / low-income housing. At the regional level the majority of municipalities in the region, with the exception of Langford and Colwood, are partners in the Capital Region Housing Corporation (CRHC).

15. **Bylaw Enforcement and Building Inspection** – Bylaw enforcement and building inspection in the Capital region is carried out exclusively at the local level and is a highly segmented service area. Bylaw enforcement staff are responsible for the application of the municipal bylaws. Building inspection services are responsible for making sure the construction, alteration, repair or demolition of buildings complies with the BC Building Code.

16. **Government Administration** – Government administration services include a wide range of services required to facilitate government operations (i.e., finance, purchasing, business licensing, HR, IT, etc.). Government administration services are present at both the regional and local levels providing executive direction within the CRD and all 13 municipalities in the Capital region.

Regional Service Overview

There may be 13 municipalities but their level of integration is much greater when looked at service by service. Integration in this context should be thought of as providing a service in a consistently effective and efficient way, across multiple jurisdiction through partnerships, joint service delivery, and other agreements that ensure the delivery of a service in the region is done with a high-level of coordination between government organizations.

The following table provides a summary of service delivery arrangements. The section that follows the table describes these arrangements in more detail and identifies what components of the service are currently delivered at a regional, sub-regional and/or local scales.

Table 3.1: Summary of Current Service Delivery

Service	Scale		
	Regional	**Sub-Regional**	**More Local**
Police	Some shared services delivered through agreements between police forces and RCMP units.	Shared sub-regional RCMP police forces on the Westshore, Peninsula and Sooke / Juan de Fuca EA	Local police forces in 'Core' communities and central Saanich
Fire	Emergency Planning Coordination	Sub-Regional Mutual Aid Agreements	13 Local Fire Services
Emergency Dispatch and Planning	Regional coordination of emergency planning	Sub-regional emergency dispatch centres (e.g., Saanich, Langford)	Local emergency plans
Transportation Roads	Provincial Highways	None	Local municipal roads
Transportation Transit (BC Transit)	Regional Route Planning and service delivery	None	Local coordination of bus routes, stops, pull-outs, bus lanes, etc.
Water	Supply and Transmission a Regional Service.	Saanich Peninsula and Westshore Distribution is done as 2 Sub-Regional Services.	Distribution in Core is a local service with the Victoria system also serving Esquimalt. Peninsula and Westshore municipalities also have local distribution functions.
Sewer	None	3 -Sub-Regional services (CORE-Westshore/Saanich Peninsula and Sooke) for trunk collection and treatment.	Local collection systems in 11 municipalities.
Stormwater	None	Three sub-regional Stormwater Quality Management Areas (Peninsula – North Saanich, Sidney, and Central Saanich / Core Area – Saanich, Victoria, Langford, Esquimalt, Oak Bay, Colwood, View Royal – Sooke).	Municipalities work with the CRD to plan and mange stormwater and waste water, but are responsible the development of municipal infrastructure in their jurisdictions.

Service	Scale		
	Regional	Sub-Regional	More Local
Parks	Provincial and Regional Parks	None	Local Parks
Recreation	None	Sub-regional Recreation facilities (e.g., Panorama Recreation Centre)	Local Recreation facilities (e.g., Crystal Pool)
Solid Waste	Regional (Hartland)	Shared waste disposal facilities (e.g., Esquimalt / View Royal Yard Waste)	Local collection provided either by municipality or property owner.
Libraries	None	Sub-Regional (e.g., Vancouver Island Regional Library, Greater Victoria Public Library)	Local Library Branches
Planning and Economic Development	Regional Growth Strategy (RGS) Framework	South Island Prosperity Project (SIPP) is a partnership between 10 municipalities.	Local planning and economic development functions
Housing	Capital Region Housing Corporation (CRHC). CRHC and Regional Housing Trust Fund (RHTF).	None	Local Affordable Housing Strategies / Programs
Bylaw Enforcement and Building Inspection	None	None	Local Bylaw Enforcement and Building Inspection
Business Regulation/ Regulatory Processes	None	None	Local business licensing functions at the local government level, but there is region integration through the mobile business licensing system

Service	Scale		
	Regional	**Sub-Regional**	**More Local**
Government Administration	The CRD carries out a regional government administration function.	There are various sub-regional commissions and committees which oversee sub-regional services (ex. Juan de Fuca Water Distribution Commission).	Each municipality has an administration function overseeing the operation of each local government.

Overall, the guiding principle in local government service provision is that services should be generally customized at the smallest possible scale as this creates the greatest potential to match the level of service to citizen demand. However, as services become more regional or sub-regional in nature they need to be coordinated and delivered at a larger scale. This always entails negotiation and tradeoffs. In the Capital region, most major regional services - water, sewer, solid waste disposal, transit - are provided at the regional or sub-regional scale. There is also a significant degree of sub-regional service provision at the level of peninsula municipalities, core area municipalities and Westshore municipalities.

The **Table 3.1** (above) shows that for the most part large scale services are provided at the regional or sub-regional scale. Small scale services (e.g., business licensing, bylaw enforcement, etc.) are almost always provided at the local level.

The following section further describes the scale(s) at which the 16 key services are provided, as well as any opportunities for further integration on a service by service basis.

3.1   Police

Police

Police services in the Capital region are either provided independently by municipalities or through contract with the RCMP (see Figure 3.1). Independent municipal police forces can be shared (e.g., Victoria and Esquimalt) or not shared (e.g., Oak Bay, Saanich, and Central Saanich). In the Capital region, municipalities contracting police services from the RCMP, through the Province, generally share these services with neighbouring communities. The service delivery mechanism for policing is ultimately the decision of each municipal council and based on the relative policing needs of each community. Throughout the Capital region several specialized police services are also shared between the communities with municipal police forces collaborating on specialized crime task forces, which focus on key community-wide and region wide initiatives (e.g., Forensic identification services, K9 units, Organized Crime Special Enforcement Unit, etc.).
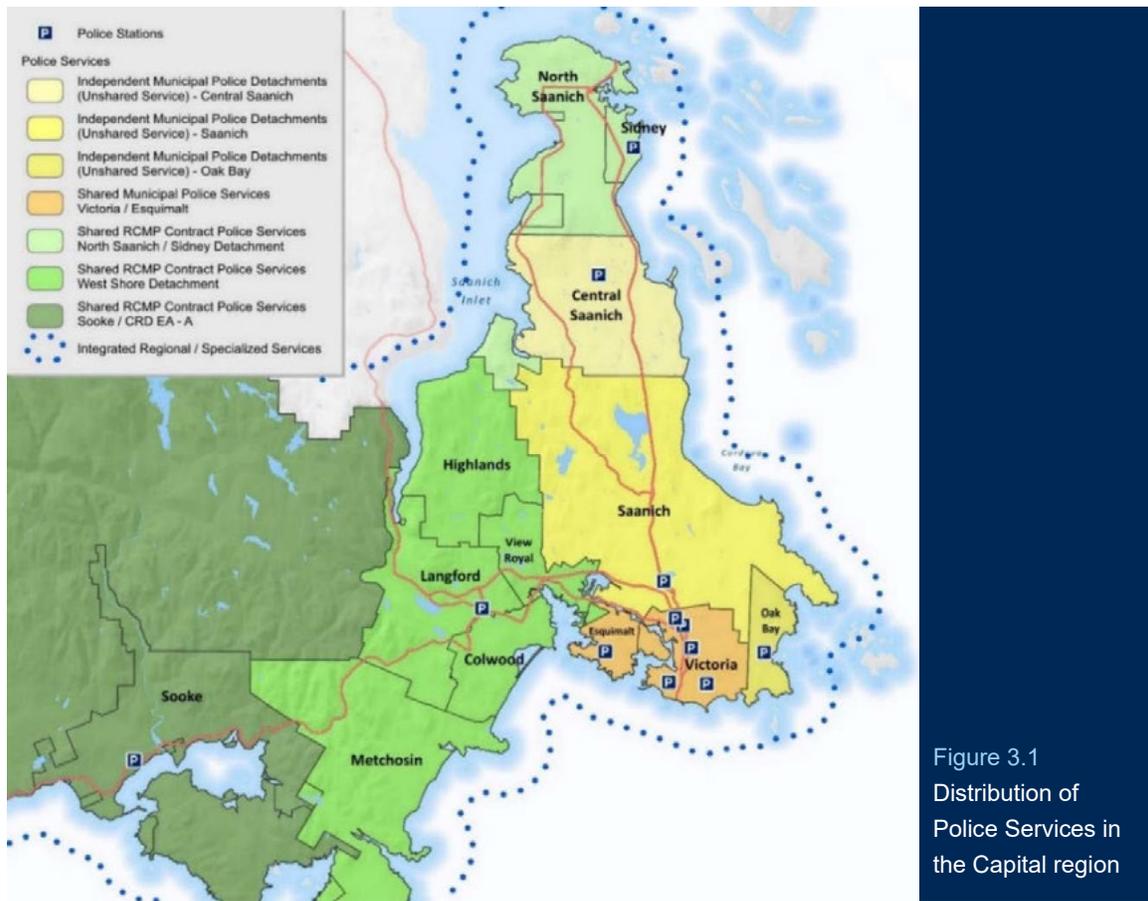
Figure 3.1
Distribution of
Police Services in
the Capital region

3.1.1 Shared Sub-services:

Throughout the region several specialized police services are shared between Greater Victoria communities with major municipalities collaborating on specialized crime task forces, which focus on key community-wide and region-wide initiatives. In total 40 shared services were identified, these services include, but are not limited to:

- Forensic identification services,
- K9 Units
- Computer forensics
- Organized crime Special Enforcement Unit (CFSEU)
- Tip line - Crime Stoppers
- Intelligence
- Crisis Negotiation
- Crowd Management Unit (CMU)
- Underwater search and recovery
- Greater Victoria Emergency Response Team (ERT)
- Integrated Municipal Provincial Auto Crime Task Force (IMPACT)
- Integrated National Security Enforcement Team (INSET)

- Integrated Road Safety Unit (IRSU)
- Integrated Sexual Predator Team (ISPOT)
- Mobile Youth Services Team (MYST)
- Serious Crime Task Force
- National Child Exploitation Coordination Centre (NCECC)
- Training - Police Academy
- Provincial Undercover Coordinator
- Saanich Reserve Police - Reserve Police
- Traffic Accident Analysis
- Greater Victoria Police Victim Services

These shared services are generally shared between several municipalities, with many specialized services being shared or contracted between core municipalities of Victoria / Esquimalt and Saanich; for example, Oak Bay contracts Forensic and Detective services from Saanich. A breakdown of shared services is provided in the table below. This shows the degree to which communities participated in shared police services as either a service providers, joint service provider or a community receiving a service from another municipality of government agency.

The following table (**Table 3.2**) provides an approximate comparison of how many services each municipality in the Capital region is currently sharing with at least one other municipal partner. It should be noted, that this is not an exhaustive list and that some shared services may no longer be in effect or in some cases existing agreements may have expired.

Table 3.2: Level of Sharing of Specialized Police Services in the Capital region

	Number of Shared Services Municipalities Participate In	Number of Shared Services Municipalities Do Not Participate In	Participation in Shared Services Percent (%)[2]
Central Saanich	29	11	73%
Colwood	15	25	38%
Esquimalt	18	22	45%
Highlands	15	25	38%
Langford	15	25	38%
Metchosin	15	25	38%
North Saanich	15	25	38%
Oak Bay	35	5	88%
Saanich	37	3	93%
Sidney	15	25	38%
Sooke	15	25	38%
Victoria	33	7	83%
View Royal	16	24	40%

It should be noted that the Westshore RCMP detachment provides many of these services independently to its municipal partners and that RCMP detachments have access these specialized services through other regions of the Province.

3.1.2   Service Delivery Methods

Municipal Councils are required to provide policing and law enforcement under Section 15 of the Police Act. Under the Police Act, communities with populations 5,000 and over must provide their own law enforcement. Jurisdictions can choose their preferred option for law enforcement, which can include:

▶ Forming their own police department;
▶ Contracting with an existing police department; and
▶ Contracting with the provincial government for RCMP police services.

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[2] Definition - Participation in Shared Services Percent (%) refers to the 'Number of Shared Services Municipalities Participate In' divided by the total number of shared services identified under 'Police Services' in the Region. For example Central Saanich participated in 29 (or 73%) of the 40 shared 'Police Services' in the Region.

The delivery of shared or specialized police services is mostly carried out jointly with shared police services and municipal police collaborating on the key issues. The Royal Canadian Mounted Police (RCMP), who provide police services on a contract basis, support many of the specialized task forces in the region often working in partnership with municipal police. The RCMP also provides support for the delivery of specialized police services in the region and can call on resources from outside the region to assist if needed.

3.1.3 Decision Making

Elected officials in each jurisdiction can make decisions in regards to police services.

▶ For municipal police departments, policing and law enforcement are governed by a municipal police board consisting of:

▶ the mayor of the council;

▶ one person appointed by the council;

▶ not more than seven persons appointed, after consultation with the director of police services, by the Lieutenant Governor in Council.

The municipality and the police board make decisions in regards to police services, including budgets, and how police services should be delivered.

Municipalities that contract police services from the RCMP do so through Police Services Agreements. Through these agreements municipalities are responsible for outlining the duties and responsibilities of the RCMP in financial, operational and administrative areas; within the provisions of the provincial and municipal policing services. This includes establishing the level of resources, budget and policing priorities in consultation with the RCMP. The RCMP is responsible for delivering on the policing priorities within the established budget.

3.1.4 Service Delivery Costs

Table 3.3 highlights the cost of delivering police service in each of the CRD municipalities. The cost of delivering police services in each of the Capital region municipalities. Generally, the cost of delivering police services varies widely between municipalities based on the size, population and demographics of that community, as well as the unique local circumstances contributing to community level policing needs (i.e., Victoria is responsible for policing the downtown core). It should be noted the following comparison does not take into account the level of service and therefore should not be thought of as a direct comparison.

Table 3.3: Cost of Delivering Police Services by Municipality[3],[4]

Organizations	Total Expenditure 2015	Population 2015	Cost Per Capita 2015
Central Saanich	$6,979,638	16,046	$434.98
Colwood	$3,181,721	16,955	$187.66
Esquimalt	$7,332,628	16,697	$439.16
Highlands*	$754,026	2,270	$332.17
Langford	$5,927,341	37,275	$159.02
Metchosin*	$1,137,721	4,972	$228.83
North Saanich	$1,632,227	10,994	$148.47
Oak Bay	$4,401,950	17,474	$251.91
Saanich	$35,154,473	110,803	$317.27
Sidney	$2,386,267	11,065	$215.66
Sooke	$1,531,039	12,181	$125.69
Victoria	$48,643,985	84,793	$573.68
View Royal	$1,250,251	10,834	$115.40

3.1.5   Funding

Police services in each jurisdiction are funded either through property taxation (>5,000 people) or the Police Tax (<5,000 people). In jurisdictions where policing services are independent and provided by the municipality the municipality is responsible for 100% of the policing costs, which are typically funded through general taxation. The municipal responsibilities include the detachment building, detaining cells, and costs for civilian support staff and furniture.

In jurisdictions where police services are provided by the RCMP on a contract basis, the police service costs are paid by each jurisdiction on a proportional basis. Costs are apportioned to communities based on a formula that combines property assessment values and population (see below).

▸ Taxpayers in jurisdictions and municipalities with less than 5,000 people pay a Police Tax that covers less than 50% of the Province's costs, calculated on a provincial basis. For communities under 5,000 people the Province's costs represent 70% of the total costs for sworn officers and their associated equipment (not including specialty services such as

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[3] *As Highlands and Metchosin have populations under 5,000 they pay the Police Tax, therefore, the budget estimates and expenditures on police services provided in Table 2.0 were retrieved from their 2015 Statement of Financial Information.
[4] Local Government Data Entry Forms. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

police dogs, homicide units, or marine units), with the other 30% of the total costs covered by the Government of Canada.

▶ In jurisdictions with between 5,000 and 14,999 people and an RCMP contract, the jurisdiction is responsible for 70% of the local policing cost-base. The federal government pays the remaining 30%.

▶ Finally, municipalities with populations of 15,000 or more pay 90% of policing costs and the federal government pays the remaining 10%. For communities with 15,000 people or more the local policing cost-base includes costs such as members' pay, employer contributions to pension and benefits, transportation, professional and special services, equipment, recruit training costs, a portion of administration costs and the costs of the local detachment building.

3.1.6   Summary

Police Services in the Capital region are split between shared service provided by contract by the RCMP and municipal police services operated independently by five municipalities; Victoria and Esquimalt share a municipal police service. The municipal police forces belonging to the core municipalities, and Central Saanich collaborate on a number of specialized police services, while the RCMP and the Province also support specialized police services within their service areas (e.g., the Organized crime - Unit (CFSEU) and Auto Crime Task Force (IMPACT), etc.). The cost of police services ranges widely between municipalities with communities supporting their municipal police services paying more for police services. The burden of policing the downtown is the sole responsibility of the Victoria Police Department, which deals with a proportionality higher level of crime when compared to neighbouring communities. For example, over the five year period from 2006 to 2010, the City of Victoria had a per capita crime rate consistently 50% higher than the British Columbia average and generally twice the Canadian average.[5]

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[5] Plecas, Haarhoff, Cohen, and Burk. (2012). Setting the Stage for Improved Efficiency and Effectiveness - A Review of Victoria Police Department Operations. Centre for Public Safety and Criminal Justice Research School of Criminology and Criminal Justice University of the Fraser Valley

3.2   Fire

Fire services can be separated into two categories: professional fire departments and primarily volunteer fire departments. The professional fire departments generally have a large contingent of full-time professional fire fighters; by contrast the primarily volunteer fire departments may only have a few full-time paid professional firefighters supported by a large number of both paid and unpaid volunteers. Professional fire services are present in core municipalities (e.g., Saanich, Victoria, Oak Bay and Esquimalt). The remaining communities have primarily volunteer fire departments. Several municipalities also have shared services and mutual assistance agreements (e.g., agreements to provide assistance to neighbouring fire departments outside of municipal boundaries).

Figure 3.2 below highlight the geographic distribution of Fire and Emergency services in the region.
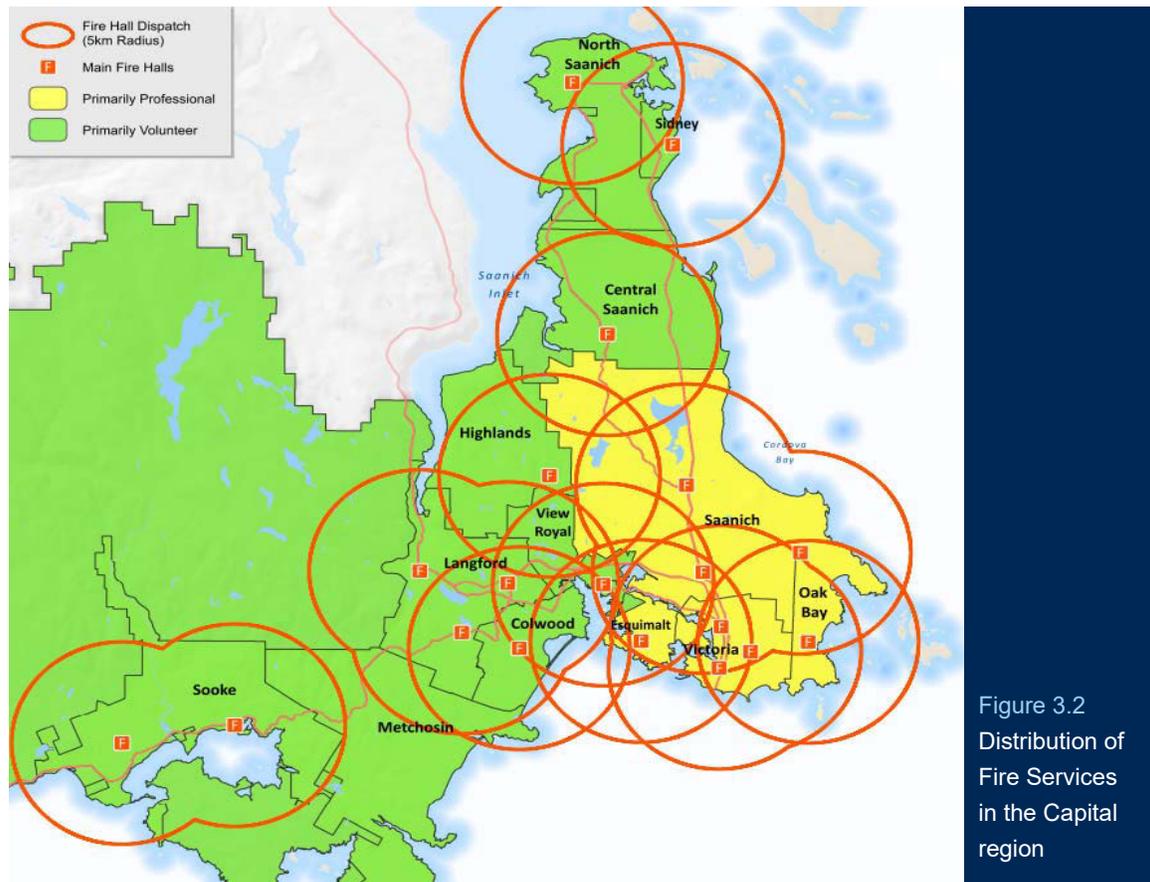
Figure 3.2
Distribution of Fire Services in the Capital region

Fire

3.2.1   Shared Sub-services

Throughout the region several specialized fire services shared between the communities with major municipalities collaborating on specialized education, prevention, and rescue services, which focus on key community-wide and region wide initiatives. These services include but are not limited to:

- Greater Victoria Fire Chiefs' Meetings
- Core Fire Chiefs' Meeting
- Greater Victoria Fire Training Officers' Meetings
- Greater Victoria Fire Prevention Officers' Meetings
- Local Government Emergency Programmers Advisory Committee
- Critical Incident Stress Management Team
- Automatic Aid Arrangement for High Rise Incident Response
- Fireworks Regulations
- Tower Crane Agreement & Tower Crane Rescue Service
- Extreme Weather Protocol
- Emergency Planning & Response
- Volunteer Support
- Hazardous Material Incident Response
- Community Wildfire Protection Plan

These shared services are generally shared among several municipalities and the CRD, with many specialized services being shared between the core municipalities of Victoria, Saanich, Esquimalt, and Oak Bay; many key services areas are shared by all local governments.

The following table **(Table 3.4)** provides an approximate comparison of how many services each municipality in the Capital region is currently sharing with at least one other municipal partner. It should be noted, that this is not an exhaustive list and that some shared services may no longer be in effect or in some cases existing agreements may have expired.

Table 3.4: Level of Sharing of Specialized Fire Services

	Number of Shared Services Municipalities Participate In	Number of Shared Services Municipalities Do Not Participate In	Participation in Shared Services Percent (%)
Central Saanich	10	10	**50%**
Colwood	11	9	**55%**
Esquimalt	13	7	**65%**
Highlands	10	10	**50%**
Langford	10	10	**50%**
Metchosin	10	10	**50%**
North Saanich	9	11	**45%**
Oak Bay	13	7	**65%**
Saanich	16	4	**80%**
Sidney	10	10	**50%**
Sooke	9	11	**45%**
Victoria	12	8	**60%**
View Royal	12	8	**60%**

3.2.2   Service Delivery Methods

Each municipality is responsible for delivering its own fire service, including staff, training, fire halls and equipment. Many municipalities have also entering into Mutual Aid Agreements to increase the efficiency and coverage of their own municipal fire squads. There are currently six Mutual Aid Agreements between Capital region municipalities (see **Figure 3.3**):

1. Mutual Aid Agreement 1 – Core Municipalities – Victoria, Oak Bay, Esquimalt, and Saanich

2. Mutual Aid Agreement 2 – Western Shore – Langford, Colwood, Highlands, View Royal, and Juan de Fuca Electoral Area A.

3. Mutual Aid Agreement 3 – Saanich Peninsula – Saanich, North Saanich, Central Saanich, and Sidney.

4. Mutual Aid Agreement 4 – Esquimalt and View Royal.

5. Mutual Aid Agreement 5 – Langford, Metchosin, and Sooke.

6. Automatic Aid Fire Agreement – Colwood and View Royal

POINTS OF CLARIFICATION

Fire

Mutual Aid Agreement

A Mutual Aid Agreement is a predetermined relationship between parties (e.g., two or more municipal fire departments or other rescue or technical resource), to mobilize emergency resources for additional emergency assistance. A Mutual Aid Agreement captures the preplanning information necessary to promote an effective and safe mutual aid response to support in the saving of lives.

POINTS OF CLARIFICATION

Direct Aid Agreement

Direct aid agreements are similar to mutual aid agreements, but they allows for a much higher degree of co-operation as they allow fire departments to respond automatically to fires outside their jurisdictions in precincts where reciprocal Direct Aid Agreements are in place.

It should be noted that several other mutual aid agreements exist for specialized services (chemical spills, high-rise rescue, etc.) some of these are listed in under shared sub-services in **Section 3.2.1**. The CRD provides fire protection services in the Electoral Areas in accordance with service establishment bylaws. Some operate with local input from CRD Advisory Commissions, while others operate under contract to the CRD. Most of the members of these community fire departments are volunteers.

Fire

Mutual Aid Agreement 1 - Core Municipalities -
Victoira, Oak Bay, Esquimalt, and Saanich

Mutual Aid Agreement 2 - Western Shore -
Langford, Colwood, Highlands, View Royal,
and Juan de Fuca Electoral Area A

Mutual Aid Agreement 3 - Saanich Peninsula -
Saanich, North Saanich, Central Saanich, and Sidney

Mutual Aid Agreement 4 -
Esquimalt and View Royal

Mutual Aid Agreement 5 -
Langford, Metchosin, and Sooke

Automatic Aid Fire Agreement -
Colwood and View Royal

Figure 3.3
Mutual
Assistance
Agreements

3.2.3   Decision Making

Elected officials in each jurisdiction make decisions in regards to Fire services. Fire services generally operate independently with the fire chiefs in each jurisdiction being responsible for delivering fire services within a budget approved by their Council. The mutual aid and fire service agreements provide the fire chiefs in each respective jurisdiction with the ability to collaborate on inter-jurisdictional operations and servicing.

3.2.4   Service Delivery Costs

The cost of delivering fire services varies widely between municipalities as outlined in **Table 3.5** (below). It should be noted the following comparison does not take into account the level of service and therefore should not be thought of as a direct comparison.

Table 3.5: Cost of Delivering Fire Services by Municipality[6]

Organizations	Total Expenditure 2015	*Population 2015	Cost Per Capita 2015*
Central Saanich*	$1,481,483	16,046	$92.33
Colwood	$1,605,677	16,955	$94.70
Esquimalt	$3,508,647	16,697	$210.14
Highlands	$166,593	2,270	$73.39
Langford	$2,836,359	37,275	$76.09
Metchosin	$471,478	4,972	$94.83
North Saanich	$905,336	10,994	$82.35
Oak Bay	$3,758,657	17,474	$215.10
Saanich	$16,106,282	110,803	$145.36
Sidney	$1,042,346	11,065	$94.20
Sooke	$1,325,170	12,181	$108.79
Victoria	$15,219,329	84,793	$179.49
View Royal	$1,263,960	10,834	$116.67

*The actual cost per capita will vary for this service as some residents may not receive fire services.

**Central Saanich was shown to have $0 in Fire Services costs in the 2015 Local Government Data Entry Forms, so estimates for Fire Services costs were retrieved from 2015 financial statements

3.2.5   Funding

Fire services are paid for by municipalities through general taxation and shared services are split between participating jurisdictions. Fire services in many jurisdictions receive substantial benefits from a high level of volunteerism, as well many department undertake fundraising opportunities to pay for equipment upgrades.

3.2.6   Summary

Municipalities in British Columbia are responsible for the provision of fire services. Fire services in the Capital region are either provided by primarily professional fire departments or primarily volunteer fire departments. The core municipalities (e.g., Saanich, Victoria, Oak Bay and Esquimalt) have primarily professional departments while the other Capital region municipalities rely on primarily volunteer forces.

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[6] Local Government Data Entry Forms. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

3.3 Emergency Planning and Response

The BC Emergency Program Act requires every municipality and regional district in the province to develop an emergency plan for disaster response and recovery in their jurisdiction. Therefore, the CRD and each municipality in the region has developed emergency plans to assist with strategic decision-making and emergency service deployment during an emergency event (e.g., flooding, extreme weather, fires, disease, earthquakes).

The CRD through the Local Government Emergency Program Advisory Commission (LG EPAC) and Regional Emergency Coordinators Advisory Commission (RECAC), works towards greater coordination of regional emergency planning.

In addition to the regional coordination efforts of the CRD the Capital Region Emergency Service Telecommunications (CREST) provides centralized emergency communications and related public safety information services to municipalities, the regional district, provincial and federal agencies, and emergency service organizations throughout the Capital region.

3.3.1 Service Delivery

Each municipality in the CRD has a local emergency plan. These plans are generally autonomous, and there is a limited degree of coordination across jurisdictions.

These plans provide basic tools to help governments and emergency service providers respond to emergencies in the region. Ideally, these plans will assist decision makers to identify refuge areas, shelters for displaced people, distribution of emergency supplies, etc.

In the CRD there are currently 11 local emergency programs that would respond during an emergency situation:

1. Metchosin Emergency Program
2. Saanich Emergency Program
3. Victoria Emergency Management
4. Sooke Emergency Plan
5. Oak Bay Emergency Program
6. Langford Emergency Preparedness
7. Esquimalt Emergency Program
8. Peninsula Emergency Management Organization (PEMO) (Central Saanich, Sidney & North Saanich)
9. View Royal Emergency Preparedness
10. Colwood Emergency Plan
11. Highlands Emergency Preparedness

Emergency Planning & Response

The CRD also has several responsibilities in regards to emergency planning in the region, including:

▶ CRD Utility/Services Emergency Planning – as a key service provider of water, sewer and solid waste services the CRD prepares emergency plans for each service area supported by the CRD's Emergency Operations Centre (EOC). Some of these responsibilities also lie with local government.

▶ Regional Resource and Information Sharing – to ensure that all local government programs for emergency management are working together, the CRD's service for Emergency Program Support helps to coordinate, support, and facilitate regional emergency planning initiatives.

▶ Personal Preparedness – the CRD also develops emergency preparedness programs to encourage emergency preparedness amongst individuals.

The Province also plays a role in assisting municipalities and the region with emergency planning. Emergency Management BC (EMBC) works with the Province to develop strong communication links between local governments, the CRD and the Provincial Emergency Program (PEP) for both emergency planning and response.

The CRD and municipalities in the region also participate in CREST, which provides emergency radio communications for 50 emergency response agencies in the Capital region. This includes fire departments, police departments and ambulance services.

3.3.2   Decision Making

Emergency plans are ultimately the responsibility of the Mayor (or designated authority) to ensure the implementation of emergency plans. At the local level the administration of emergency plans and programs is usually the responsibility of the fire chief and/or fire department.

The CRD supports regional decision making on emergency planning through a regional emergency coordination service with a mandate to provide an information and resource management system to coordinate with municipal emergency programs to support local authorities and strengthen the capacity to manage a multi-jurisdictional emergency event or regional disaster. This service is coordinated by two advisory commissions (Local Government Emergency Program Advisory Commission (LG EPAC) and Regional Emergency Coordinators Advisory Commission (RECAC)), which are engaged in working towards greater coordination of information and resources during an emergency event.

Emergency Management BC is the Province's coordinating agency for all emergency management activities, including planning, training, testing and exercising.

Decision making related to CREST is carried out by the CREST Board of Directors. CREST has 20 shareholders, each of which holds a position on the Board of Directors:

▶ BC Ambulance Service   ▶ City of Victoria   ▶ District of Sooke

▶ BC Transit   ▶ District of Oak Bay   ▶ Province of BC

...

▸ Juan De Fuca EA

▸ Salt Spring Island EA

▸ Southern Gulf Islands EA

▸ City of Colwood

▸ City of Langford

▸ District of Central Saanich

▸ District of Highlands

▸ District of Metchosin

▸ District of North Saanich

▸ District of Saanich

▸ RCMP

▸ Town of Sidney

▸ Town of View Royal

▸ Township of Esquimalt

3.3.3   Service Delivery Costs

The cost of delivering emergency planning services varies between municipalities typically based on the responsibilities associated with each jurisdiction. For regional services, such as CREST, stakeholders share in funding ongoing operations, and any additional costs relating to capital assets are contributed based on each government's a Members' Agreement.

3.3.4   Funding

Municipalities are responsible for developing and funding their own emergency plans and programs. Funds to create and maintain these plans are garnered through general taxation and provincial funding.

The CRD obtains funding for it emergency planning and preparedness programs through regional funding requisitions. The CRD also contracts with CREST to provide an emergency communications system for the region. CREST is largely funded through user agency fees applied to those organizations using the system. User fees are based on:

▸ geographic size of the area they serve,

▸ population of the area,

▸ number of radios required, and

▸ amount of radio traffic generated.

3.3.5   Summary

Emergency planning in the Capital region is done at both the local and regional level with support from the Province. The CRD plays a role in coordinating emergency planning throughout the region, as well as developing emergency preparedness programs to encourage emergency preparedness amongst individuals. Funding for the wide variety of programs in region comes from various sources, including general taxation, user fees and provincial funding.

3.4   Emergency Dispatch (9-1-1)

Emergency dispatch services are part of the continuum of emergency communications which starts with a member of the public seeking assistance, and ends when that event has been responded to and dealt with by the relevant emergency service. Emergency dispatch (9-1-1) for first responders (e.g., fire, police and ambulance services) is a shared service with seven dispatch centres in the Capital region; including three for fire (Langford - operated by the CRD out of the Langford Fire Hall, Saanich and Victoria), three for police (Saanich, Victoria and Westshore RCMP) and the BC Ambulance Service dispatch also operated in Langford.[7,8]
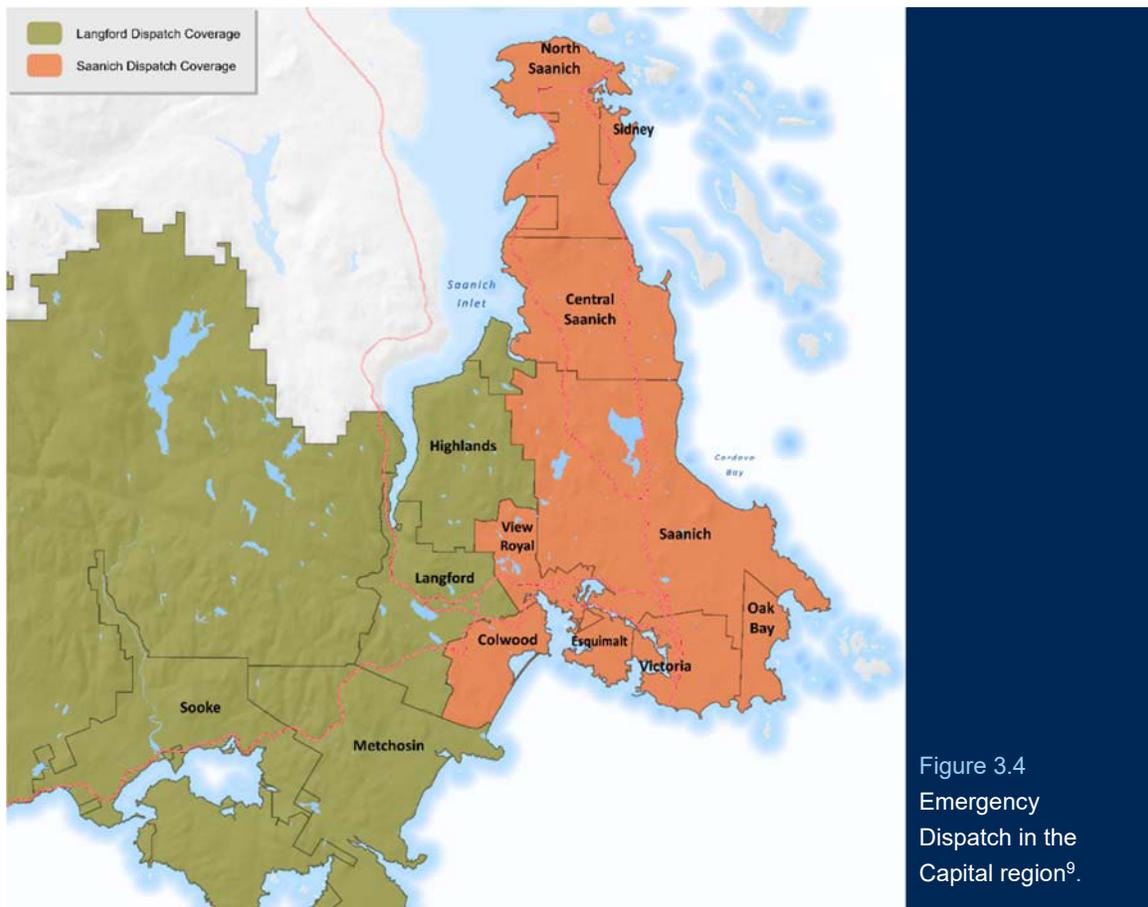
Figure 3.4 Emergency Dispatch in the Capital region[9].

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[7] The District of Saanich has its own emergency dispatch centre that receives, processes and dispatches emergency and non-emergency calls for Saanich and several municipalities (see Figure 3.4.1). It also has a back-up arrangement with E-Comm.

[8] Westshore RCMP dispatch in Langford dispatches for all Westshore municipalities policed by the RCMP and Central Saanich police.

It should be noted that back-up services for the fire dispatch are also provided through the BC Ambulance Service (BCAS) dispatch centre in Langford. Figure 3.4 (above): Highlights the current Emergency Dispatch situation in the Capital region.

Emergency
Dispatch
(9-1-1)

3.4.1   Service Delivery Methods

In British Columbia, delivery of 9-1-1 services is a local government responsibility. For the emergency dispatch fire service provided by the Regional District the CRD Board delegates' authority to the Planning, Transportation, and Protective Services Committee (PTPS) to operate emergency fire dispatch for Metchosin, Sooke, Highlands, Langford and CRD electoral areas.

The District of Saanich, under the direction of Council, delivers dispatch services to the District and client municipalities on a contract basis (i.e., Oak Bay, Esquimalt, Central Saanich, North Saanich, Sidney, Colwood, and View Royal).

In Langford, the BC Ambulance Service operates a Dispatch Centre, which manages the receipt of all 'medical emergency' 9-1-1 calls and coordinates all responses to those calls; this provides a back-up to other dispatch centres in the region.

The delivery of emergency dispatch services is highly standardized with two recognized sets of standards, those established by the National Emergency Number Association ("NENA") and those established by the National Fire Protection Association ("NFPA").

The NFPA has established comprehensive standards for 9-1-1 call taking and dispatch by emergency services. The NFPA is a professional organization which develops consensus standards for use by fire and other emergency services. Various NFPA standards already have been mandated by the Province and by WorkSafe BC for use by the fire service, so they are applied in a standardized fashion to all 9-1-1 Services.

3.4.2   Decision Making

For CRD dispatch services the Planning, Transportation, and Protective Services Committee (PTPS) makes decision in regards to emergency fire dispatch for the CRD Electoral Areas, Metchosin, Sooke, Highlands and Langford.

Elected officials through adopted bylaws make decisions regarding dispatch services operated by local governments and work with client jurisdictions to deliver dispatch services.

3.4.3   Funding

Emergency services in each jurisdiction are funded through property taxation. In many cases municipalities that contract their dispatch service through the Regional District or the District of

Emergency
Dispatch
(9-1-1)

Saanich, the amount paid varies depending on the level of service required. Generally, larger jurisdictions will pay more for emergency dispatch services, due to higher call volumes coming from these jurisdictions, as well as the costs associated with the operation of 9-1-1 services – including civic addressing and maintenance of appropriate digital mapping.

In the CRD funding for this service is provided by requisition of participating local governments and the authority is obtained through Legislation (Bylaw 3854). Further, it should be noted the CRD is going to referendum to borrow for centralized emergency dispatch centre. A 9-1-1 access fee is also charged to all customers by telecommunications carriers, a portion of which is paid to the CRD to fund the 9-1-1 system.

The emergency dispatch centre BC Ambulance Service operates is funded by the Province.

3.4.4   Summary

Dispatch services are organized by police, fire and ambulance across multiple jurisdictions with dispatch centres located in Victoria, Langford, and Saanich provide these services to municipal clients across the region. Emergency dispatch 9-1-1 services have been recognized as an area where greater integration is required and steps are being taken to consolidate this service. Local governments and the CRD are currently pursuing integrated fire/police dispatch system in conjunction with E-Comm, an Emergency Communications operator in the lower mainland.

3.5 Transportation

Within the Capital region there is a multi-modal transportation network that includes cycling, walking, and transit. Transportation services and planning in the Capital region is conducted on many levels and with varying degrees of coordination amongst local and the Province.
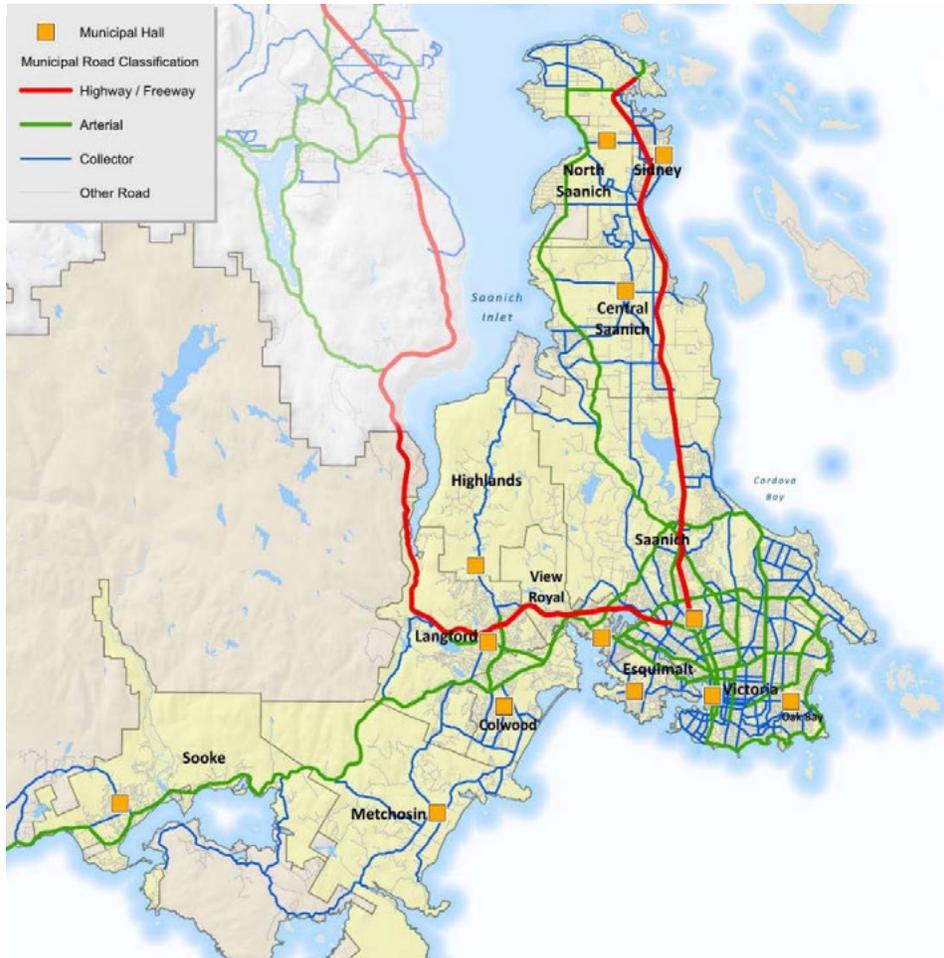

Figure 3.5
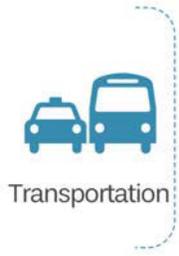Major Road
Network in the
Capital region

Transportation

Residents and businesses of the Capital region benefit from a wide array of transportation infrastructure, which includes the following services:

▸ Local Roads (municipalities)
▸ Rural Roads in Electoral Area (i.e. Unincorporated Areas) (Provincial)
▸ Provincial Highways (Provincial)
▸ BC Transit (Provincial)
▸ BC Ferries (Provincial)
▸ International Ferries (Private) Municipal Cycling and Pedestrian Infrastructure (Local)
▸ Regional Cycling and Pedestrian Infrastructure (municipalities)
▸ Airport (Victoria Airport Authority)
▸ Port (Victoria Harbour Authority

Table 3.6 (below), outlines key transportation services and which organization(s) are ultimately responsible for the delivery of this service (i.e., the primary service provider) and which organizations support the provision of these services through cooperative and/or consultative roles.

Table 3.6: Transportation Service Providers in the Capital region

	Ministry of Transportation and Infrastructure (MoTI)	CRD	BC TRANSIT	MUNICIPALITIES
Provincial Highways (e.g., Arterial Roadways)	**Primary Service Provider**	**Consultative Role**	**Cooperative Role**	**Cooperative Role**
	- Planning, design, and priority setting - Maintenance/ Operation - Regulation, oversight and funding	- Principally through planning initiatives to achieve sustainable transportation goals for the region	- Transit operations on provincial highways coordinate planning, transit priority measures and cost sharing with municipalities	- For arterial intersections and interchanges
Regional and Local Roads	**Cooperative Role**	**Consultative/ Cooperative Role**	**Cooperative Role**	**Primary Service Provider**
	- Planning for integration of highway network with local road networks	- Principally through strategic planning initiatives e.g., corridor study, RGS, Pedestrian and Cycling plans	- For transit operating on municipal arterial roads	- Planning, design, and priority setting - Operation/ Maintenance - Regulation, Oversight & Funding (tax base, government grants, etc.)
	Cooperative Role	**Consultative / Cooperative Role**	**Primary Service Provider**	**Cooperative Role**

Transportation

	Ministry of Transportation and Infrastructure (MoTI)	CRD	BC TRANSIT	MUNICIPALITIES
Regional Transit Network	- For transit operating on provincial highways - Contribution of capital and operating funds	- Principally through strategic planning initiatives e.g., Regional Growth Strategy (RGS), Pedestrian and Cycling plans	- Planning, design, and priority setting - Operation/Maintenance - Regulation/Oversight - Set budgets, service levels and fares	- Principally through transit route planning initiatives, maintenance of bus stops and shelters and property tax contributions to transit operating
	Cooperative Role	**Consultative/ Cooperative Role**	**Primary Service Provider**	**Cooperative Role**
Regional Multi-Use Trails	- Leases Galloping Goose right of way to CRD	- Planning, design, operation, maintenance, regulation, oversight and funding of trail system (Galloping Goose, E & N Trail, and parts of the Lochside Trail)	- Supports the integration of active modes of transportation with transit	- Principally through route planning initiatives and integrating local trails and cycling routes into the regional system.
	Consultative Role	**Primary Service Provider**	**Consultative Role**	**Primary Service Provider**
Land Use Adjacent to Regional Corridors & Network Node	- Principally through policy guidelines and approvals of development applications adjacent to highway corridors	- Principally through land use and transportation policy planning, RGS and EA OCPs	- Principally through transit supporting land use policies recommended in transit plans	- Principally through approval authorities set out in Official Community Plans, zoning bylaws, municipal property taxes & development contributions

3.5.1 Service Delivery Methods

3.5.1.1 Municipalities

Municipalities provide local transportation services and planning, as well as planning support and funding for regional and provincial transportation initiatives. Core municipal transportation responsibilities include:

- ▶ Local roads and bridges
- ▶ Local pedestrian infrastructure (i.e., sidewalks, street lighting, cycling lanes, etc.)
- ▶ Transit route planning and bus shelters
- ▶ Operations and maintenance of local transportation infrastructure
- ▶ Transportation planning

The cost of these services (see **Table 3.7**) vary widely between municipalities depending on the size of the community and the amount of transportation infrastructure that needs to be maintained. The cost of delivering local transportations services in outlined in the table below.

Table 3.7: Cost of Delivering Local Transportation Services by Municipality[10]

Organizations	Total Expenditure 2015	Population 2015	Population Density (ppl. per km^2)	Cost Per Capita 2015
Central Saanich	2,583,157	16,046	388	$160.98
Colwood	3,208,814	16,955	960	$189.25
Esquimalt	2,445,400	16,697	2358	$146.46
Highlands	176,249	2,270	60	$77.64
Langford	7,212,574	37,275	899	$193.50
Metchosin	560,445	4,972	70	$112.72
North Saanich	2,115,322	10,994	295	$192.41
Oak Bay	2,743,610	17,474	1659	$157.01
Saanich	15,392,388	110,803	1071	$138.92
Sidney	2,408,408	11,065	2161	$217.66
Sooke	1,260,449	12,181	215	$103.48
Victoria	16,794,046	84,793	4355	$198.06
View Royal	2,211,667	10,834	754	$204.14

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[10] Local Government Data Entry Forms. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

3.5.1.2 Capital Regional District (CRD)

The CRD provides several regional transportation services and provides a consultative role in transportation planning for major roads, pedestrian networks and cycling infrastructure in regionally significant transportation corridors. Though it should be noted that Regional Districts do not maintain roads as municipalities do.

To support regional transportation initiatives and coordinate infrastructure investments the CRD has recently completed a Regional Transportation Plan (RTP) and a Pedestrian and Cycling Master Plan (PCMP). The CRD's priority is to support multi-modal travel along major transportation corridors and a key transportation service the CRD provides is the regional trail network, which includes the Galloping Goose, the E & N Trail, and parts of the Lochside Trail.

Figure 3.6
Regional
Transportation
Facilities

Transportation

The CRD works with provincial and municipal partners to advance the actions of the RTP and PCMP. The CRD is authorized to provide planning and policy support through an existing Regional Information Service mandate, as well as a management role for regional trails under the CRD Parks and Environmental Services mandate.

While the CRD's jurisdiction for implementing projects is limited to the Regional Trail System, the PCMP identifies projects to be undertaken by municipal jurisdictions as regional priorities. Under the PCMP the CRD hopes to work with municipalities to support funding applications and promote the development of these projects. The PCMP provides a multi-modal priority project list was developed to identify locations within the primary inter-community (PIC) network where projects cross municipal boundaries and benefit the larger regional community. Priority projects identified by the PCMP are broken down by municipality and shown in the table below.

Table 3.8: Regional Transportation Facilities

Community	Bike Lanes Projects Total (km)
Central Saanich	17.3
Colwood	7.6
Esquimalt	3.1
Highlands	0
Langford	4.0
Metchosin	10.1
North Saanich	14.6
Oak Bay	2.5
Saanich	49
Sidney	0.6
Sooke	14.9
Victoria	22.7
View Royal	0.65

As shown by **Table 3.8** above, the proposed priority project list presented in the CRD's PCMP has shown that there is a wide range of spending requirements assigned to municipalities in the region.
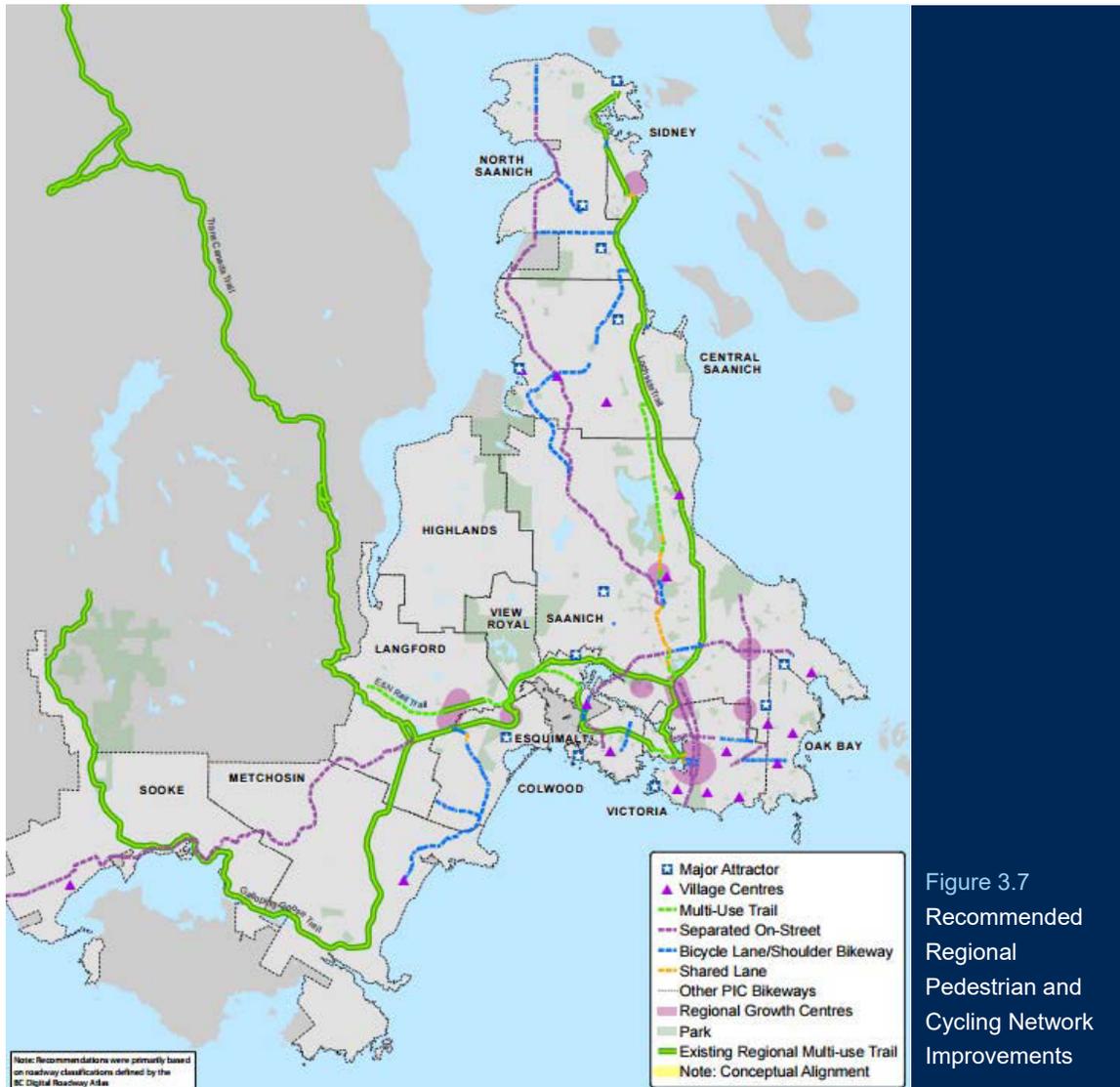
Figure 3.7
Recommended
Regional
Pedestrian and
Cycling Network
Improvements

3.5.2   Provincial Responsibilities

The Province is responsible for several key transportations services in the region, including the

- Victoria Regional Transit System (BC Transit);
- Regional Ferry System (BC Ferries);
- Rural Roads (Ministry of Transportation and Infrastructure); and
- Arterial Highways (Ministry of Transportation and Infrastructure).

These key provincial transportation services are essential for movement throughout the CRD and Vancouver Island, and between Vancouver Island and mainland British Columbia.
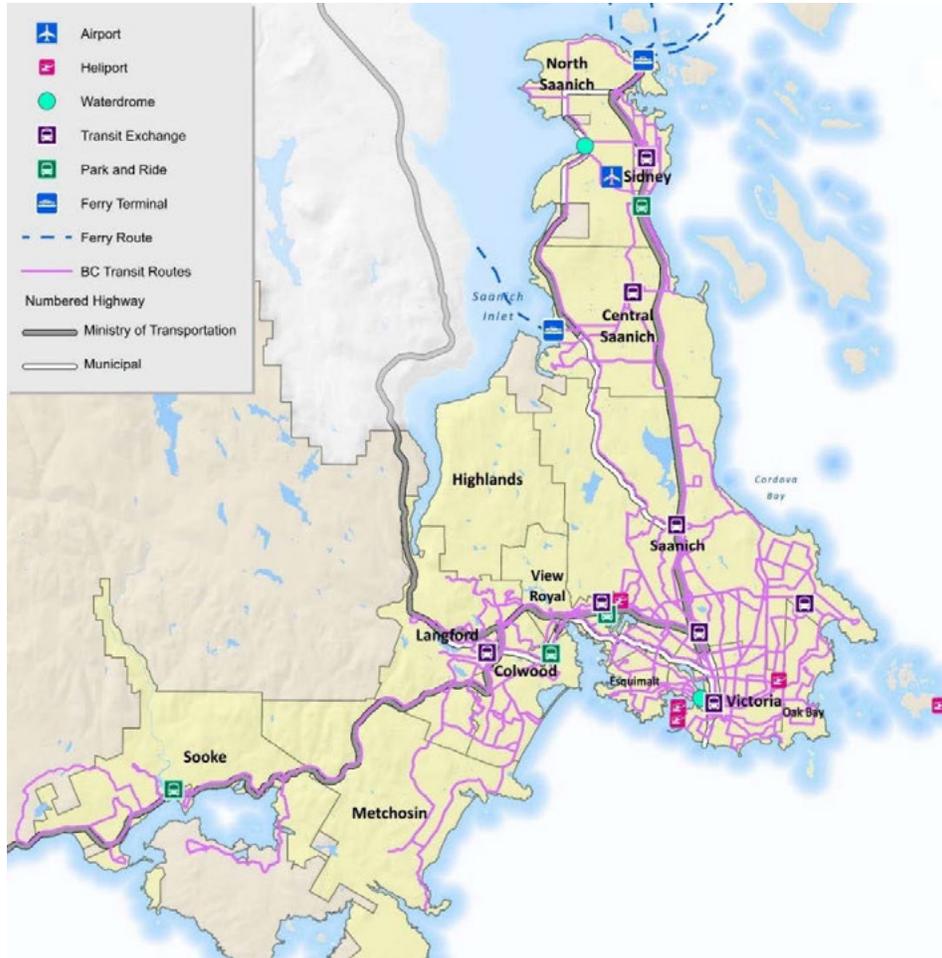
Transportation

Figure 3.8
Other
Transportation
Facilities in the
Capital region

3.5.2.1 Victoria Regional Transit System – BC Transit

BC Transit operates the Victoria Regional Transit System under the direction of the Victoria Regional Transit Commission (VRTC). The VRTC is responsible for establishing route configurations, transit service levels, and setting fares. Importantly, the VRTC also makes recommendations in regards to the annual operating budgets and capital spending, as well as how much municipalities should contribute toward regional transit costs.

BC Transit is also responsible for developing and maintaining key transit stations (i.e., park-and-ride and transit exchanges) as transportation hubs where motorists, bicyclists and pedestrians tend to travel to access transit. Key park-and-ride and transit exchanges in the CRD include:

- Beacon Avenue - Patricia Bay Highway (Sidney Exchange)
- McTavish Road - Patricia Bay Highway (Airport Exchange)
- Mount Newton Cross Road - Patricia Bay Highway (Mount Newton Exchange)
- Keating Cross Road - Patricia Bay Highway (Central Saanich Exchange)
- View Royal Exchange
- Helmcken (Victoria General)
- Langford Transit exchanges include:
- Saanich Centre (Town and Country)
- Downtown
- University Heights
- Colwood

Finally, BC Transit is currently working to develop a Bus Rapid Transit (BRT) network, which will provide links between the Westshore, Uptown, and downtown Victoria. This is the next phase in developing an integrated and comprehensive regional transit system.

3.5.2.2 Highways (MoTI)

The Ministry of Transportation and Infrastructure (MoTI) is responsible for the operation and maintenance of all highways throughout the Province, as well as local roads in unincorporated areas. The Ministry also plays a cooperative role in enhancing and integrating local road and transportation networks with the Provincial Highway Systems. Key provincial highways in the Capital region, include:

- Highway 17 (Patricia Bay Highway) serves as the primary north-south corridor supporting inter-municipal travel between the core area and the Peninsula. Hwy 17 is the responsibility of Victoria south of Tolmie Avenue.
- Highway 1 (TransCanada Highway) serves as the primary east-west corridor, supporting travel between the Downtown and the Westshore communities before continuing up-island. Hwy 1 is the responsibility of Victoria south of Tolmie Avenue.

▶ Highway 14 (Island Highway) serves as the primary corridor to and from Metchosin, Juan de Fuca and Sooke, with connections to Langford and Colwood.

These provincial highways are the primary road connections between municipalities in the CRD. Currently, these highways are undergoing various improvement to relieve congestion and facilitate improved traffic flow between the core municipalities and the suburbs.

It should be noted, that MoTI also coordinates with BC Transit in regards to transit services operating on provincial highways and works with local municipalities to facilitate development along provincial highway corridors

3.5.2.3   BC Ferries

In 2003, BC Ferries was transformed from a Crown corporation into an independent, commercial organization and is now governed by an independent board of directors appointed by the B.C. Ferry Authority. The regional ferry system functions as a key part of the Province's highway network. BC Ferries is responsible for operating ferries throughout the province, including year-round vehicle and passenger service on 24 routes to 47 terminals, with a fleet of 34 vessels.[11] This system is critical to the Capital region and Vancouver Island's transportation network, and represents the region's key connection to mainland British Columbia.

The region's main ferry terminal is located at the north tip of the Saanich Peninsula at Swartz Bay. The Swartz Bay Ferry terminal connects Vancouver Island to the Gulf Islands and the BC mainland at Tsawwassen. The Swartz Bay – Tsawwassen ferry route transported 1,867,592 vehicles and 5,962,339 passengers in 2015.[12]

It should also be noted, that two private ferry services with operate in the region providing transportation to the United States from ferry terminals in Sidney and the inner harbor in Victoria.

3.5.3   Decision Making

Municipalities have decision-making powers in regards to local roads, cycling networks and pedestrian infrastructure, and elected officials in each jurisdiction can make decisions in regards to those services. This includes investments in regional transportation infrastructure.

The CRD has limited decision-making powers except with regards to the regional trail system, for which it is mandated to operate, maintain and enhance. The Province has independent decision-making powers and may make decisions in regards to provincial investments in highway and road infrastructure, though it generally coordinates with local municipalities in this respect. BC Transit under the direction of the VRTC makes decision regarding investments in transit and transit

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[11] BC Ferries. (2016). Corporate Profile. http://www.bcferries.com/about/More_Information.html

[12] BC Ferries. (2016). Traffic Statistics System. http://www.bcferries.com/about/traffic.html

infrastructure. The VRTC is appointed by the Lieutenant Governor in Council from persons holding elected office, chosen from municipalities specified in the BC Transit Act.

3.5.4 Funding

The Province, BC Transit and local governments own, operate and maintain the majority of their own infrastructure, much of which is funded through general taxation. However, there is a substantial amount of funding for transportation in the Capital region provided to local governments by senior government at the provincial and federal level through mechanisms like the federal gas-tax fund.

Projects of regional significance, which cross local government jurisdictions, are generally funded with municipal funds with cost divisions being done on a case by case basis between local governments. With regional transportation investments, there are opportunities for local governments, the CRD and senior governments to coordinate potential funding streams to support these regional transportation initiatives. For example, BC Transit coordinates with municipalities on spending for transit services.

It should be noted that the CRD and municipalities also have the option of imposing Development Cost Charges (DCCs) on new development or other cost recovery mechanisms as a means of raising funding for transportation projects that support new growth in the region.

3.5.5 Summary

Communities within the CRD are experiencing significant growing demands and changing needs in regards to transportation services. A high-level of coordination at the regional level is required to advance many of the required regional transportation initiatives. Currently, the region does not have a regional transportation authority, so local governments, the CRD and the Province coordinate with each other on an ad-hoc basis. Moving forward, the CRD has proposed that there is a need for greater coordination on transportation issues at the regional level as to integrate planning, leverage partnerships and maximize funding.

3.6   Water

Water infrastructure in the Capital region is a vital service found in all thirteen municipalities. The CRD is responsible for water supply infrastructure, reservoirs and in some areas water distribution services. Municipalities in the region are responsible for providing the distribution and storage infrastructure required to connect into the CRD trunk mains. **Figure 3.9** and **Table 3.9 (below)**, highlight the role of various government entities in providing water infrastructure services in the Capital region.
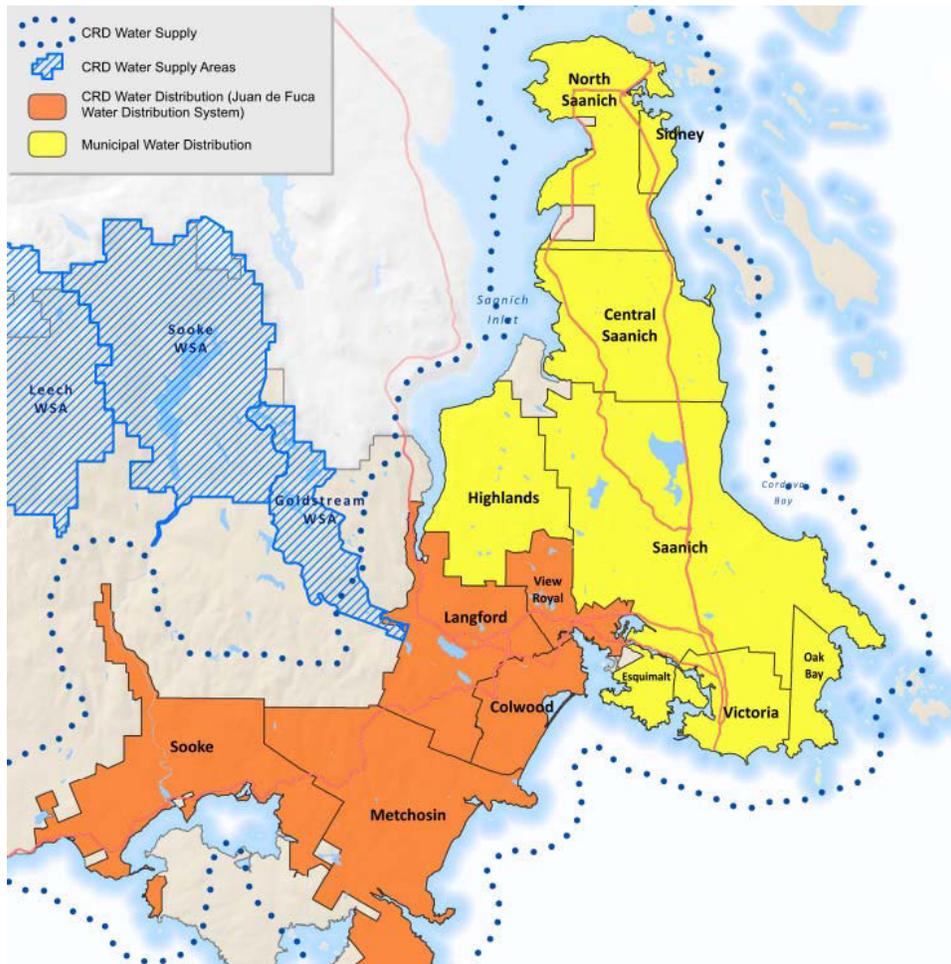

Figure 3.9
Capital region
Water
Infrastructure
Service

Table 3.9: Capital region Water Infrastructure Service Providers

	CRD	MUNICIPALITIES
	Primary Service Provider	**Cooperative Service Provider**
Water	- The CRD supplies potable water to the whole region. The CRD owns and manages three reservoirs and their surrounding watershed lands. It also owns and manages the water supply trunk mains in the peninsula and core. - The CRD provides both water supply and water distribution for the western shore communities through the Juan De Fuca Water Distribution System (JDFWDS). These municipalities include: Sooke, Langford, Colwood, Metchosin, View Royal and a portion of Highlands (the majority of the community is on wells).	- Most municipalities in the CRD own and operate their own water distribution systems, which connect to CRD regional trunk mains. These municipalities include: Victoria, Saanich, North Saanich, Sidney, Central Saanich, Oak Bay and Esquimalt. - The City of Victoria operates the water distribution systems for both the City of Victoria and the Township of Esquimalt.

As shown by **Table 3.9**, the provision of water infrastructure services in the Capital region is primarily carried out by local municipalities in coordination with the CRD. At the local level the majority of municipalities in the region have developed water master plans that outline local infrastructure needs related to water. Water infrastructure planning carried out by local governments is supported by regional infrastructure planning carried out by the CRD, which maintains and operates several sub-regional water supply and distribution services. The CRD also manages the Greater Victoria Water Supply Area is located northwest of the City of Victoria, which is comprised of 20,550 hectares of forested land in the Sooke, Goldstream, and Leech watersheds.

3.6.1   Service Delivery Methods

3.6.1.1   Capital Regional District (CRD)

Each municipality in the Capital region receives its water supply from the CRD regional reservoirs and water supply mains. The CRD supplies water through three sub-regional water systems, which tie into local water systems. Sub-regional services, include:

1. Juan de Fuca Water Distribution Systems (JDFWDS) – supplies water to the Western Shore communities of Sooke, Metchosin, Colwood, Langford, View Royal and a small portion of South Highlands. In total the JDFWDS has 481 km of water mains. The Juan de Fuca Water Distribution Commission oversees the design, construction and operation of the water system which is run by CRD Integrated Water Services.

2. Core Water System – the CRD supplies water to the core municipalities of Saanich, Victoria & Esquimalt (the City of Victoria owns and maintains the Esquimalt waterworks system) and Oak Bay who each maintain and operate their own water infrastructure. The District of

Water

Saanich maintains the largest water system in the region, it includes 547 km of water mains, 29,700 water services, 4 reservoirs, 18 pumping stations, 7,916 valves and 2,260 fire hydrants.

3. Saanich Peninsula Water System – supplies water to the three peninsula communities of Central Saanich, Sidney and North Saanich. CRD Integrated Water Services is overseen by the Saanich Peninsula Water Commission which guides the management of the system, including design, construction and operation. The water system consists of approximately 46 kilometres of water supply mains, nine balancing reservoirs, nine pumping stations, two pressure reducing stations, nine supply meters and two re-chlorination stations.

It should also be noted, that the CRD is also responsible for water distribution in the JDFWDS, and operates a large distribution network directly on the behalf of partner municipalities. Another key strategic role of the CRD is managing the Sooke Lake Reservoir as a primary water supply source and the Goldstream and Leech watersheds and reservoir systems as secondary supply sources.

3.6.1.2   Municipalities

Municipalities provide local water infrastructure services and planning, and cooperate on regional infrastructure initiatives. The cost of water services varies between municipalities depending on the amount of infrastructure that needs to be maintained. The cost of delivering local infrastructures services is outlined in **Tables 3.10** (below).

Table 3.10: Cost of Delivering Water Infrastructure Services by Municipality[13]

Organizations	Total Water Expenditure 2015	Population 2015	Cost Per Capita Water 2015*
Central Saanich	$3,716,097	16,046	$231.59
Colwood**	$2,990,227¤	16,955	$176.36
Esquimalt***	$2,611,578	16,697	$156.41
Highlands****	$0.00¤	2,270	$0.00
Langford**	$6,573,914¤	37,275	$176.36
Metchosin**	$876,875¤	4,972	$176.36
North Saanich	$2,565,404	10,994	$257.70
Oak Bay	$2,809,905	17,474	$173.81
Saanich	$12,939,866	110,803	$135.81
Sidney	$1,853,511	11,065	$185.16
Sooke**	$2,148,272¤	12,181	$176.36
Victoria***	$11,835,042	84,793	$139.58
View Royal**	$1,910,712¤	10,834	$176.36

* The actual cost per capita will vary for this service as some residents may not be connected to a water system.

** Water services operated by the CRD and paid for through agreements between participating municipalities and their residents in the Juan de Fuca Water Distribution System (JDFWDS).

*** The City of Victoria operates the water distribution systems for both the City of Victoria and the Township of Esquimalt. Per capita rate based on $15,874,411 in expenditures in 2015.

**** The majority of the District of Highlands is on wells and does not pay for water.

¤ JDFWDS communities pay a user fee based on metred water consumption. The following represents a board per capita estimate based on a 2015 budget of $14,500,000 to operate the system. The population of Highlands was not included in this estimate

As shown in **Tables 3.10** (above), municipalities with lower population densities generally have higher per capita water infrastructure costs.

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[13] Local Government Data Entry Forms. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

Water

3.6.2   Decision Making

The CRD is responsible for the operation and maintenance of the regional components of three water systems. These systems are each governed by a commission, which over sees decision making related to each water service. The Board of Directors for each commission is generally made up of elected officials from participating municipalities. A list of the key commissions and committees associated with water services is listed below:

- Saanich Peninsula Water Commission
- Juan de Fuca Water Distribution Commission
- Regional Water Supply Commission

3.6.3   Funding

Projects with a regional significance that cross two or more local government jurisdictions are generally funded with municipal funds collected through general taxation and fees such as Development Cost Charges (DCCs), with cost divisions being done on a case by case basis between local governments. There is also a substantial amount of funding for infrastructure in the Capital region provided to local governments by senior governments at the provincial and federal level through mechanisms like the federal gas-tax fund.

3.6.4   Summary

Regional water services are delivered to every community in the Capital region through municipal partnerships with the CRD. The CRD is responsible for the coordination and administration of regional water supply, storage and distribution services. The regional water services provided by the CRD are supported by local water infrastructure provided by municipalities. The cost of operating local water services varies widely, but in general core municipalities have a lower cost per capita for these services.

3.7   Sewer

Sewer infrastructure in the Capital region is an important service found in eleven of the thirteen Capital region municipalities; though only in a portion of Colwood. The CRD is mostly responsible for sewer trunk collection and wastewater treatment systems. Municipalities in the region are responsible for providing the collection infrastructure required to connect into the CRD's trunk sewer system. **Figure 3.10** and **Table 3.11 (below)**, highlight the location and distribution of sewer systems and services in the Capital region.

Figure 3.10 Capital region Sewer Infrastructure Service

Table 3.11: Capital region Sewer Infrastructure Service Providers

MUNICIPALITIES	
Cooperative Service Provider	Primary Service Provider
The CRD operates two sewer systems in the region: - The peninsula system, which services the communities of North Saanich, Central Saanich and Sidney, provides regional trunk collection and secondary wastewater treatment infrastructure. - The core sewer system provides services to Langford, Colwood (portion of only), View Royal, Victoria, Saanich, Esquimalt and Oak Bay. This system includes regional trunk infrastructure and basic screening. The CRD is currently in the process of developing tertiary wastewater treatment facility in Esquimalt.	- The core and peninsula municipalities provide sewer collection infrastructure, which connects to CRD regional sewer trunk infrastructure and wastewater treatment facilitates. - Sooke operates its own sewer system and wastewater treatment facility independently - Metchosin, Highlands and the Juan de Fuca Electoral area do not currently have sewer infrastructure.

As shown by **Table 3.11**, the planning and provision of sewer infrastructure services in the Capital region are conducted on both the municipal and regional levels with a high degree of coordination amongst local and regional governments. At the local level several of municipalities in the region have developed sewer master plans that outline local infrastructure needs related to sewer. Sewer infrastructure planning carried out by local governments is supported by regional infrastructure planning carried out by the CRD, which maintains and operates two sub-regional sewer collection services. It should be noted that only the peninsula system currently has wastewater treatment.

3.7.1   Service Delivery Methods

3.7.1.1   Capital Regional District (CRD)

As discussed, the CRD maintains two sub-regional trunk sewer systems that collect wastewater from homes and businesses around the region for treatment and disposal. The CRD's regional trunk system supports municipal sewer pipes, which move wastewater from local businesses, residence and institutions to the CRD's regional trunk systems. The majority of municipalities in the CRD maintain a municipal sewer system; Highlands and Metchosin are the only municipalities without a sewer system. All municipal sewer systems, with the exception of Sooke, are connected to the regional trunk sewer system, which is designed, constructed and maintained by the CRD.

> ▶ The regional trunk system is connected to the core communities of Langford, Colwood, View Royal, Esquimalt, Saanich, Oak Bay and Victoria. Sewage produced by these communities is currently only screened and not treated before being released into the ocean via outfalls at Macaulay Point and Clover Point. The Macaulay point Outfall conveys wastewater from Colwood, Langford, View Royal, Esquimalt, Saanich and Victoria. The Clover point outfall conveys wastewater from Oak Bay, Saanich and Victoria. Recent regional discussions on sewer have focused on the development of a tertiary wastewater treatment facility at McLoughlin Point to treat and re-purpose effluent

Sewer

before it is discharged back into the environment; this project is expected to be initiated in the near future. It should also be noted only a portion of Colwood is serviced by sewer

▶ A sewer system also exists on the Saanich peninsula, which serves North Saanich, Sidney and Central Saanich. The peninsula system is connected to a wastewater treatment plant that provides secondary sewage treatment.

▶ Sooke independently maintains and operates its own sewer system, which is connected to a wastewater treatment facility that provides secondary sewage treatment.

In total, there are 106 connections between municipal sewer pipes and the regional trunks provided by the CRD. Each municipality adds a different percentage of total wastewater flows into the system with Victoria adding the largest percentage of total municipal flow volume with 41%, while View Royal takes up the least at 1.7%.

3.7.1.2   Municipalities

Municipalities in the Capital region, with the exception of Highlands and Metchosin, provide local sewer infrastructure services and planning, and cooperate on regional sewer infrastructure initiatives. Key municipal infrastructure responsibilities include primarily sewer collection and planning. The cost of these services varies widely between municipalities and depending on the amount of infrastructure that needs to be maintained. For example, municipalities connected to the core sewer system do not currently pay the substantial costs associated with wastewater treatment. It should also be reiterated that only a portion of Colwood is serviced by sewer. The cost of delivering local infrastructures services is outlined in **Table 3.12** (below).

Table 3.12: Cost of Delivering Sewer Infrastructure Services by Municipality[14]

Organizations	Total Sewer Expenditure 2015	Population 2015	Cost Per Capita 2015*
Central Saanich	$2,134,370	16,046	$133.02
Colwood	$976,521	16,955	$57.59
Esquimalt	$527,158	16,697	$31.57
Highlands	$0	2,270	$0.00
Langford	$114,407	37,275	$3.07
Metchosin	$0	4,972	$0.00
North Saanich	$1,379,951	10,994	$125.52
Oak Bay	$1,948,318	17,474	$111.50
Saanich	$11,732,133	110,803	$105.88
Sidney	$1,777,336	11,065	$160.63
Sooke	$1,486,186	12,181	$122.01
Victoria	$3,338,498	84,793	$39.37
View Royal	$306,486	10,834	$28.29

*The actual cost per capita will vary for this service as some residents may not connect to the local sewer system (e.g., only of portion of Colwood is serviced by a sewer)

3.7.2   Decision Making

The CRD is responsible for the operation and maintenance of the regional components of two sewer systems; the Saanich Peninsula and core systems. These systems are governed by a number of commissions, which oversee each sewer service. The Board of Directors for each commission are generally made up of representatives and elected officials from participating municipalities. A list of the key commissions and committees associated with each service is listed below:

▸ The Saanich Peninsula Wastewater Committee
▸ Core Area Liquid Waste Management Committee
▸ Core Area Wastewater Treatment Program Commission
▸ Core Area Wastewater Treatment Project Board

It should be noted, that the Core Area Wastewater Treatment Program Commission and Core Area Wastewater Treatment Project Board are overseeing the future development of a tertiary wastewater treatment facility at McLoughlin Point in Esquimalt.

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[14] The actual cost per capita will vary for this service as some residents may not connect to the local sewer system (e.g., Only of portion of Colwood is serviced by a sewer)

3.7.3   Funding

Sewer projects of a regional significance that cross local government jurisdictions are generally funded with municipal funds collected through general taxation and fees such as Development Cost Charges (DCCs), with cost divisions being done on a case by case basis between local governments. For regional infrastructure investments, there are opportunities for local governments, the CRD and senior governments to coordinate potential funding streams to support these regional infrastructure initiatives. For example, funding from senior governments is currently being used to build the proposed tertiary wastewater treatment facility at McLoughlin Point in Esquimalt. In general, there is a substantial amount of funding for infrastructure in the Capital region provided to local governments by senior governments at the provincial and federal level through mechanisms like the federal gas-tax fund.

3.7.4   Summary

The CRD is responsible for the coordination and administration of regional sewer services (i.e. regional trunk systems and wastewater treatment facilities) and it also plays a role in the coordination of liquid waste management. Municipalities provide local sewer collection infrastructure. The regional services provided by the CRD are supported by local sewer collection infrastructure provide by municipalities. CRD sewer services are provided to every community, except Metchosin, Highlands, and a portion of Colwood, which do not have sewer services. The CRD also does not provide services to the District of Sooke, which maintains its own system.

3.8   Stormwater Management

Stormwater management is carried out in some degree by all thirteen municipalities. The CRD supports Stormwater Quality Management initiatives in the eleven largest municipalities under three liquid waste management plans. Municipalities in the region are responsible for providing the infrastructure required to manage stormwater in their jurisdictions. However, through provincial mandate the CRD can regulate what can be discharged into stormwater systems. **Figure 3.11** and **Table 3.13 (below)**, highlight the role of various government entities in providing stormwater management services in the Capital region.
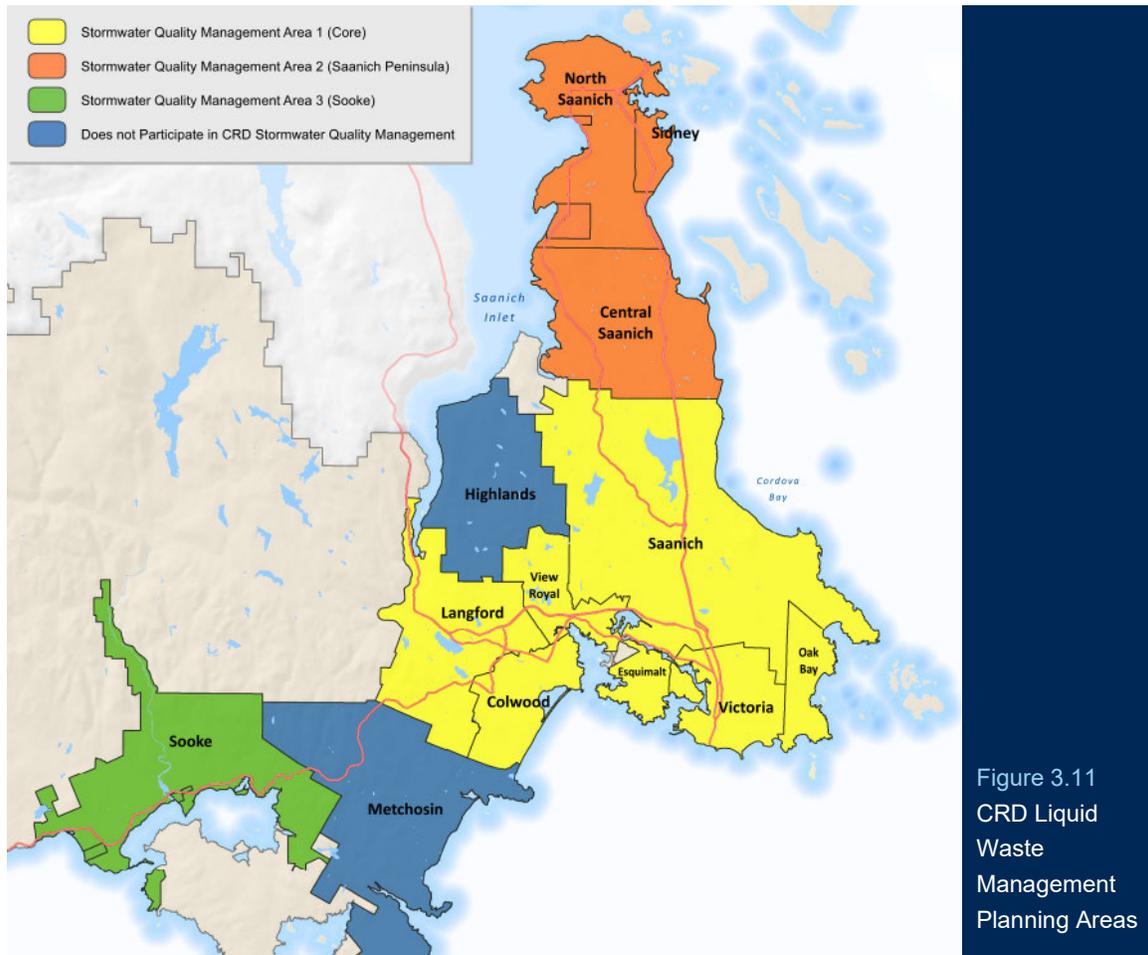
Figure 3.11
CRD Liquid Waste Management Planning Areas

Table 3.13: Capital region Stormwater Service Providers

CRD	MUNICIPALITIES
Cooperative Service Provider	**Primary Service Provider**
The CRD collaborates with municipalities on Stormwater Quality Management and facilitates liquid waste management planning and annual reporting in three sub-regional areas: - Peninsula – North Saanich, Sidney, and Central Saanich - Core Area – Saanich, Victoria, Langford, Esquimalt, Oak Bay, Colwood, View Royal - Sooke	- Municipalities work with the CRD to plan and mange stormwater and waste water, but are responsible for the development of municipal infrastructure in their jurisdictions. - Metchosin and Highlands do not participate in the CRD stormwater Management, but manage stormwater within their respective jurisdictions.

As shown by **Table 3.13**, the planning and provision of stormwater management in the Capital region is coordinated by the CRD and carried by local governments. At the local level the majority of municipalities in the region have developed infrastructure masters plans that outline local infrastructure needs related to stormwater. Infrastructure planning carried out by local governments is often supplemented or reinforced by regional infrastructure planning carried out by the CRD. Service Delivery Methods

3.8.1.1   Capital Regional District (CRD)

BC Regulation 65/90 provides the CRD with the direct authority to regulate what can be discharged into municipal stormwater systems; however, the CRD only provides stormwater source control though this services for the Peninsula.[15] The CRD's Integrated Watershed Management Program (IWMP) works with municipalities, First Nations and the community to maintain a healthy environment. CRD Stormwater Quality Monitoring and reporting is provided strictly on a service contract basis within the Integrated Watershed Management Program as a service for all municipalities (except Sooke, Highlands and Metchosin), under three liquid waste management plans (Core Area and Saanich Peninsula). The liquid waste management plans are implemented through bylaws each covering different areas of Greater Victoria:

- Core Area (Colwood, Esquimalt, Langford, Saanich, Oak Bay, Victoria, View Royal) (Bylaw 2567)
- Saanich Peninsula (Central Saanich, North Saanich, Sidney) (Bylaw 3642)
- Victoria and Esquimalt Harbours, Esquimalt Lagoon, Gorge Waterway and Portage (Bylaw 3743)

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[15] Note: When local governments can collectively agree on regulations and standards like in the case of stormwater there are legislative tools that help to facilitate those actions.

Stormwater
Management

These bylaws enable stormwater quality management services and are derived from the liquid waste management plans (in the Core Area and Saanich Peninsula) and the minimum requirements for those services as defined in those plans.

3.8.1.2   Municipalities

At the municipal level, local government are responsible for the planning and development of infrastructure required to manage stormwater in their jurisdictions. Further, communities engaged in Stormwater Quality Management at the regional level must adhere to the minimum requirements for those services as defined in the applicable liquid waste management plans and associated bylaws and defined by the CRD through BC Regulation 65/90. Unfortunately, there is a wide variation in how municipalities manage stormwater, with some municipalities failing to conduct the necessary drainage and stormwater upgrades required to adequately address stormwater run-off.

3.8.2   Decision Making

The IWMP, the body responsible for coordinating regional Stormwater Quality Management, reports to the CRD's Environment Services Committee, Saanich Peninsula Wastewater Commission, and District of Sooke Council. These organizations oversee regional Stormwater Quality Management. The Board of Directors for the CRD's Environment Services Committee and Saanich Peninsula Wastewater Commission are made up of representatives and elected officials from participating municipalities. Each local government is responsible for their own delivery of storm water planning and infrastructure.

3.8.3   Funding

The Integrated Watershed Management Program's budget is provided through an annual CRD tax requisition. Projects within local government jurisdictions are generally funded with municipal funds collected through general taxation and fees such as Development Cost Charges (DCCs), with cost sharing for inter-jurisdictional projects being done on a case by case basis between local governments.

3.8.4   Summary

The CRD is responsible for the coordination of regional Stormwater Quality Management services and plays a substantial role in the coordination of liquid waste management planning. The regional stormwater planning initiatives guided by the CRD are supported by local stormwater infrastructure planning and development provided by municipalities. Only Metchosin and Highlands are not involved in regional Stormwater initiatives.

3.9 Recreation

Recreation, arts and cultural services are provided on the local and sub-regional scales with several municipalities sharing sub-regional recreation facilities, notably the Westshore Parks & Recreation Complex, Panorama Recreation Center / Peninsula Community Recreation, and the Sooke Electoral Area Parks and Recreation Commission (hereafter referred to as SEAPARC) in Sooke. Major institutional entities also provide recreation facilities to the general public (e.g., UVIC, Royal Roads, Camosun Collage, Canadian Forces Base (CFB) Esquimalt, etc.). Arts and culture are also components covered under recreation and operated through the CRD and supported by 8 of the 13 municipalities.
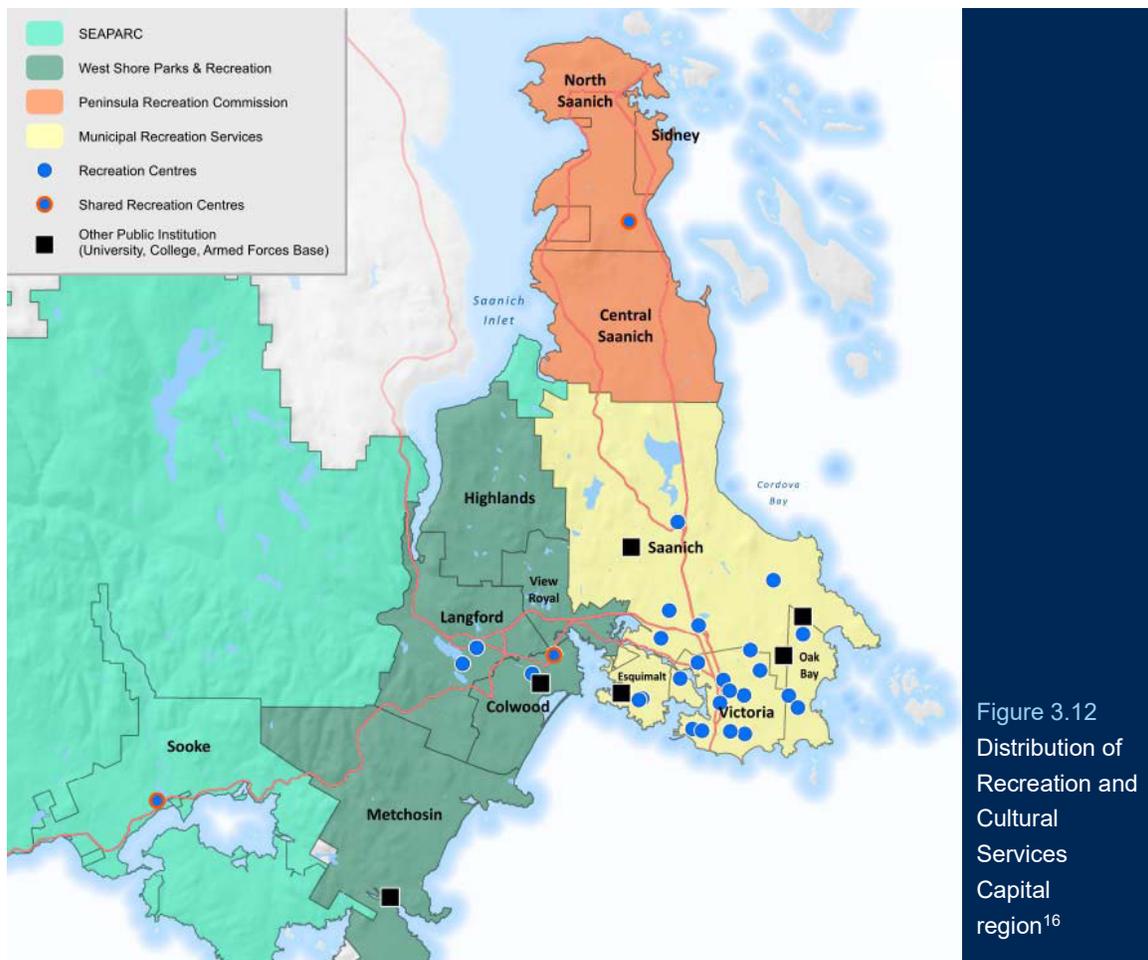

Figure 3.12 Distribution of Recreation and Cultural Services Capital region[16]

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[16] Currently the Juan de Fuca EA participates in Westshore Parks and Recreation, however, the board passed a resolution and notice was given to Westshore Parks and Recreation that the Juan de Fuca EA will be exiting Westshore Parks and Recreation at the end of 2017.

Core municipalities of Victoria, Esquimalt, Saanich and Oak Bay all maintain their own recreation facilities and services, while collaborating on some broader "core" community recreation and cultural functions (i.e., staff training, equipment sharing, the Royal Theater, art grants, etc.). The remaining municipalities share recreation service responsibilities through three sub-regional recreation services agreements, including:

▶ Westshore Parks & Recreation – governed by the Westshore Parks & Recreation Society Board, provides shared recreation services to View Royal, Highlands, Langford, Metchosin and Colwood;

▶ Peninsula Recreation Commission – is a body of the CRD and a recreation partnership between the municipalities of Sidney, North Saanich and Central Saanich; and

▶ Sooke Electoral Area Parks and Recreation Commission (hereafter referred to as SEAPARC) – is a body of the CRD and a recreation partnership between the municipality of Sooke and the western communities of the Juan de Fuca Electoral Area

3.9.1   Shared Sub-services:

Throughout the region several specialized recreation services are shared between several communities, with most municipalities collaborating on key community-wide and region-wide initiatives. Twenty shared services were identified in total, these services include but are not limited to:

▶ Measuring Up SPARK BC (accessibility program)

▶ Sport Field Renovations

▶ Staff Training

▶ Equipment Sharing

▶ Recreation Integration Victoria (RIV)

▶ Inter-municipal Aquatics Coordinators

▶ Inter-municipal Recreation Committee

▶ Westshore Parks & Recreation Complex

▶ Panorama Recreation Center / Peninsula Community Recreation

▶ Regional Parks

▶ Royal Theatre

▶ Arts Grants/Arts Development Office

▶ CRD Arts

▶ Joint Recreation Software Replacement RFP

These shared services are generally shared between several municipalities and the CRD, with many specialized services being shared between core municipalities of Victoria, Saanich, Esquimalt, and Oak Bay; many key services areas shared by all local governments.

The following table **(Table 3.14)** provides an approximate comparison of how many services each municipality in the Capital region is currently sharing with at least one other municipal partner. It should be noted, that this is not an exhaustive list and that some shared services may no longer be in effect or in some cases existing agreements may have expired.

Table 3.14: Level of Sharing of Specialized Recreation Services in the Capital region

	Number of Shared Services Municipalities Participate In	Number of Shared Services Municipalities Do Not Participate In	Participation in Shared Services Percent (%)
Central Saanich	4	16	20%
Colwood	5	15	25%
Esquimalt	9	11	45%
Highlands	7	13	35%
Langford	5	15	25%
Metchosin	6	14	30%
North Saanich	7	13	35%
Oak Bay	9	11	45%
Saanich	12	8	60%
Sidney	7	13	35%
Sooke	3	17	15%
Victoria	9	11	45%
View Royal	6	14	30%

3.9.2   Service Delivery Methods

Core municipalities of Victoria, Esquimalt, Saanich and Oak Bay all fund and maintain their own recreation facilities and services. The remaining municipalities share recreation service responsibilities two through sub-regional recreation commissions operated by the CRD (e.g., Peninsula Recreation Commission, and SEAPARC), and the Westshore Parks & Recreation Society Board operated in partnership by participating municipalities. Arts and culture are done independently and also through the CRD Arts in which 8 out of 13 municipalities participate.

Core municipalities of Victoria, Esquimalt, Saanich and Oak Bay also share the responsibility of delivering several shared or specialized recreation services carried out jointly and collaborating on the key issues. Major institutions notably UVIC, Royal Roads, Camosun College, and CFB Esquimalt provide recreation facilities to the general public for a fee.

3.9.3   Decision Making

As with park services, for municipalities that fund and maintain their own recreation services, elected officials in each jurisdiction can make decisions in regards to those services. In those municipalities that share recreation services, decisions are guided by the sub-regional recreation commissions. The Board of Directors for each commission is made up of elected representatives from each community or municipality that contributes toward the operation of these recreation facilities. The Board of Directors is able to make decisions on shared sub-regional recreation programs and facilities development. Board members are also responsible for consulting with and informing their respective Councils of decisions related to shared recreation services.

3.9.4   Service Delivery Costs (see Section 3.10.4)

Table 3.16 (Section 3.10.4 (Parks) – below) highlights the combined cost of delivering both parks and recreation services in each of the CRD municipalities. Parks and recreation have been shown together in Table 3.15 as these items are traditionally covered under the same budget and the specific cost of each of these services is not broken down. It should be reiterated that the cost of recreation facilities varies substantially based on the size and location of facilities. It should also be noted that, in general, smaller municipalities with their own recreation centres have the highest costs for parks and recreation.

3.9.5   Funding

Recreation, arts and cultural services in each jurisdiction are funded through property taxation. However, many of these services benefit from secondary funding through user fees. In jurisdictions where recreation services are independent and provided by the municipality the municipality is responsible for 100% of the cost of these services; which are typically funded through general taxation and user fees. Municipal responsibilities can include staffing, operations and maintenance, facility development and providing recreation programs.

In jurisdictions where recreation services are provided jointly each municipality contributes towards recreation services on a proportional basis. Municipalities with larger populations, and therefore more potential recreation facility patrons, contribute more. Many of the shared recreation facilities generate a substantial amount of their funding through user fees.

3.9.6   Summary

Recreation and cultural services are either operated independently by each municipality or provided as a shared sub-regional service operated by several communities in partnership with each other (i.e., the Westshore Parks & Recreation). The core municipalities that do not share recreation services generally collaborate on a number of specialized recreation and cultural services.

3.10 Parks

Parks in the Capital region are primarily provided on three scales local, regional and provincial; with a very small portion of national parkland on the tip of the Saanich Peninsula (Gulf Islands National Park Reserve). In general, all municipalities administer and maintain local park services independently. Municipalities in the CRD also contribute to the maintenance and operation of regional parks, which is a service carried out by the CRD Regional Parks & Trails Department (see Figure 3.13).
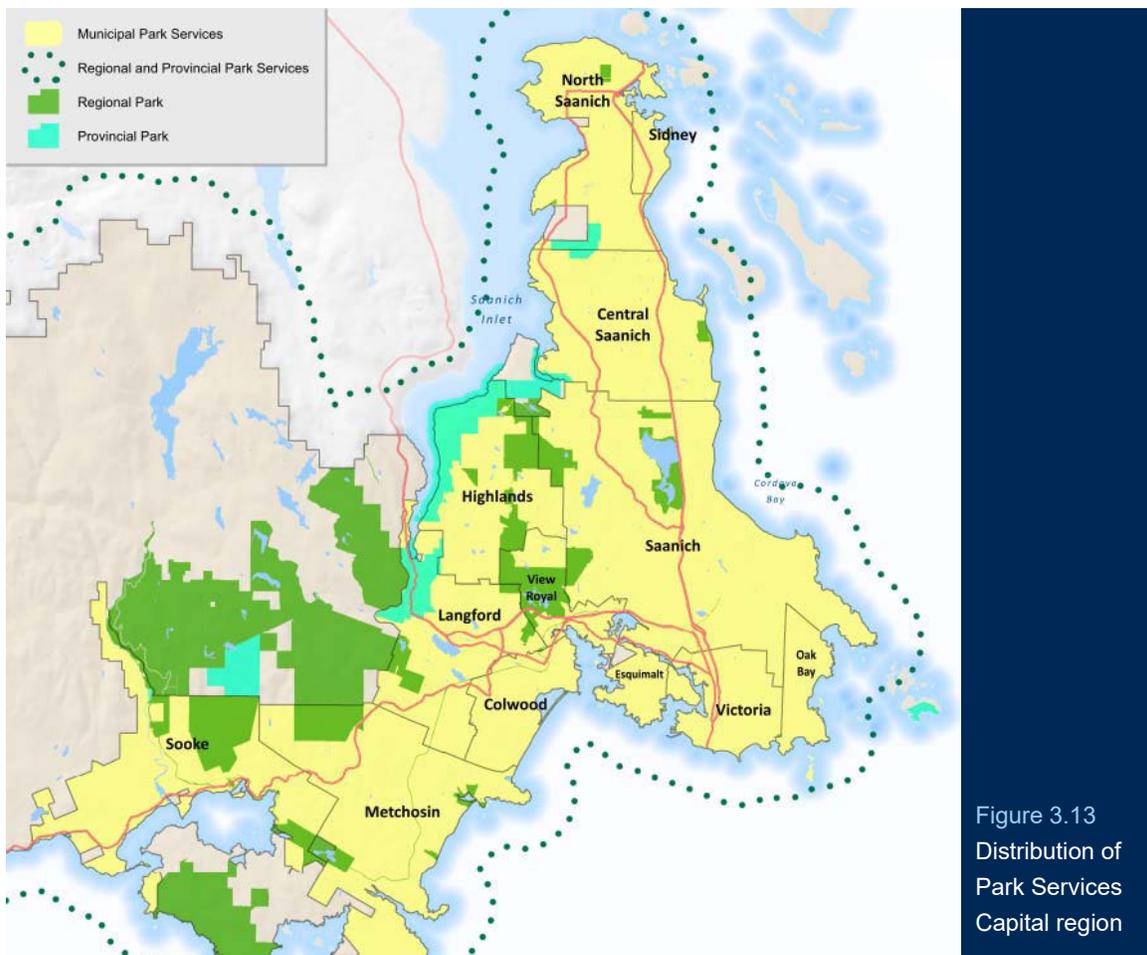

Figure 3.13
Distribution of
Park Services
Capital region

Independent municipal park departments, include:

- City of Victoria
- District of Oak Bay
- Township of Esquimalt
- Town of Sidney

- District of Saanich
- City of Langford
- District of Sooke
- Town of View Royal

Some smaller communities do not have dedicated parks departments due to their size (e.g., Colwood, Central Saanich, North Saanich, Highlands and Metchosin). The maintenance and administration of parks in these communities is generally grouped under larger departments, such as planning or public works.

CRD Regional Parks protects and manages more than 13,000 hectares of natural areas in 33 regional parks and trails. The CRD also facilitates a wide range of specialized regional park services ranging from campground operation to environmental restoration to general maintenance.

3.10.1   Shared Sub-services:

Throughout the region several specialized park services are shared between several communities, with most municipalities collaborating on key community-wide and region wide initiatives. Eleven shared services were identified in total, these services include but are not limited to:

- Air Spades
- Staff Training
- Parks Managers Meeting
- Playground Surfacing purchasing
- Parks Planner Meetings
- Galloping Goose / Lochside Trail Meeting
- Gorge Waterway Initiative
- Regional Parks

These shared services are generally shared between several municipalities and the CRD, with many specialized services being shared between core municipalities of Victoria, Saanich, Esquimalt, and Oak Bay; many key services area shared by all local governments. A breakdown of shared services is provided in the **Table 3.15.**

The following table (Table 3.15) provides an approximate comparison of how many services each municipality in the Capital region is currently sharing with at least one other municipal partner. It should be noted, that this is not an exhaustive list and that some shared services may no longer be in effect or in some cases existing agreements may have expired.

Table 3.15: Level of Sharing of Specialized Park Services in the Capital region

	Number of Shared Services Municipalities Participate In	Number of Shared Services Municipalities Do Not Participate In	Participation in Shared Services Percent (%)
Central Saanich	5	6	45%
Colwood	5	6	45%
Esquimalt	7	4	64%
Highlands	5	6	45%
Langford	6	5	55%
Metchosin	5	6	45%
North Saanich	6	5	55%
Oak Bay	7	4	64%
Saanich	9	2	82%
Sidney	6	5	55%
Sooke	5	6	45%
Victoria	10	1	91%
View Royal	6	5	55%

3.10.2 Service Delivery Methods

Each municipality provides basic administration and maintenance services for local parks. The Westshore Parks & Recreation Society Board and the Sooke Electoral Area Parks and Recreation Commission (hereafter referred to as SEAPARC) manage some sub-regional parks generally in connection to recreation facilities. CRD Regional Parks and Trails is responsible for delivering regional park services to local municipalities, including administration, facilities, bylaw enforcement, environmental services and maintenance. The Province is responsible for the administration and maintenance of provincial parks and associated park services in the region.

3.10.3 Decision Making

In municipalities that fund and maintain their own park and recreation services, elected officials in each jurisdiction can make decisions in regards to those services.

In those municipalities that share park and recreation services, decisions are guided by the sub-regional recreation commissions. It should be noted that currently the only sub-regional parks and recreation commission is Westshore Parks & Recreation. The Board of Directors for each commission is made up of elected representatives from each community or municipality that contributes, through tax requisition, toward the operation of parks. The Board of Directors is able to make decisions on shared sub-regional park land acquisitions, and facilities. Board members

are also responsible for consulting with and informing their respective Councils of decisions related to shared parks services.

CRD Regional Parks & Trails and the CRD Regional Board is responsible for making decisions related to regional parks and trails, and associated services.

3.10.4   Service Delivery Costs

Table 3.16 below, highlights the cost of delivering parks and recreation services in each of the CRD municipalities. Parks and recreation have been shown together as these items are traditionally covered under the same budget. It should be noted the following comparison does not take into account the level of service and therefore should not be thought of as a direct comparison as costs for parks vary substantially in relation to the size, location and attributes of the parks.

Table 3.16: Cost of Delivering Parks and Recreation Services by Municipality[17]

Organizations	Total Expenditure 2015*	Population 2015	Cost Per Capita 2015
Central Saanich	$2,392,284	16,046	$149.09
Colwood	$3,603,488	16,955	$212.53
Esquimalt	$8,629,648	16,697	$516.84
Highlands	$623,347	2,270	$274.60
Langford	$10,967,338	37,275	$294.23
Metchosin	$1,162,554	4,972	$233.82
North Saanich	$1,206,141	10,994	$109.71
Oak Bay	$11,178,146	17,474	$639.70
Saanich	$34,829,050	110,803	$314.33
Sidney	$2,333,775	11,065	$210.92
Sooke	$931,930	12,181	$76.51
Victoria	$22,889,555	84,793	$269.95
View Royal	$2,463,857	10,834	$227.42

*It should be noted that expenditures for Parks and Recreation services, generally do not account for offsetting revenues and recovery through fees and fines.

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[17] Local Government Data Entry Forms. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

3.10.5 Funding

Municipalities are responsible for 100% of the cost of local park services, which are typically funded through general taxation. Parks in the Capital region also benefit from substantial volunteerism. The municipal responsibilities can include staffing, operations and maintenance, land acquisition, ecological restoration programs and more. CRD Regional Parks & Trails are also funded through general taxation paid to the CRD, as well as secondary funding through fees and fines.

3.10.6 Summary

Local park services are provided by each municipality in the region, while the CRD and the Province also support regional and provincial parks. The core municipalities in the region do collaborate on a number of specialized park services. The cost of park and recreation services ranges widely between municipalities.

3.11   Solid Waste Management

Solid waste services vary between Capital region municipalities with the CRD being the core service provider for solid waste management. Solid waste management services can be broken into three broad categories:

▶ Garbage

▶ Recycling, and
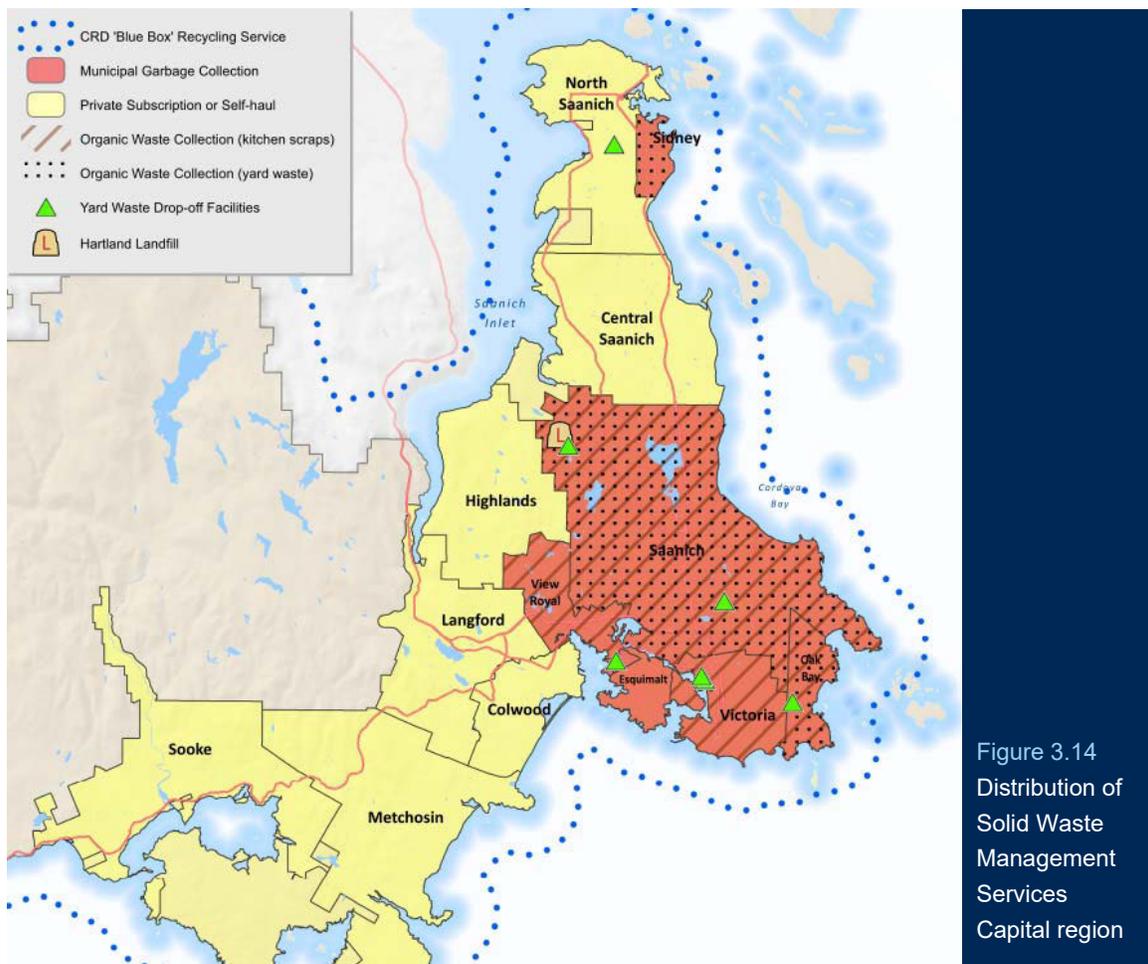
▶ Organics (Kitchen Scraps and Yard Waste)

Figure 3.14
Distribution of Solid Waste Management Services Capital region

The CRD as the operator of the Hartland Landfill and Recycling facility is a major facilitator of solid waste management services. However, it does not provide garbage and organics collection; it only provides collection for the "blue box" recycling to all residents.

Residential garbage and household food waste collection is provided by some municipalities either through a contracted collection company (i.e., Waste Management) or through a dedicated municipal service; waste collected is then brought to the CRD operated Hartland Landfill. Many municipalities do not offer garbage and organics waste collection giving residents the option to either pay for collection through a private company or take care of waste disposal themselves.

The following table shows a break-down of those municipalities that have solid waste services and those that do not have them.

Table 3.17: Solid Waste Services by Municipality

Organizations	Solid Waste Services				
	Recycling Collection (provided by the CRD)	Garbage Collection	Organic Collection		
			Kitchen Scraps	Yard Waste Collection	Yard Waste Drop-off
Central Saanich	✓	X	X	X	X
Colwood	✓	X	X	X	X
Esquimalt	✓	✓	X	X	✓
Highlands	✓	X	X	X	X
Langford	✓	X	X	X	X
Metchosin	✓	X	X	X	X
North Saanich	✓	X	X	X	✓
Oak Bay	✓	✓	✓	✓	✓
Saanich	✓	✓	✓	✓	✓
Sidney	✓	✓	X	✓	X
Sooke	✓	X	X	X	X
Victoria	✓	✓	✓	X	✓
View Royal	✓	✓	✓	X	✓

3.11.1 Service Delivery Methods

The CRD Environmental Resource Management Division is part of the Parks & Environmental Services Department, and is responsible for the management of solid waste in the Capital region. The two major services the CRD provides under solid waste management include:

▶ Hartland Landfill & Recycling Facility
▶ Curbside Blue Box Recycling

The remaining services are delivered in combination with municipal collection programs and facilities. It should also be noted that there are a wide variety of private enterprises dealing in solid waste, such as recycling facilities.

3.11.2 Garbage

The provision of garbage collection is either a municipal service, as in the case Esquimalt, Oak Bay, Saanich, Sidney, Victoria and View Royal, or is managed directly by the home owner. In areas without municipal garbage collection, residents must bring their garbage to a local disposal facility (a transfer station or Hartland Landfill), or they can hire a private garbage collection service on a subscription basis. Not all areas of the Capital region have private garbage collection services available. **Table 3.18** shows detailed list of the waste collection services offered in each municipality.

Table 3.18: Garbage Collection Services

Organizations	Garbage Collection
Central Saanich	private subscription or self-haul
Colwood	private subscription or self-haul
Esquimalt	municipal collection
Highlands	private subscription or self-haul
Langford	private subscription or self-haul
Metchosin	private subscription or self-haul
North Saanich	private subscription or self-haul
Oak Bay	municipal collection
Saanich	municipal collection
Sidney	municipal collection (contractor)
Sooke	private subscription or self-haul
Victoria	municipal collection
View Royal	municipal collection (contractor)

Solid Waste
Management

Typically, municipalities that provide garbage collection do not provide collection services to multi-family buildings. However, in cases where multi-family buildings can be serviced with the same equipment as single-family residences, the municipality may provide service. In Saanich and Victoria, all multi-family residential buildings must provide proof of private collection in order to opt out of municipal collection.

The industrial, commercial and institutional (ICI) sector typically contracts privately for waste collection. Saanich allows the ICI sector to purchase commercial stickers for the collection of up to four 130 L containers. This service is provided mainly to support in-home businesses such as daycares and hair salons.

3.11.3   Organic Waste

Currently, there is limited municipal curbside collection of organic waste (yard waste and kitchen scraps) in the Capital region. As shown in Table 3.18, in most areas of the Capital region private subscription collection services are available for the collection of kitchen scraps or combined kitchen scraps/yard waste.

Four municipalities offer regular municipal curbside collection of kitchen scraps, including Oak Bay, Saanich, Victoria and View Royal, the remaining communities are private subscription.

Sidney provides a monthly yard waste collection service and Oak Bay, Victoria and Saanich provide an annual yard waste collection service. Saanich also provides bi-weekly yard waste collection with their kitchen scraps collection. The municipalities of North Saanich, Esquimalt, View Royal, Oak Bay, Saanich, and Victoria also provide yard waste drop-off depots, and the CRD provides wood waste drop-off at Hartland Landfill. In addition, there are several private yard waste drop-off locations within the Capital region. **Table 3.19** also lists the yard waste services available in each municipality.

Table 3.19: Organic Waste Collection Services

Solid Waste Management

Organizations	Yard Waste	Kitchen Scraps
Central Saanich	private subscription or self-haul	private subscription
Colwood	private subscription or self-haul	private subscription
Esquimalt	drop-off (jointly operated with View Royal)	private subscription
Highlands	private subscription or self-haul	private subscription
Langford	private subscription or self-haul	private subscription
Metchosin	private subscription or self-haul	private subscription
North Saanich	drop-off	private subscription
Oak Bay	municipal collection (1x/yr) and municipal depot	bi-weekly collection municipal curbside collection
Saanich	bi-weekly yard waste collection with their kitchen scraps	bi-weekly collection municipal curbside collection
Sidney	monthly collection	private subscription
Sooke	private subscription or self-haul	private subscription
Victoria	municipal collection (1x/yr) and drop-off	bi-weekly collection municipal curbside collection
View Royal	drop-off (jointly operated with Esquimalt)	municipal curbside collection

3.11.4   Recycling

This section describes the recycling services available in the Capital region for residents and businesses. The CRD provides blue box curbside collection services to all single family homes (113,000 homes) in the Capital region, including discrete areas of the Juan de Fuca Electoral Area. Most CRD Electoral Areas do not have blue box curbside collection services. Currently, the CRD recycling program collects the following materials on a biweekly basis:

▶ Rigid plastic packaging
▶ Metal cans
▶ Foil and foil plates
▶ Glass bottles and jars
▶ Polycoated containers

Approximately 19,500 tonnes of recyclable material are collected through the curbside collection program.

For recycling services, multi-family buildings are considered commercial buildings and are responsible for hiring their own recycling collection contractors. ICI buildings are serviced by private sector collection companies. While collection of recyclables is not mandatory, the CRD's disposal bans provide the incentive for the ICI sector to have their recyclables collected. It should also be noted, the District of Oak Bay also operates a municipal depot that collects the same materials as curbside program, in addition to other materials and products.

3.11.5 Decision Making

The CRD became responsible for solid waste disposal for the region in 1973 when the Province of British Columbia directed all regional districts to take control of solid waste planning within their borders. Solid waste services are governed by the CRD Solid Waste Management Plan (SWMP). The solid waste function of the CRD reports to the Environment Services Committee (ESC). The ESC is supported by advisory sub-committees which provide feedback to ESC on solid waste operational issues, local solid waste and resource management issues and monitor the implementation of the SWMP.

Decisions regarding municipal collections and drop-off services for garbage and organic waste are made by elected officials in those municipalities that provide these services. In some case municipalities, my share a service in which case they share decision making; such is the case with View Royal and Esquimalt that jointly provide a drop-off centre for household compost and organic waste.

3.11.6 Service Delivery Costs

Table 3.20 below highlights the cost of delivering solid waste services in each of the CRD municipalities. The cost of delivering solid waste services varies widely between municipalities. As noted many municipalities do not provide these services and therefore do not incur and expenditure. It should be noted the following comparison does not take into account the level of service and therefore should not be thought of as a direct comparison.

Table 3.20: Cost of Delivering Solid Waste Services by Municipality[18]

Organizations	Total Expenditure 2015	Population 2015	Cost Per Capita 2015*
Central Saanich	Private Subscription	16,046	N/A
Colwood	Private Subscription	16,955	N/A
Esquimalt	$584,856	16,697	$35.03
Highlands	Private Subscription	2,270	N/A
Langford	Private Subscription	37,275	N/A
Metchosin	Private Subscription	4,972	N/A
North Saanich	$64,882	10,994	$5.90
Oak Bay	$1,067,625	17,474	$61.10
Saanich	$5,434,772	110,803	$49.05
Sidney	$692,105	11,065	$62.55
Sooke	Private Subscription	12,181	N/A
Victoria	$7,063,764	84,793	$83.31
View Royal	$368,081	10,834	$33.97

*The actual cost per capita will vary for this service as not every resident may be paying for and / or connected to this system.

A comparison of costs between each municipality that provides collection and drop-off services shows higher costs per capita for Victoria, Oak Bay, Saanich and Sidney versus Esquimalt, View Royal and North Saanich. This is likely based on the range of waste management services provided by each community, as shown on previous tables.

3.11.7 Funding

In the Capital region, all regional solid waste diversion programs (i.e., blue box, Hartland Landfill) are funded through tipping fee revenues from Hartland Landfill and from the sale of recyclable materials. No funding is drawn from the regional or municipal tax system. The CRD also utilizes reserve funds that have been put aside over the years of financial surplus.

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[18] Local Government Data Entry Forms. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

Municipalities that provide collection and drop-off services fund these services in a variety of ways, including municipal taxation.

Solid Waste Management

Other revenue generating programs and potential sources of funding for municipalities may include:

- Tipping fees from disposal
- Tipping fees from other facilities such as transfer stations and composting facilities
- Taxes (different forms are available)
- User-pay service fees, e.g., from homes for waste collection
- Sale of compost
- Share costs with other agencies or communities
- Public private partnerships – may shift some costs to the private sector

3.11.8 Summary

At the regional level the CRD provides two key region wide services, notably recycling and the operation of the Hartland landfill. At the municipal level there is a wide range in the level of solid waste services provided in respects to garbage and organic waste collection. These services range from weekly municipal collection of garbage and organic waste (Victoria, Saanich, Oak Bay, and View Royal) to no services provided at all (Langford, Highlands, Colwood, Central Saanich, Sooke and Metchosin).

Those municipalities that receive a wider range of service generally pay more for solid waste management.

The CRD funds its waste disposal operation entirely through tipping fees and sale of recycled materials. A range of funding sources are employed by municipalities in the region to pay for solid waste services including general tax revenues.

3.12   Libraries

Libraries

There are two library services in the Capital region the Greater Victoria Public Library (GVPL) and the Vancouver Island Regional Library (VIRL). These two services have defined service catchments, with the Greater Victoria Public Library servicing core and Western Shore municipalities and the Vancouver Island Regional Library servicing Sidney, North Saanich and Sooke, as well as the CRD Electoral Areas.

Figure 3.15
Distribution of
Library
Services
Capital region
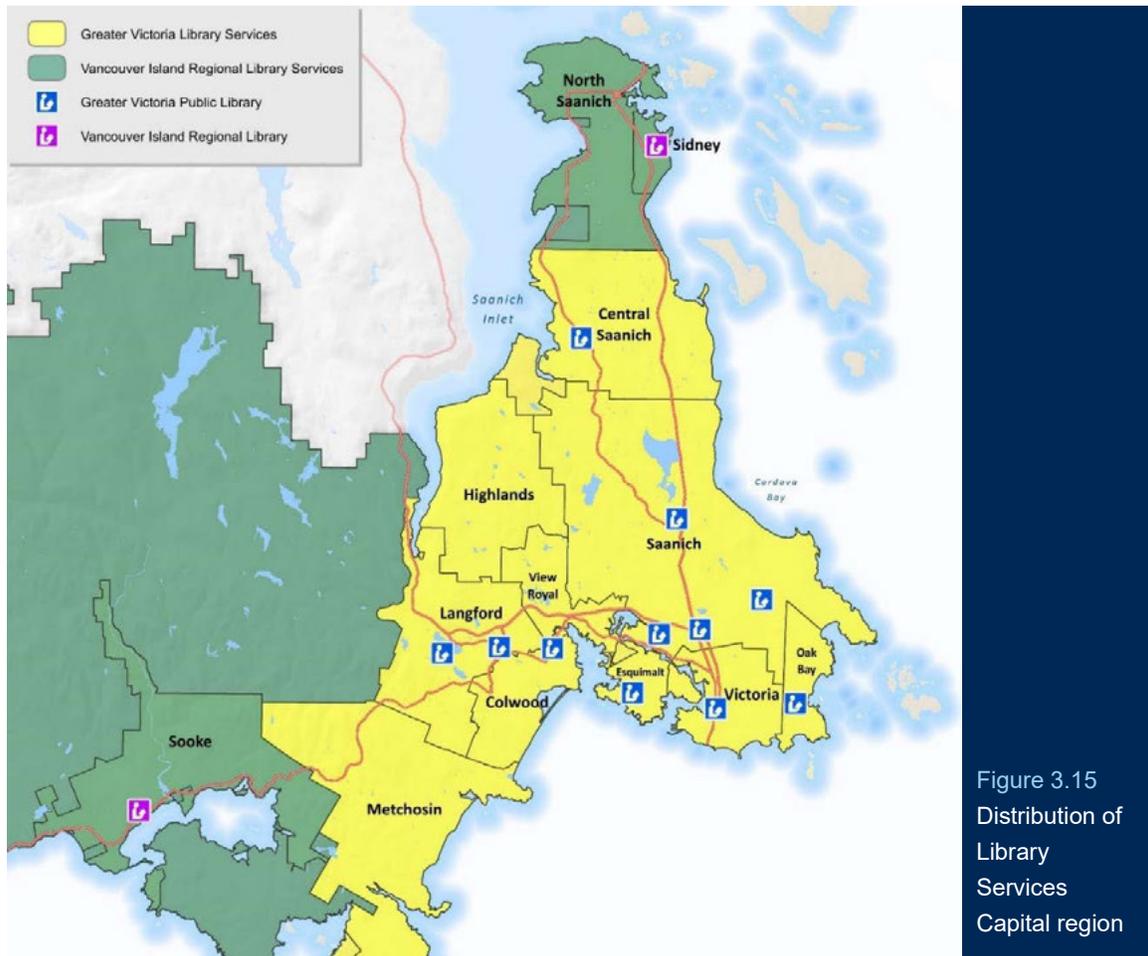
The GVPL has 11 branches located in the CRD, which all residents of member municipalities can access. The VIRL has three branches in the region, located in Port Renfrew, Sooke and Sidney.

3.12.1 Service Delivery Methods

Each library service is responsible for providing library services to their respective catchment areas. There is a significant difference between geographic areas serviced by each library service. The GVPL is responsible for providing library services to over 318,000 people in the Capital region, these services are provided to a large number of people in a relatively small area. By contrast the VIRL's library services are more spread out making it more difficult to coordinate between branches. The mechanisms for service delivery between the two services are outlined in the section below.

3.12.1.1 Greater Victoria Public Library

The GVPL provides library at no charge to residents of Central Saanich, Colwood, Esquimalt, Highlands, Langford, Metchosin, Oak Bay, Saanich, Victoria and View Royal. The library also provides varying levels of services to various non-residents and businesses and to those contributing to the tax base, including:

▸ **Property Owners:** users who reside outside the service area but own property (personal or business) inside the service area.

▸ **Business Property Renters:** users who reside outside the service area but rent premises for a business within the service area.

▸ **First Nations:** First Nations people and other residents living on reserve lands, within the Library service area, are eligible for full service at no charge, including:

  » Songhees   » Esquimalt
  » Tsartlip   » Beecher Bay
  » Tsawout

▸ **User in Transition:** Persons with identification but no known or permanent address are eligible for limited borrowing privileges and Internet access.

▸ **Visitors:** For a fee, visitors may obtain a card with full service. The Library Board reviews the charge annually to ensure that it is consistent with the costs of library services.

▸ **BC OneCard:** BC residents providing personal and residential identification and a library card from a participating library are eligible for limited borrowing and Internet access.

▸ **Non-Residents:** The services of the Library are available for a fee to anyone living outside the Library service area. An annual charge is levied for a library card in order to recoup the costs of the services, which are paid for primarily by the ten participating municipalities. A non-resident youth attending school (K-12) within the service area may be issued a library card with no fee.

▸ **Corporate:** A corporate card is available to any business, government agency, school, community organization, group home, and daycare or pre-school located within the service area.

Libraries

3.12.1.2 Vancouver Island Regional Library

The Vancouver Island Regional Library Board provides library services in a similar manner to the GVPL. The VIRL covers a much broader service area and essentially operates libraries in every community on Vancouver Island outside of Greater Victoria. The VIRL provides library services to 430,000 people on Vancouver Island, Haida Gwaii and the Central Coast (Bella Coola) through 39 branches, and their eLibrary. The VIRL has its administrative offices are located in Nanaimo.

3.12.2 Decision Making

3.12.2.1 Greater Victoria Public Library

The GVPL is governed by a Board of Trustees established in accordance with provincial legislation, the Library Act, and the Library Operating Agreement (2014-2016). The Greater Victoria Public Library Board is a municipal library board and, by agreement of the member municipalities, is a partnership of the following 10 municipalities:

▸ Central Saanich	▸ Metchosin
▸ Colwood	▸ Oak Bay
▸ Esquimalt	▸ Saanich
▸ Highlands	▸ Victoria
▸ Langford	▸ View Royal

The Board consists of 19 members appointed by the councils of the member municipalities. Under the Library Operating Agreement, Section 4.8.

Each municipality will appoint one member from their municipal council and, in addition, appoint one member per 25,000 people using the current Census of Canada as a population base with the exception of Victoria as required by the Library Act section 5(2).

Therefore, the Board consists of:

▸ five members appointed by Saanich Council;

▸ five members appointed by Victoria Council;

▸ two members appointed by Langford Council; and

▸ one member appointed by each of Central Saanich, Colwood, Esquimalt, Highlands, Metchosin, Oak Bay and View Royal.

3.12.2.2 Vancouver Island Regional Library

The Vancouver Island Regional Library Board of Trustees guides and supports the operation of all public library services in VIRL's service area. In addition to governance, two of its primary functions are lobbying and advocacy to ensure that resources are available to fulfill the mission, vision and values of the Vancouver Island Regional Library. Each municipal council and each regional district board appoints a representative and an alternate representative each December at the first meeting of the municipal council or regional district board.

3.12.3 Service Delivery Costs

Table 3.21 highlights the cost of delivering library services in each of the Capital region municipalities. The cost of delivering library services are fixed on a per capita basis, so costs are based on population size. It should be noted the following comparison does not take into account the level of service and therefore should not be thought of as a direct comparison. For the GVPL municipal contributions totaled $ 15,636,801 in 2015 and for the VIRL the total operating budget was $20,372,451.

Table 3.21: Cost of Delivering Library Services by Municipality[19] [20]

Organizations	Total Expenditure 2015	Population 2015	Cost Per Capita 2015*
Central Saanich	$788,660	16,046	$49.15
Colwood	$833,338	16,955	$49.15
Esquimalt	$820,658	16,697	$49.15
Highlands	$111,571	2,270	$49.15
Langford	$1,832,066	37,275	$49.15
Metchosin	$244,374	4,972	$49.15
North Saanich	$261,052	10,994	$23.75
Oak Bay	$858,847	17,474	$49.15
Saanich	5,445,967	110,803	$49.15
Sidney	$266,238	11,065	$24.06
Sooke	$294,120	12,181	$24.15
Victoria	$4,167,576	84,793	$49.15
View Royal	$532,491	10,834	$49.15

* Cost Per Capita estimates based on the population based methodology used by GVPL and VIRL to determine the cost of library services in their respective jurisdictions.

[19] Vancouver Island Regional Library. (2015). 2016 - 2020 Financial Plan Meeting Our Service Standards. http://virl.bc.ca/sites/default/files/documents/Reports/Financial%20Statements/2016-2020-Financial-Plan-(Adopted)-WEB-reduced.pdf

[20] Greater Victoria Public Library. (2015). 2015 Statement of Financial Information. http://gvpl.ca/wp-content/uploads/2016/05/SOFI-2015-GVPL_complete.pdf

Libraries

A comparison of costs between each municipality and the library services provided by the Greater Victoria Public Library and Vancouver Island Regional Library in Capital region communities showed that on a per capita basis the Greater Victoria Public Library services cost $49.15. By comparison, the services provided by the Vancouver Island Regional Library cost around $24, which is less than half of the per capita cost of the GVPL's services.

3.12.4 Funding

Both Library services receive provincial funding, as well as contributions from local municipalities. A small proportion of funding is also provided through library fees paid by non-local users, donations and late charges. This section provides and overview of funding sources for library services.

3.12.4.1 GVPL

The GVPL is primarily supported by it 10 member municipalities who contribute to funding library services on a per capita basis. The monies provided by each municipality are funded through general taxation.

3.12.4.2 VIRL

Although the VIRL is provided some provincial funding it is primarily supported by its 38 member municipalities and regional districts. Provincial funding represented 5% of the library's funding in 2016, down from 21% in 1986. The cost of providing library services to member communities is shared, as required by the Library Act of BC. Cost sharing is broken down by the following method:

- ▸ 50% based on converted value of land and improvements; and
- ▸ 50% based on the population of each municipality and each electoral participating area of each regional district.

The Library Board reviews the non-resident membership charges annually to ensure that it is consistent with the costs of library service to resident taxpayers. Residential taxation is based on a per household levy, independent of the number of family members in the household.

3.12.5 Summary

There are two libraries that provide library services to residents of the Capital region; the GVPL and the VIRL. These The GVPL serves 10 municipalities in the Greater Victoria area and the VIRL serves 3. The services provided are similar to each other, but GVPL has more branches located within the Capital region (11 branches).

Both libraries are funded through general taxation, donations, charges and fees and monies from the Province. In both cases the amount paid by client municipalities is based on a per capita formula. In comparison, the per capita cost of the GVPL is nearly double the per capita cost of the VIRL.

3.13 Planning and Economic Development

Planning and economic development in the Capital region is primarily carried out at the local and regional level. The majority of municipalities in the region, with the exception of Metchosin, have dedicated full-time planning staff working with the community. Larger municipalities generally maintain a larger in-house planning staff, as well as dedicated staff working on specialized planning issues, such as economic development. In smaller communities, planners may be required to carry out tasks related to economic development alongside the general planning work. Economic development is also carried out at the regional scale through the recently initiated South Island Prosperity Project. The South Island Prosperity Project (SIPP) is a partnership between 10 municipalities, 1 First Nation and several institutional (UVic, Camosun, Royal Roads) and business entities.

Figure 3.16 provides an overview of planning, housing and economic development services in the CRD.

Figure 3.16

Planning and Economic Development Services in the Capital
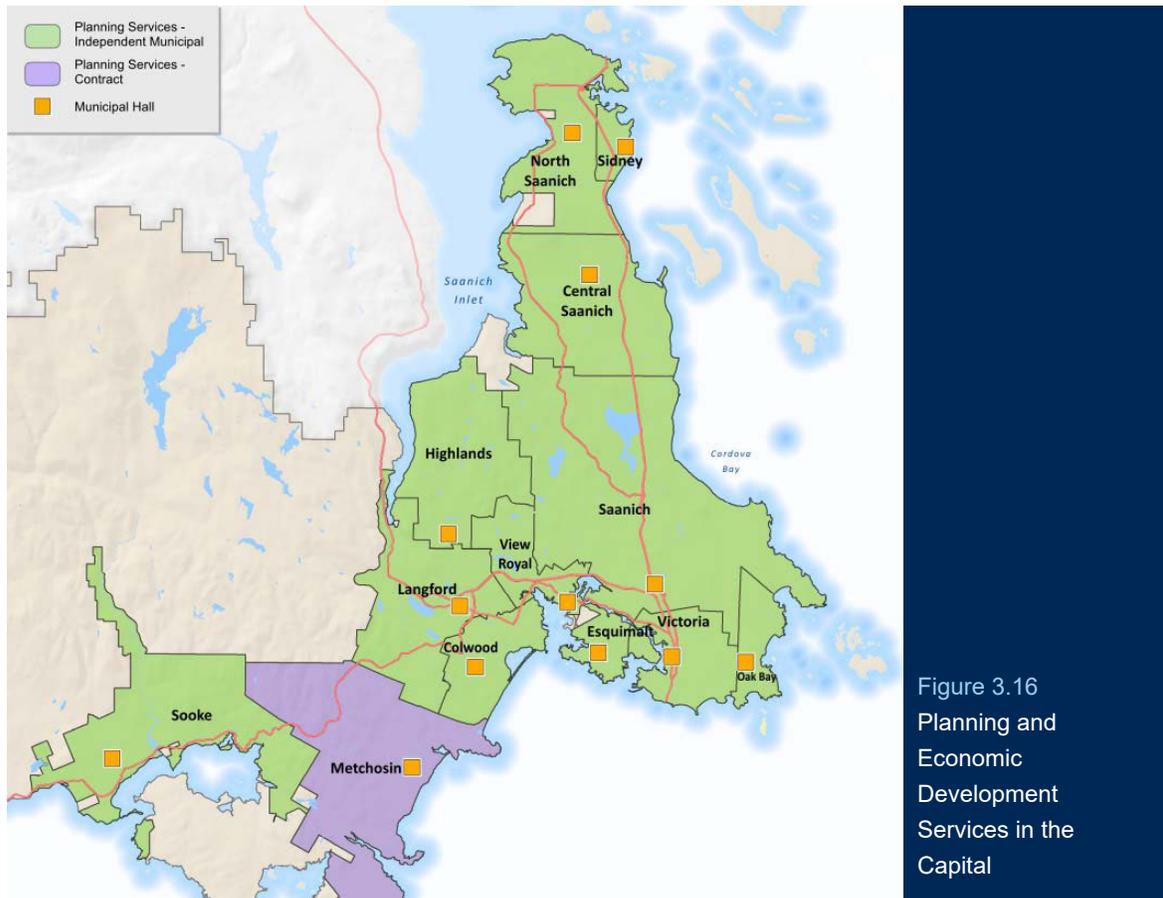
3.13.1   Shared Sub-services

Throughout the region several specialized services related to planning and economic development are shared between several communities, with municipalities collaborating on key community-wide and region-wide initiatives. In total fifteen shared planning and economic development services were identified, these include but are not limited to climate action, the Regional Growth Strategy (RGS), regional information services, and more.

- ▶ Pesticide Use Reduction Education
- ▶ Climate Action
- ▶ Environmental Roundtable
- ▶ Regional Growth Strategy
- ▶ Regional Planning Services
- ▶ CRD Development & Planning Advisory (Staff) Committee
- ▶ Core Area Planning Directors Meeting
- ▶ Regional Arts (Staff) Meeting
- ▶ Planning Lecture Series
- ▶ Subdivision Application Review
- ▶ Peninsula Agricultural Commission
- ▶ Regional Information Services

Generally, the sharing of services was not concentrated in one particular area of the region. Many of the municipalities in the region took part in strategic regional planning initiatives with the largest municipalities Saanich and Victoria being key drivers in initiatives, such as regional arts, regional information services and climate action. The District of Metchosin also participated in a variety of planning services offered by the CRD, this is partially due to the fact it does not have its own planning department and therefore relies on the CRD for elements of planning and subdivision application review.

3.13.2   Service Delivery Methods

3.13.2.1   Local Planning

Planning services are grounded in the development and implementation of planning strategies to guide and manage growth and development; including informing and advising the public and municipal Councils on trends, challenges, opportunities and choices that will enhance sustainability and quality of life. Planning services range from high level strategic planning related to the implementation of each community's Official Community Plan (OCP) to the processing of development applications and rezoning requests. Each municipality that provides planning services has planning staff that assist residents and developers with a variety of planning requests (e.g., development applications, re-zoning applications, etc.), as well as working with elected officials and senior administration to develop high-level strategic plans. It should be noted that local government planning remains highly segmented as the region currently has 22 OCPs and over 150 different zoning bylaws many of which have limited or no coordination.

3.13.2.2 Regional Planning

The CRD plays an important role in coordinating regional growth through the Regional Growth Strategy (RGS) and enforcing the urban containment boundary which applies to the region's municipalities. The CRD also provides local planning services for its electoral areas. Importantly, it is responsible for the administration of the Regional Growth Strategy (RGS), which provides key direction on regional growth management. The Regional Growth Strategy supports the regional vision by making policy shifts through integrated strategic initiatives targeting to:

- keep urban settlement compact;
- protect integrity of rural communities;
- protect regional green and blue space;
- manage natural resources and the environment sustainability;
- build complete communities;
- improve housing affordability;
- increase transportation choice; and
- economic development.

The RGS is a vision for the future of the Capital region. It is an agreement developed by local governments and the Regional District in partnership, and adopted by the CRD Board as a bylaw. It should be noted, that the RGS is currently under review and an updated bylaw will likely be adopted in the near future.

3.13.2.3 Economic Development

Capitals Region's largest employment sectors, include technology, tourism, marine engineering, government, and education. Economic development is also carried out in varying degrees by all municipalities in the region.

Economic development in the region is based on the objective of municipalities to attract and retain businesses and investment in their communities. The municipalities in the region are increasingly starting to facilitate and coordinate regional economic development efforts through their support of regional economic development organization, such as the Greater Victoria Economic Development Agency and the SIPP. The SIPP initiative represents several municipalities, institutions and businesses in the region. Municipal partners include:

- View Royal
- Victoria
- Oak Bay
- Sidney
- Colwood
- Central Saanich
- Saanich
- Esquimalt
- Highlands
- North Saanis

Despite greater regional cooperation municipalities in the region still remain somewhat competitive in trying to attract and facilitate investment in their communities. Larger municipalities have full-time staff dedicated to economic and business attraction initiatives.

3.13.3   Decision Making

3.13.3.1   Planning

Local planning decisions are made by municipal councils, generally based on the advice and direction provided by planning staff and public input.

As discussed, the RGS applies to all the local governments in the Capital region and is the key driver behind regional planning initiatives undertaken by the CRD and municipal partners. For regional planning decisions related to the RGS, all local governments affected by the RGS are required to agree to the document before its adoption. The local governments are then required to submit a Regional Context Statement to the CRD Board within two years of the document's adoption as a bylaw. The Regional Context Statement describes how each local government's Official Community Plan aligns with the Strategy.

3.13.3.2   Economic Development

Elected officials and staff also make decisions in regards to economic development activities being pursed at the local level. Municipalities in the region are beginning to play an active role in facilitating regional economic development decision making in order to reduce competition between municipal entities and to determine the best suit for investments in the region's economic infrastructure. This is largely taking place through the SIPP, which will play an important role in facilitating economic development and advocating for businesses at both the local and regional level.

3.13.3.3   Service Delivery Costs

Table 3.22 (below) highlights the cost of delivering planning, housing and economic development services in each of the Capital region municipalities. It should be noted that the following cost comparison of planning services represents the total cost of 'Development Services' as defined by the Local Government Data Entry Forms. Further, this comparison does not take into account the level of service and therefore should not be thought of as a direct comparison.

Table 3.22: Cost of Delivering Planning and Economic Development Services by Municipality[21]

Organizations	Total Expenditure 2015	Population 2015	Cost Per Capita 2015
Central Saanich	$342,520	16,046	$21.35
Colwood	$685,129	16,955	$40.41
Esquimalt	$761,132	16,697	$45.58
Highlands	$119,387	2,270	$52.59
Langford	$931,144	37,275	$24.98
Metchosin	$119,997	4,972	$24.13
North Saanich	$871,576	10,994	$79.28
Oak Bay*	N/A	17,474	N/A
Saanich	$2,471,310	110,803	$22.30
Sidney	$375,017	11,065	$33.89
Sooke	$659,211	12,181	$54.12
Victoria	$2,947,511	84,793	$34.76
View Royal	$382,939	10,834	$35.35

*Oak Bay did not have a dedicated planner on staff until 2016. However, the District has always had a Building and Planning Department providing development and land use and is a funding partner in the SIPP and Tourism Oak Bay.

As shown by **Table 3.22,** the larger municipalities in the region generally have the lowest cost for planning, housing and economic development services as their population size generally allows them to benefit from economies of scale, which helps them reduce the need to outsource planning services to private entities.

3.13.4   Funding

Planning and economic development services in each jurisdiction are funded through property taxation. The municipal responsibilities can include staffing, operations and administration. In jurisdictions without planning, and economic development and economic functions, these services are outsourced for a substantial cost.

3.13.5   Summary

Planning and economic development services are provided on both the regional and local scales with a degree of coordination between the CRD and local governments. The cost of delivering these services vary widely with larger municipalities generally befitting from economies of scale.

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[21] Local Government Data Entry Forms for Development Services. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

3.14   Housing

Housing

Housing issues in the Capital region are addressed through actions at both the local and regional level. Housing services can generally be broken down in to two categories:

▶ Affordable - Many organizations and programs consider housing affordable if it costs no more than 30% of a median household income before taxes.

▶ Social, Subsidized or Low-income Housing - government sponsored housing assistance aimed towards alleviating housing costs and expenses for people in need with low to moderate incomes.

These two housing services are generally dealt with separately at the both the local regional level.

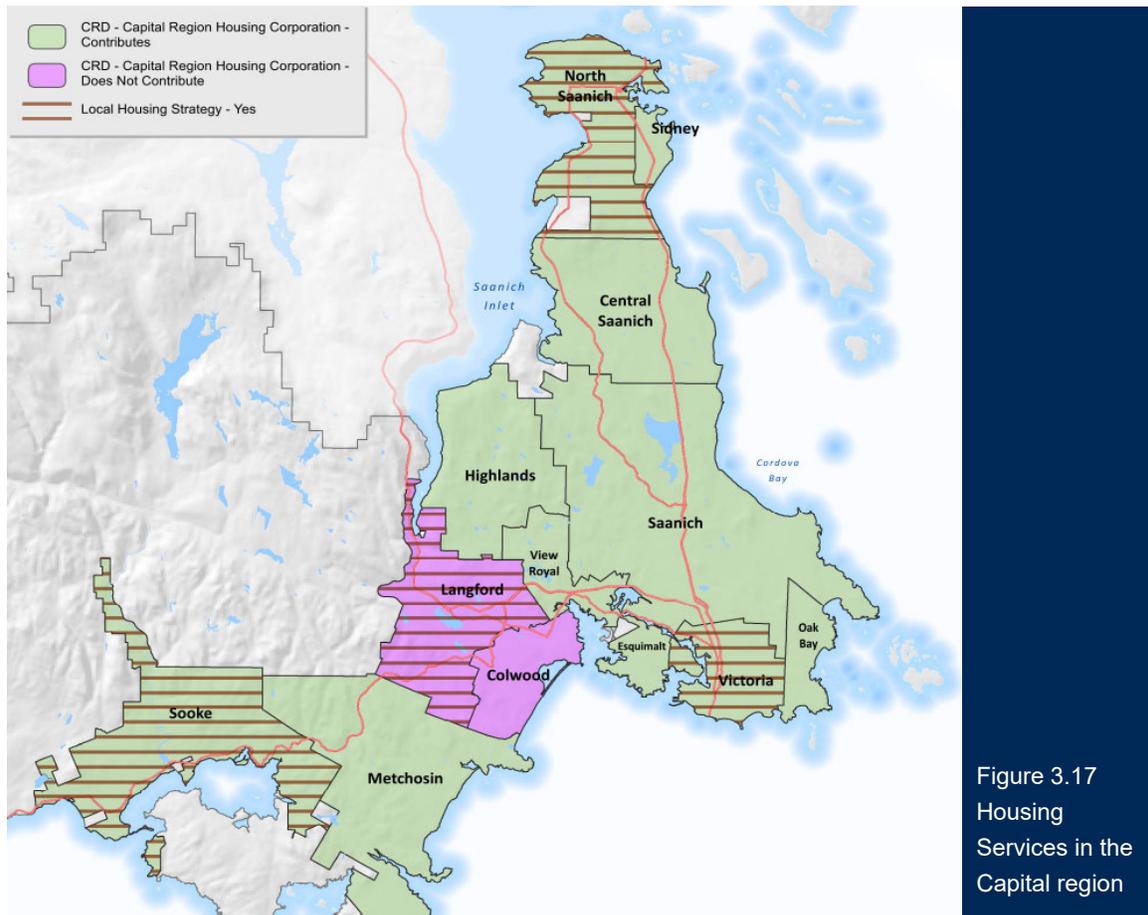**Figure 3.21** provides an overview of housing services in the Capital region.

Figure 3.17 Housing Services in the Capital region

Housing

At the regional level the majority of municipalities in the region, with the exception of Langford and Colwood, are partners in the Capital Region Housing Corporation (CRHC). Through its Land Banking and Housing Service, the CRD has the capacity to acquire land and borrow to develop as well as own and operate affordable housing programs throughout the region. Through this service the CRD has been able to develop a number services, programs and corporate entities that help address the housing needs of people living in the region. The CRD Regional Housing Division is divided into two sections, the Capital regional Housing Corporation (CRHC) and Housing Planning and Programs (HPP). Through the CRHC, the CRD owns and operates social and affordable housing projects in seven different municipalities within the region. HPP is responsible for the implementation and maintenance of the Regional Housing Affordability Strategy (RHAS), administers the Regional Housing Trust Fund (RHTF) and Regional Housing First Program (RHFP) and partners with the Government of Canada to deliver the Homelessness Partnering Strategy (HPS). Through these services, Regional Housing works to complement strategies, programs and policies approved by local municipalities and electoral districts.

At the local level most municipalities have affordable housing strategies (e.g., Victoria). Local level housing strategies and planning policies promote the development of affordable housing by supporting non-governmental organizations (NGOs) and providing incentives for new developments to incorporate an affordable housing element. Occasionally, municipalities will act as the developer and build affordable or low-income housing themselves

3.14.1   Service Delivery Methods

Housing service delivery is primarily coordinated at the regional level through the Regional Housing Division. Participants in the Division's programs have a mandate to develop a coordinated approach within the region to increase the supply of affordable housing by identifying how municipalities, other levels of government, funding agencies and the non-profit sector can work together to meet the housing needs of the region's citizens. Eleven out of the thirteen municipalities and electoral districts participate in the RHTF and all thirteen participate in the RHFP, both of which are implemented by the CRD. Through this arrangement the CRD is responsible for the following aspects of housing service delivery:

1. The CRHC owns and operates a range of social and affordable housing units in the region, including:

   » 45 townhouse and apartment communities totaling 1286 units; and

   » 127 units for which it provides property management support on behalf of non-profit organizations.

2. Housing Planning and Programs is responsible for:

   » implementing and maintaining the Regional Housing Affordability Strategy as identified by the Regional Growth Strategy;

» administering the Regional Housing Trust Fund (RHTF) and the Regional Housing First Program (RHFP);

» administering the Homelessness Partnering Strategy program on behalf of the Government of Canada

» providing expertise on affordable housing policy, planning and development to municipalities, electoral areas, housing agencies, the private development industry and other funders; and

» working with other non-profits and sector organizations to promote social and affordable housing in the Capital region.

It should also be noted, that several municipalities also have local level affordable housing strategies. Langford operates its own affordable housing program and does not participate as a partner in the RHTF. North Saanich, Sooke and Victoria participate in RHTF, but have also implemented local housing strategies to supplement the CRD's efforts.

3.14.2 Decision Making

The Capital Region Housing Corporation (CRHC) is owned by the Capital Regional District, and is governed by its own Board of Directors, which includes members of the community and directors from the Capital Regional District Board.

HPP reports and recommendations, with the exception of the Regional Housing Trust Fund, have traditionally flowed through the Planning, Transportation and Protective Services Committee with the CRD Board providing final approval. A new Hospitals and Housing Committee has been formed and, in future, is expected to be the governing body responsible for recommendations regarding HPP services.

Recommendations regarding Regional Housing Trust Fund grants are made by the RHTF Commission, a body of representatives appointed by each of the participating municipalities and electoral areas. These grant recommendations are subject to CRD Board approval.

Municipal affordable housing strategies are administered at the local level and municipal councils make decisions in regard to the implementation of these strategies.

3.14.3 Service Delivery Costs

CRHC operating costs are covered through tenant rent charges as well as funding provided through an umbrella operating agreement with BC Housing.

HPP costs are assessed and provided for through different financial mechanisms:

▶ As of 2015, through its annual requisition, the 11 municipalities and 2 Electoral Areas participating the RHTF, contributed just under $1,000,000 per year. This equals an

approximate cost of $2.70 per person per year. This funding supports the grant fund as well as costs associated with administering the program.

▶ Over the next three years, the RHTF requisition will be transitioned to support the debt servicing costs related to the Regional Housing First Program. The total debt servicing costs for the RHFP are estimated to be $1.98 million annually for 25 years. The current RHFP Implementation Plan supports the balance of debt servicing costs to be funded through the Regional Hospital District and CRHC.

▶ Through a formal agreement, the Government of Canada reimburses the CRD for all costs associated with administering the Homelessness Partnering Strategy.

3.14.4   Funding

The CRHC is able to pursue grants and other funding opportunities, mainly through the federal and provincial governments, to acquire and support the operations of new social and affordable housing projects.

Of the two programs that provide grant funding through HPP, the RHTF is funded through an annual requisition approved by the partner municipalities and provides capital grants, primarily to non-profit housing providers, for the acquisition, development and retention of housing that is affordable to households with low or moderate incomes in the Capital region. Colwood, and Langford do not participate in the Regional Housing Trust Fund.

All CRD municipalities and electoral districts participate in the RHFP, which will support, through equity contributions, the procurement of units of housing by both the CRD and BC Housing to be used to address the needs of people experiencing chronic homelessness in the region.

3.14.5   Summary

Housing services in the Capital region (both affordable and low-income housing development) is carried out at the both the regional and local level. Regionally, the majority of municipalities in the region, with the exception of Langford and Colwood, are partners in the CRHC. The CRHC develops, and manages low and moderate income housing.

The need for affordable housing is largely addressed through policy and planning actions undertaken by individual municipalities at the local level and within partnerships with NGO's and the development community.

3.15   Bylaw Enforcement and Building Inspection

Bylaw enforcement and building inspection in the Capital region is carried out exclusively at the local level and is a highly-segmented service area. Eleven of the municipalities in the region have their own bylaw enforcement staff, and Metchosin and Highlands contract with the CRD for bylaw enforcement services. Bylaw enforcement staff are responsible for the application of the municipal bylaws adopted by their councils.

Building inspection services are provided by all local governments in the Capital region, while the CRD provides building inspection services for electoral areas. Building inspection services are responsible for overseeing the construction, alteration, repair or demolition of buildings by ensuring the construction complies with the BC Building Code – with respect to the health, safety, fire and structural integrity of buildings and structures.

Figure 3.23 provides an overview of bylaw enforcement and building inspection services in the CRD.

Figure 3.18
Bylaw Enforcement and Building Inspection Services in the Capital region
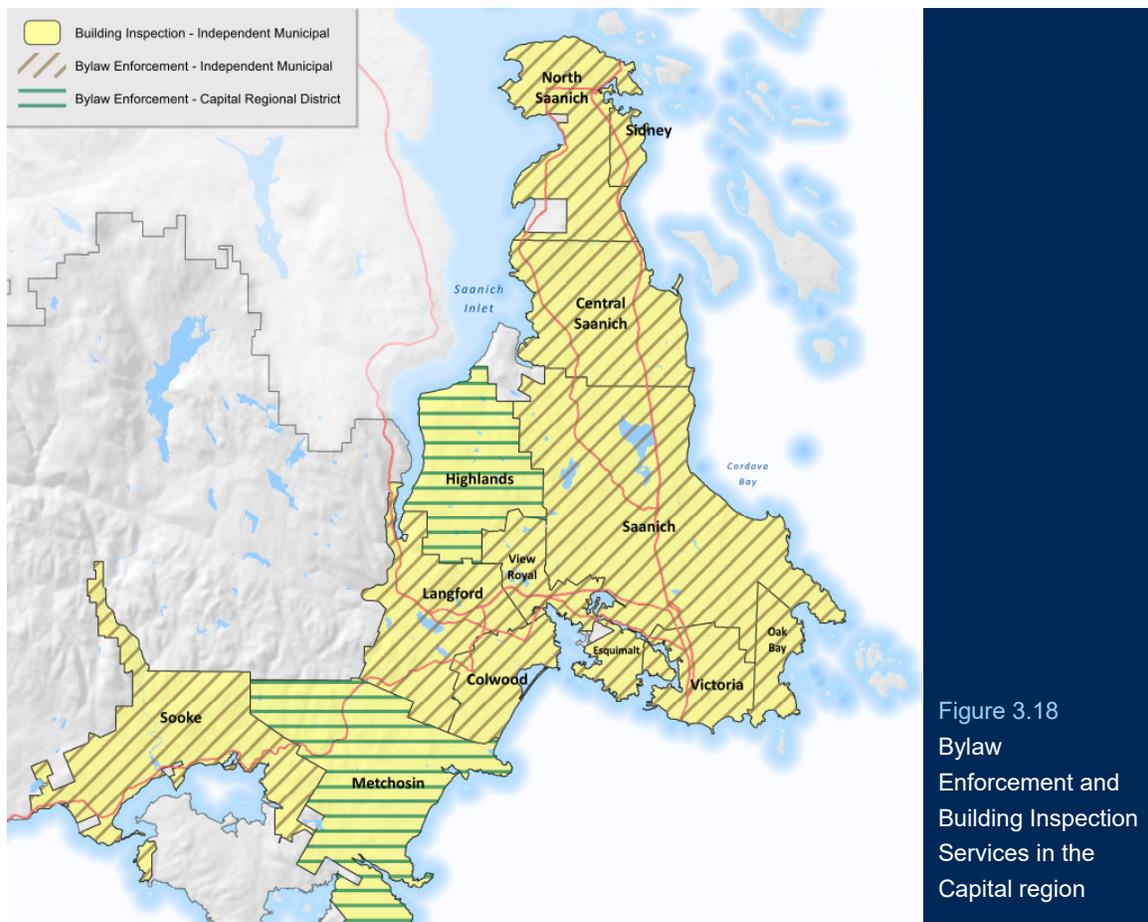
3.15.1 Service Delivery Methods

3.15.1.1 Building Inspection

Each municipality in the Capital region and the CRD is responsible for the delivery of building inspection services under the British Columbia Building Code. The British Columbia Building Code applies to the construction of buildings; including extensions, substantial alterations, buildings undergoing a change for occupancy, "green" building specifications, and upgrading of buildings to remove unacceptable hazards. Each incorporated municipality in the CRD is serviced by a building inspection office. A building inspection is triggered (on a fee for service basis) when an application is submitted for a building permit and it is the permit holder's responsibility to call for inspections and ensure that all inspections are carried out.

3.15.1.2 Bylaw Enforcement

Bylaw enforcement services vary substantially from community to community with the potential to cover a wide range bylaw related issues and infractions depending on the bylaws adopted in each community. Some common bylaw enforcement issues, include:

- Animal control
- Business licensing
- Signage
- Building Standards
- Soil deposit and removal
- Noise
- Blasting
- Parks Management
- Parking

3.15.2 Decision Making

3.15.2.1 Building Inspection

The design and construction of buildings and structures in the Capital region are governed by:

- Building Standards Act
- British Columbia Building Code;
- Current Building Bylaws;
- Current Mobile Home Bylaws; and
- Zoning Bylaws.

British Columbia Building Code provides construction standards for the alteration, repair or demolition of a particular building or structure. Building inspectors makes decisions on whether or not construction complies with the BC Building Code with respect to health, safety, fire and the structural integrity of buildings and structures.

3.15.2.2 Bylaw Enforcement

Decision making related to bylaw enforcement services are stated in the applicable bylaws that have been adopted in each community. For municipalities and the CRD the adoption of bylaws is the direct decision of Council or the Regional Board respectively. Municipalities and the CRD get their authority to adopt, amend and repeal bylaws from both the Local Government Act and the Community Charter. The bylaw officers in each community are able to enforce bylaws at their own discretion. Bylaw enforcement in the region is typically complaint driven.

3.15.3 Service Delivery Costs

The cost of delivering bylaw enforcement services in each of the Capital region municipalities is outlined in **Table 3.23** (below). Generally, the cost of delivering bylaw enforcement services varies widely between municipalities based on the level of regulation and number of bylaws in place. It should be noted the following comparison does not take level of regulation into account and therefore should not be thought of as a direct comparison. Building inspection services are primarily funded through fees charged for service.

Table 3.23: Cost of Delivering Bylaw Enforcement Services by Municipality[22]

Organizations	Total Expenditure 2015	Population 2015	Cost Per Capita 2015
Central Saanich*	$170,920	16,046	$10.65
Colwood	$265,064	16,955	$15.63
Esquimalt	$326,266	16,697	$19.54
Highlands	$43,284	2,270	$19.07
Langford	$702,084	37,275	$18.84
Metchosin	$87,273	4,972	$17.55
North Saanich	$51,600	10,994	$4.69
Oak Bay	$520,890	17,474	$29.81
Saanich	$326,664	110,803	$2.95
Sidney	$432,881	11,065	$39.12
Sooke**	$0	12,181	$0.00
Victoria	$3,109,249	84,793	$36.67
View Royal	$93,873	10,834	$8.66

* Central Saanich was shown to have $0 in bylaw enforcement costs in the 2015 Local Government Data Entry Forms, so estimates for bylaw enforcement costs were retrieved from 2015 financial statements

** Sooke was shown to have $0 in bylaw enforcement costs in the 2015 Local Government Data Entry Forms, although bylaw services are provided in this jurisdiction cost estimates could not be provided

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[22] Local Government Data Entry Forms. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

3.15.4   Funding

Both bylaw enforcement and building inspection are primarily funded through general taxation and an approved municipal budget formalized through an annual tax requisition. Bylaw enforcement services receive additional funding through fines (i.e., parking fines, etc.). Building inspection services receive additional funding through fees paid for building inspection services.

Bylaw Enforcement & Building Inspection

3.15.5   Summary

The majority of communities in the Capital region and the CRD provide both bylaw enforcement and building inspection services. The only exceptions are Highlands and Metchosin, which contract bylaw enforcement services from the CRD. Bylaw enforcement is guided by decision making by municipal councils or the CRD Regional Board; under the direction of regulations found in adopted bylaws. Building inspection services are guided by the British Columbia Building Code, which applies to all construction of buildings; including extensions, substantial alterations, etc. Funding for these services is primarily provided through general taxation with fees and fines representing substantial secondary funding sources.

3.16   Government Administration

Government administration services include a wide range of services required to facilitate government operations, including administrative professionals, finance, purchasing, business licensing, human resources, property tax appeals[23], information technology and a wide range of other administrative services. Government administration services are present at both the regional and local levels providing executive direction within the CRD and all 13 municipalities in the Capital region.

The CRD and larger municipalities generally maintain larger administrative staffs, addressing a wider range of specialized administrative tasks in-house. Smaller municipalities in the region may only have a couple administrative staff members, requiring them to either collaborate with regional partners on administrative issues or outsource more specialized administrative task (e.g., human resources) to contractors or consultants. Government Administration services are difficult to compare because of the wide range of service that could fall within this category each municipality would differ considerably in this regard.

3.16.1   Shared Services:

The wide range of administrative capacities amongst municipalities in the Capital region means that many smaller municipalities share services or rely on the CRD to support them in specialized administrative tasks. Throughout the region several specialized services related to government administration are shared between several communities. In total thirty-seven shared administrative services were identified, these include but are not limited to:

▸ Area CAO Meetings
▸ Corporate Officers Group
▸ Greater Victoria Labour Relations Association
▸ Finance Directors Meetings
▸ Computer Training Courses
▸ Inter-municipal Business Licences
▸ Municipal Information Systems Association

▸ IT Advice and Guidance
▸ GIS related advice and information
▸ GIS Municipal Group
▸ Human Resource Services
▸ Safety Training
▸ Animal Control
▸ Dog Licensing
▸ Greater Victoria Joint Purchasing Group

These shared services are generally shared between several municipalities and the CRD, with many specialized services being shared between both core and non-core municipalities; many key services areas shared by all local governments. There are thirty-seven shared government administration services in the Capital region.

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[23] It should be noted this is not spending but repayment of taxes as a result of assessment adjustments made by BC Assessment.

BEST PRACTICES ★★★

Government Administration

Inter-municipal Business Licensing Program

The Inter-municipal Business Licensing Program was established on January 1, 2000, and allows CRD businesses to conduct business activities within any of the 13 participating municipalities without having to purchase 13 different licenses. These are especially useful for mobile trades such as caterers, contractors, and towing services and are to be purchased from the municipality in which the business is located. While most municipalities charge a $100 fee to add Inter-municipal standing, both Langford and Sidney offer the Inter-municipal classification to qualifying businesses at no additional charge. In Highlands, Inter-municipal licenses are the only types of business licenses that are offered.   and goals of all the levels into the organizations day to day operations.

The following table (Table 3.24) provides an approximate comparison of how many services each municipality in the Capital region is currently sharing with at least one other municipal partner. It should be noted, that this is not an exhaustive list and that some shared services may no longer be in effect or in some cases existing agreements may have expired.

Table 3.24: Level of Sharing of Administrative Services in the Capital region

	Number of Shared Services Municipalities Participate In	Number of Shared Services Municipalities Do Not Participate In	Participation in Shared Services Percent (%)
Central Saanich	28	9	76%
Colwood	25	12	68%
Esquimalt	28	9	76%
Highlands	25	12	68%
Langford	24	13	65%
Metchosin	25	12	68%
North Saanich	25	12	68%
Oak Bay	25	12	68%
Saanich	24	13	65%
Sidney	25	12	68%
Sooke	25	12	68%
Victoria	30	7	81%
View Royal	24	13	65%

Generally, the sharing of services was not concentrated in one particular area of the region. Many of the municipalities in the region took part in collaborative regional administration initiatives. The

Government
Administration

overall level of sharing of government administration service area is high compared to other services with all municipalities participating in at least 65% of the thirty-seven shared administrative services in the region; many of which are jointly coordinated. The sharing of some services, such as purchasing, allows municipalities in the region to benefit from economies of scale and the joint purchasing of services and equipment.

3.16.2   Service Delivery Methods

Basic administrative services related to the day-to-day operation of a municipality are carried out in a standardized fashion. However, the larger government organizations become the more complex their administrative service also become. Large governments in the region generally have more comprehensive and specialized administrative services in-house (i.e., human resources, IT, communications, etc.). Any decisions for actual service delivery must be approved by municipal councils.

3.16.3   Decision Making

Decision making in regards to government administration services is generally conducted by each organization's Chief Administrative Officer (CAO) and executive directors who are responsible for the day-to-day administration of each government agency's organization. The CAO is the executive responsible for overseeing general government operations at the both the regional and local level.

3.16.4   Service Delivery Costs

Table 3.25 (below) highlights the cost of delivering administrative services in each of the Capital region municipalities. As shown, the cost of delivering administrative services varies widely between municipalities based on their size, the municipality's staff and the range of administrative services provided in-house. It should be noted that the following comparison does not take into account the level of service and therefore should not be thought of as a direct comparison.

Table 3.25: Cost of Government Administration Services by Municipality[24]

Organizations	Total Expenditure 2015[25]	Population 2015	Cost Per Capita 2015
Central Saanich	$2,756,205	16,046	$171.77
Colwood	$3,131,609	16,955	$184.70
Esquimalt	$3,547,829	16,697	$212.48
Highlands	$662,658	2,270	$291.92
Langford	$4,215,659	37,275	$113.10
Metchosin	$675,135	4,972	$135.79
North Saanich	$2,755,501	10,994	$250.64
Oak Bay	$4,654,925	17,474	$266.39
Saanich	$13,339,234	110,803	$120.39
Sidney	$2,018,967	11,065	$182.46
Sooke	$2,069,939	12,181	$169.93
Victoria	$16,022,155	84,793	$188.96
View Royal	$1,829,721	10,834	$168.89

As shown by **Table 3.25,** there are a large range of administrative costs for municipalities in the region. The cost administrative services were shown to range from $113 to $291.

3.16.5 Funding

Administrative services in each jurisdiction are funded through property taxation. The municipal responsibilities related to government administration services include staffing and operations. As discussed, generally, municipalities with larger populations, and therefore more resources, have large administrative organizations and staff.

3.16.6 Summary

Administrative services in the Capital region range from basic services provided by smaller municipalities to large operations with many specialized needs and tasks. Government Administration services are difficult to compare because of the wide range of services that could fall into this category. However, this is a key service, one that plays a significant role in the delivery of all services in within the region.

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[24] Local Government Data Entry Forms. (2016). Local Government Statistics. Ministry of Community Sport and Cultural Development and Responsible for TransLink.

[25] Note: The City of Victoria is currently working with the Ministry of Community, Sport and Cultural Development to allocate approximately $22.5 million in expenditures to their appropriate categories, for required revisions to the Local Government Data Entry (LDGE) statistics.

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4.0 CONSULTATION SUMMARY

Throughout the process the project team worked to engage stakeholders and the public in the discussion service integration and governance in the Capital region. A key objective of the Capital Integrated Services and Governance Initiative was to help facilitate fact-finding and discussion among local governments and citizens in the Capital region to explore and inform opportunities for the efficient delivery of service. This was accomplished through the creation of a project website / virtual open house (PlaceSpeak), an online survey and in person meetings with elected officials and staff from all 13 municipalities in the region.

The process consisted of:

▸ public meetings with each municipal council in the Capital region;
▸ a public meeting with the CRD Board;
▸ First Nations were invited to participate;
▸ meetings with selected stakeholders (e.g. business community, academics, Amalgamation Yes,Grumpy Taxpayers, etc.);
▸ preparation of 16 detailed Service Fact Sheets of how individual services are provided in the Capital region;
▸ news releases to major media outlets (Times Colonist, CHEK News, CFAX, etc.) in the region informing them of the process;
▸ an online project website / virtual open house operated for six weeks through PlaceSpeak
▸ online survey; and,
▸ three report-out sessions (Core, Peninsula and Westshore).

4.1 What We Heard – Elected Officials and Stakeholders

At the onset of the project the project team met with each municipal council in the Capital region, the Capital Regional District Board, Electoral Area Directors and selected stakeholders, who had a general interest in the question of service integration or amalgamation. At the end of the process the information collected through the initial community meeting and the virtual open house was reported back to the community in three report-out sessions (Core, Peninsula and Westshore) to allow for final commentary on the initiative.

The following section provides a summary of what was heard and discussed in these meetings. The general themes are shown as headings and the more specific messages set out in the sub-bulleted lists.

4.1.1   Region Wide Messages

▸ The goals of our work need to be clear.

▸ Local communities are valued

  » Citizens have worked hard to create and form our communities – large and small - and expect that these communities will be respected.

  » This is a wonderful place. Need to have ability to build a regional vision and make it happen.

  » Local control over land use is not something some communities want to give up.

  » The Westshore is different – largely as a result of its rapid growth rate. Westshore municipalities have developed different service delivery models.

  » Governance here is great – don't touch it.

▸ We are all citizens of both the local community and the region.

  » Regional services fill critical roles. The region does not work without regional services.

  » Priorities for a more regional approach to service provision should be policing, fire, transit and meaningful regional planning.

  » Regional transportation is a problem and needs to be an area of focus.

  » A regional approach to fire, police and emergency management may have merit. Current work underway with respect to centralized dispatch is a clear opportunity.

▸ The impact of a geographically and administratively fragmented region on the economy is a key consideration

  » Not nearly enough priority is given to regional issues.

  » The region needs to be able to present itself as cohesive city of 360,000 people, on the national and provincial scene.

  » There are too many governments with separate processes. Harmonization of things like building bylaws could be an area of focus.

  » The region needs a strong core, but fragmented governance is pulling it in other directions.

▸ There is currently considerable sharing of services

  » There are a lot of regional and shared services today and our work needs to describe the extent to which services are currently shared.

  » There is no apparent, disciplined structure to sharing arrangements. To some they indicate co-operation while to others they are indicative of the ad hoc way in which the region works.

▶ Finding a resilient approach to service integration can be challenging but it is needed

- » There is no forum where local elected officials can have a serious discussion of service integration and governance.

- » Work on integration has started in some areas – the Victoria Esquimalt Police Agreement is an example – and it makes sense to extend this work before moving to new areas.

- » Shared services can be difficult to establish, (it takes a lot of negotiation around local interests), complicated to run (in order to keep all the parties satisfied) and easy to dismantle. Some advice on how they can be structured and governed would be helpful.

- » Shared services have important limitations – governance arrangements can become complex and may cloud accountability. In addition, they cannot address the bigger question of jurisdiction. As well, there are transaction costs associated with holding together shared service arrangements.

- » Costs matter, but the quality of service delivery is a better yardstick.

- » A blueprint for how to approach shared services – including things like guiding principles and a model memorandum of understanding would be helpful.

- » Where it makes sense to eliminate overlap and duplication or make things simpler for business and residents we are all for it.

- » Integrating services has both benefits and costs – show us both.

- » Smaller communities need shared services and regional services – but also want to find ways to contribute.

- » Details matter.

- » Different services may need different governance models – CRD services, the Greater Victoria Library Board, the Victoria Transit Commission, CREST, the new South Island Prosperity Project– look very different from each other.

- » Shared services require an exit strategy that is neither too easy nor too hard.

▶ The CRD is an important institution. It does a good job on some things and has a harder time with others. Getting to yes on big contentious issues is a problem.

- » Regional government needs the tools to do the jobs it is given. (Note the specific example here was the requirement to treat sewage without the authority to determine a site).

- » The CRD Board should be directly elected.

- » The CRD needs a service review – it finds it easy to take on new services, but hard to shed ones when they may no longer be needed.

- » Regional services outside the core area are slow to adjust to the demands of growth.

- » Regional regulation outside of the Core can be seen to not respect more local values.

▸ Amalgamation needs to be discussed (see Appendix A).

▸ We need to see what success looks like, so we can see the goal posts.

4.1.2   Sub-Regional Messages

Messages were reasonably consistent throughout the region, but several sub-regional-trends were clear.

▸ Westshore municipalities expressed a significant degree of alienation with the approach taken by Core area municipalities, often seeing that regional approaches would add costs and regulation with little benefit to their citizens. Further, the Westshore feels it gets lost in the discussion of core area issues – particularly at the CRD. They emphasized the extent of collaboration that existed on the Westshore.

▸ Peninsula municipalities emphasized the strong degree of co-operation and service integration that already existed between them. While interested in additional opportunities, they were unsure about whether there was substantial room for further integration at this time.

▸ Metchosin and Highlands emphasized their unique rural nature (low degree of municipal services, citizen self-reliance, volunteerism) and their strong desire to maintain their rural identity. They were the most explicit in their opposition in any type of amalgamation.

▸ Juan de Fuca Electoral Area – expressed strong interest in more community centered governance.

▸ The greatest interest in further integration and the potential for some form of service integration amalgamation was expressed in Victoria.

4.2   What We Heard – PlaceSpeak Virtual Open House

A virtual open house was conducted online through PlaceSpeak from November 7th to December 15th. The virtual open house engagement platform PlaceSpeak allowed participants (eg, stakeholders, local government staff/elected officials and the public) to provide feedback and engage in an on-line discussion about local government service delivery.
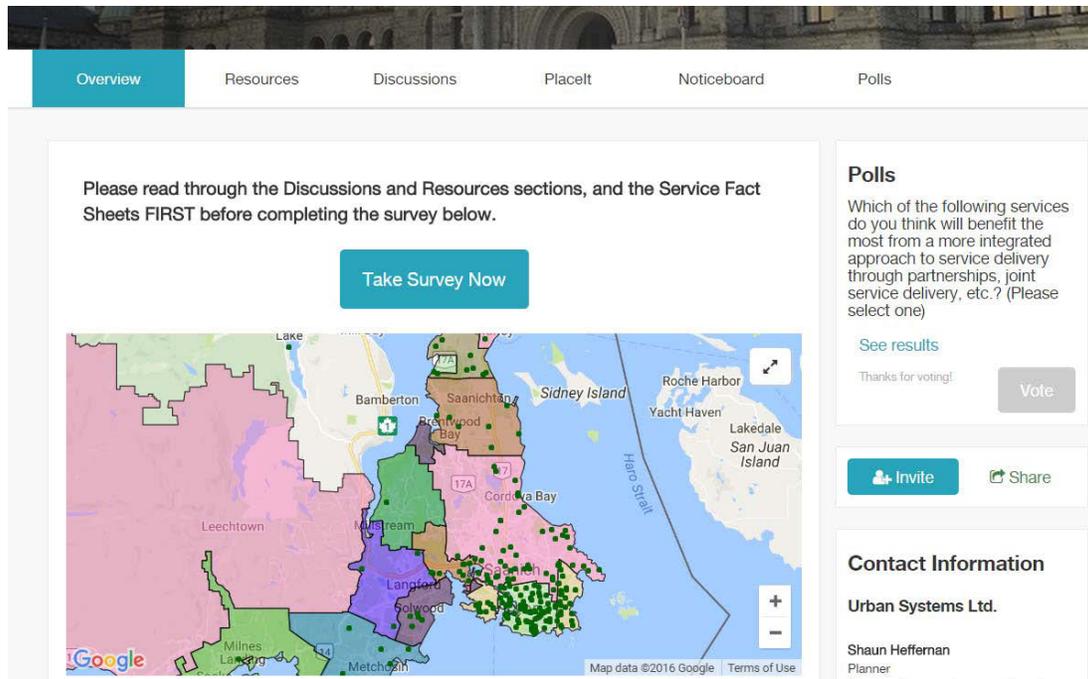

Figure 4.1: PlaceSpeak Home Page

The discussion on PlaceSpeak was supported by the development of 16 Service Fact Sheets that provided a two page overview of a particular service, including high-level details about service delivery methods, decision making, current spending and funding. These were completed to encourage the discussion and inform participants answering questions in the survey. It should be noted, that the 16 Service Fact Sheets presented to the public were updated and revised based on feedback received throughout the process and expanded upon to create section 3.0 of this report (see above).

Overall, PlaceSpeak had significant uptake with over 2170 views, nearly 300 participants connecting, and actively following the topic generating 108 comments in the discussion forum.

| 2171 | 108 | 294 | 202 |
| Views | Comments | Connects | Surveys |

Figure 4.2: Participation

The online survey conducted alongside PlaceSpeak received 202 Reponses. The vast majority of participants identified themselves as residents. A general outcome of the survey was that most people saw services benefitting from integration and standardization as opposed to not. The keys finding from the survey can be found in **Appendix C**.

A feedback poll was also conducted, which asked "Which service do you think will benefit the most from a more integrated approach to service delivery." The poll showed 'Transportation' as the highest at 30%, followed by 'Police' 23%, and 'Government Administration' 15%.

Which of the following services do you think will benefit the most from a more integrated approach to service delivery through partnerships, joint service delivery, etc.? (Please select one)
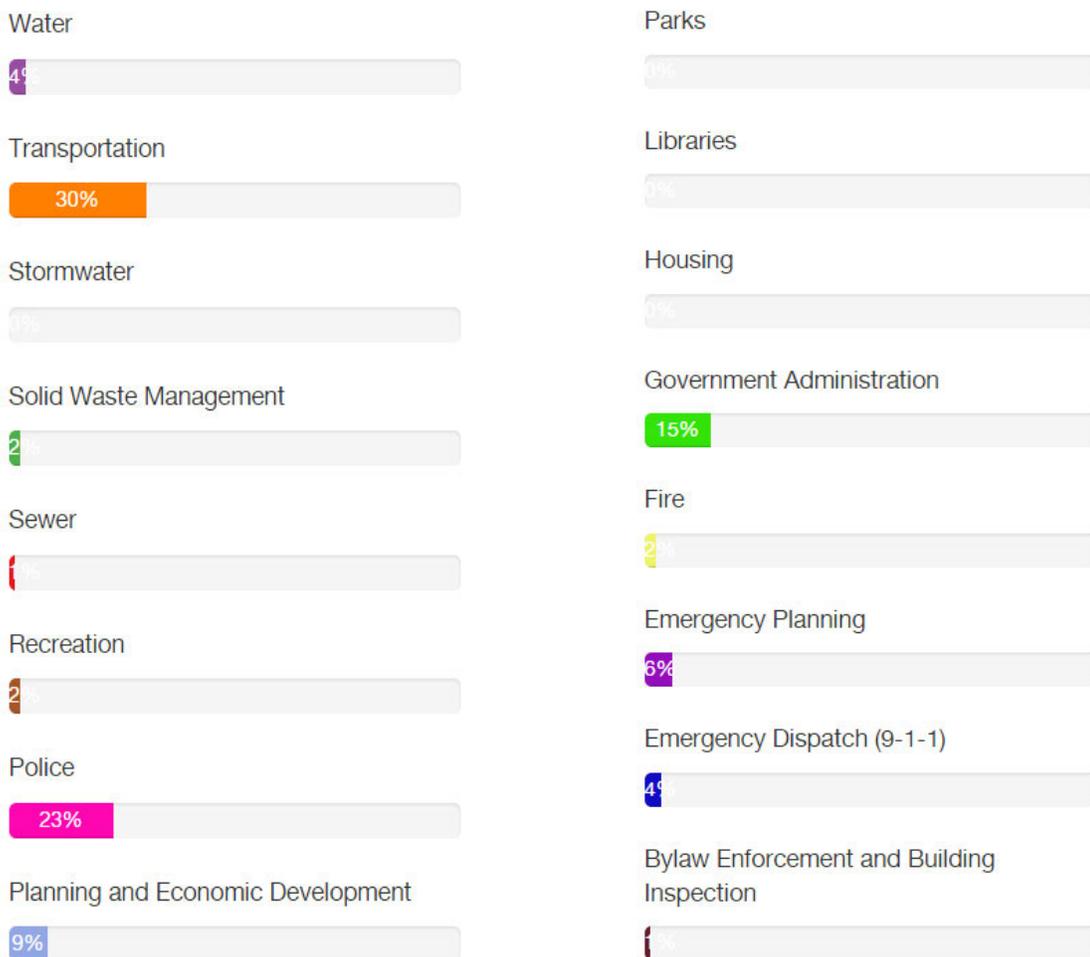
Water	Parks
4%	0%
Transportation	Libraries
30%	0%
Stormwater	Housing
0%	0%
Solid Waste Management	Government Administration
2%	15%
Sewer	Fire
1%	2%
Recreation	Emergency Planning
2%	6%
Police	Emergency Dispatch (9-1-1)
23%	4%
Planning and Economic Development	Bylaw Enforcement and Building Inspection
9%	1%

Figure 4.3: PlaceSpeak Poll

As shown by **Table 4.1**, PlaceSpeak participants who connected to the topic, by signing up for and participating in the discussion forum and / or the survey, represented every local government in the Capital region. Generally, the number of participants engaged in each community varied widely, but in general larger communities had more participants than smaller ones, with some exceptions.

Table 4.1: PlaceSpeak Participants by Community

Organizations	Number of Connections	Percentage (%) of Total Connections
Central Saanich	9	3.1%
Colwood	5	1.7%
Esquimalt	23	7.8%
Highlands	1	0.3%
Juan de Fuca Electoral Area	2	0.7%
Langford	7	2.4%
Metchosin	5	1.7%
North Saanich	10	3.4%
Oak Bay	34	11.6%
Saanich	61	20.7%
Sidney	8	2.7%
Sooke	4	1.4%
Victoria	100	34.0%
View Royal	10	3.4%
Non-Resident	15	5.1%
Total	**294**	

Reporting Out Meetings

The final stage of the consultation process involved conducting three report-out sessions in the Peninsula, Core and Westshore. At each session the project team reviewed their findings with attendees.

The report out sessions covered what was heard at meetings with councils, feedback from the PlaceSpeak process, the results of the analytical work, as well as an overview of the work that is currently underway between local governments. The meeting provided an opportunity to have a deeper conversation about some of the potential opportunities identified and collect further feedback on these preliminary findings. This feedback was then incorporated in to the report.

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5.0 BARRIERS

Based on the findings of consultation outlined above in section 4.0, including what we heard from elected official and stakeholders, the virtual open house, the online survey and our analysis of the combined feedback, the following barriers to municipal service integration were developed. This section works to identify potential barriers to municipal service integration and / or standardization by identifying the benefits and costs, of reaching agreements that work for all parties.

In the context of the Capital region the arrangements that seem to work are the ones where the benefits are clear to all parties. For example, the water service is a clear win/win service, as no individual municipality could provide water service and there is a clear need for that service. As a result, the need for some type joint arrangement is recognized by all participants. However, such obvious benefits are not always that clear to all stakeholders. The structure of the Capital region is such that many potential agreements benefit one party more than others. Such win/lose agreements will be hard to initiate and move forward. Further, to this point agreements are also difficult to reach where benefits are dispersed, but negative consequences fall on a smaller number of players (e.g., siting a sewage treatment plant).

The following section explores four key thematic statements which highlight barriers to service integration and/or standardization.

1. The geography of the Region emphasizes community uniqueness over community cohesion.

The geography of the Capital region results in a dispersed settlement pattern, which has forced development to expand in non-concentric directions. This has resulted in the Capital region having an unusual footprint with the urban core at the southern tip of Vancouver Island and suburban growth extending both north and west from the core. Esquimalt Harbor acts as a physical barrier between the Westshore and the core, and the narrow geography of Saanich Peninsula forces development to proceed along a linear corridor. The overall result of the Region's geography is a physically dispersed development pattern for a population of this size. This not only makes it difficult to create efficient transportation networks, it also tends to lead to a stronger sense of separation between communities. This lack of physical cohesion contributes to the sentiment that the region, and in a sense the CRD, is controlled by the core municipalities, generating skepticism amongst non-core municipalities in regards to arrangements focused on the region and/ or CRD.

2. There is significant variation in the service models applied by municipalities.

The region hosts a variety of differing service models, though this is arguably most apparent in the delivery of both fire protection and police services. The Peninsula and Westshore utilize RCMP policing and mixed or volunteer fire departments. Core Area municipalities utilize paid fire departments and have independent police forces. This reflects a general difference in servicing style where communities that have been established more recently tend to opt to contracted services, versus older more established communities, which carry-forward their established models of service delivery by municipal employees.

3. Transaction costs and capacity of municipal staff resources are potentially prohibitive.

Each local government is focused on delivering their services to their population. The use of scarce staff resources and scarce council time to work through service agreements, requires both a clear sense of benefit and a clear chance of success. This barrier is further exacerbated by the fact that there is substantial variation in the size of municipalities in the region and their internal capacity to undertake regional service integration initiatives.

This links back to the previous statement that there is a difference between inter-municipal service arrangements which are ad hoc and CRD service arrangements which already have the negotiating framework in place.

4. Accountability and span of control are difficult to establish and enforce.

Services delivered through multi-party agreements or by third parties have less direct accountability mechanisms. This can often have positive service delivery outcomes, but it also reduces the sense of ownership of each party in the service. For this reason inter-municipal service agreement tend to be difficult to organize and easy to dissolve.

6.0 OPPORTUNITIES

All urbanized regions, regardless of their governance structure, need to find a way to balance regional and local community interests. If they are organized as one large local government, they will need to find legitimate ways of understanding and responding to the interest of individual communities given the built-in regional orientation of the civic government. If they are a network of municipalities, as is the Capital region, the challenge is to work together on regional matters in a context where power tends to concentrated in communities with the largest populations.

There are two principles that characterize a well-functioning region. These are particularly important within the context of a region with municipalities, such as that existing in the Capital region. These two principles should be front-of-mind when considering opportunities for regional service integration.

1. Regional Cohesion/Local innovation

There are many aspects of local service and decision making that can be fragmented. In fact, this may actually be good. Smaller units may be freer to innovate and this may create new service approaches that challenge other parts of the region. There are lots of examples of this in the Capital region. For example, experimentation in Westshore communities with legalized secondary suites help guide similar approaches used by other municipalities; multiple jurisdictions are now considering expanding this to the concept of detached secondary suites. Another example is the various approaches used to collect solid waste which provide a diverse set of models that allow jurisdictions to contrast and compare results.

2. A Citizen Centred Culture of Service Delivery

The focus of service delivery should be service to the citizen – recognizing that municipal boundaries are all artificial and that citizens regularly cross boundaries to work, play and live out their daily lives. As a result, wherever practical, service delivery should be guided by how to supply the best service to citizens regardless of the specific municipality in which they live.

Table 6.1 (below) highlights some potential opportunities for further integration of existing services based on feedback from stakeholders and the public. This is simply a high-level overview of areas where service could be integrated further. Deeper consideration by local governments is needed to determine whether further integration would be necessary and beneficial.

Table 6.1: Opportunities for Further Integration of Existing Services

Service Area	Opportunities for Further Integration
Water	This service is already highly integrated and there is limited opportunities for further integration with the exception of integrating the fee setting authority of the three local systems. **Note:** CRD could actually provide local water operations and maintenance services to all of the municipalities making it truly integrated – supply, treatment, trunk distribution and local distribution.
Sewer	Issues regarding the further integration of sewer services have been extensively considered through the core area liquid waste management process. While this process highlights the challenge the region has in reaching tough decisions where there is need to balance the interests of individual municipalities, it is focused on the questions of treatment for the Core-Westshore service and treatment of bio-solids. The space for further integration is integration of the three systems and integration of the Core Area (and potentially Peninsula) collector pipes and municipal collection systems.
Solid Waste	Further integration of solid waste collection systems is possible for garbage and household organics, which could become either standardized municipally provided services or regional services provided in a way similar to the CRD recycling program.
Transportation	**Roads** - In this area the space for potential integration is the entire road local system, with a particular potential focus on those routes which serve a regional or sub-regional function. **Active Transportation** - The planning and integration of cycling and pedestrian routes and infrastructure could be enhanced through greater coordination at the regional or sub-regional scale with a particular potential focus on those routes which serve a regional function; this would also help ensure routes transcend municipal boundaries. **Transit** - There is no place for further integration. The provincial review of BC Transit Victoria operations show that the transit operation is very competitive with other transit operations across a range of indicators. Operation of a transit service at the size of the Capital region is appropriate.
Police	There is space for the further integration of the four independent police forces. However, there is also the more complex question of whether there should be some standardization of policing in the region under either a larger independent force or the RCMP.
Fire	Within fire services there is space for further integration between the current arrangements and one regional fire department. However, given the mutual and direct aid agreements the space is considerably smaller than it would be if such agreements were not in place.

Service Area	Opportunities for Further Integration
Recreation	The space for greater integration lies between these arrangements and the potential for having one regional recreation service.
Parks	There is potential to integrate regional parks and local parks into one park system with regional standards for access and maintenance
Libraries	The potential for further integration of libraries would involve either transferring Vancouver Island Regional Library services provided in Sidney, North Saanich and Sooke to the Greater Victoria Public Library System or merging of the Greater Victoria system with the Vancouver Island system.
Planning and Economic Development	Economic development is already moving towards greater regional integration under the South Island Prosperity Project. Therefore, the service area with the greatest potential for service integration is planning. Planning services could be further integrated through the coordination and standardization of planning and land use regulations, including road standards, zoning and general planning policy.

The following sections provide an overview of opportunities for greater service integration and /or standardization of Capital region services. This includes opportunities that are already in progress, as well as new opportunities.

6.1   In-Progress Opportunities

The following section highlights in-progress opportunities that are currently taking place and work towards greater regional integration. This in-progress opportunities cover transportation, emergency services, economic development and housing.

6.1.1   Building the Economy and Creating Jobs - The South Island Prosperity Project

The economy of the Capital region is changing from one anchored in provincial government services to one where the technology and specialized manufacturing sectors are not only playing a greater role, but are becoming the principle drivers of growth.

What Has Been Done?

South Island Prosperity Project

Earlier in 2016 Capital region local governments, major institutions and business groups were able to reach agreement on the creation of the South Island Prosperity Project. This new economic development body was created to develop key business development services and build a common approach to building the regional economy. This represents a significant shift towards a regional approach to economic development and in this context there is a strong and region-wide interest in building the private-sector economy.

While the regional economy has historically under-performed, it is currently quite strong. A thriving technology sector is taking root. This is a strategic change from the time when the economy was largely dependent on the regions role as a capital city and government center.

The South Island Prosperity Project represents a major opportunity to position the region to capitalize on economic opportunities. It has identified a number of key issues that will materially influence our strategy. The Strategic Plan states:

> *It's true that we boast an incredible lifestyle and have a strong, burgeoning technology sector, a highly- educated population, as well as world-class academic institutions... all essential ingredients to stay competitive in our global information age.*
>
> *But the South Island region is too dependent on a few sectors. As a result, our economy is not diverse enough to attract and retain a workforce that can afford to live and thrive here. That means companies will have to leave the region or languish since they won't be able to attract, or keep, the talent they need to feed their growth.*
>
> *Companies already cite that workforce issues are their top concern. This situation will only get worse if we don't actively try to influence it, as our population gets older and the workforce shrinks.*

The South Island economy will keep growing with or without a strategy, but it is imperative that we plan our development to reflect our values and preserve our quality of life.

The South Island region has never significantly invested in its regional economic development. It was spending $0.43/per capita. This project represents an increase to $2/per capita

Economic development doesn't work when it is driven by individuals. To succeed, we need a cohesive team.

- *First, we need the continued collaboration and vision of our regional municipalities.*

- *Second, we need the continued support of the business community and general public.*

- *Third, we need to enlist more conscripts to our cause - mentors and volunteers with a wide array of skills and experience they can leverage to grow regional businesses.*

- *Fourth, we need to work hand-in-hand and seamlessly with our many industry partners and collaborators in the economic development field.*

- *And, finally, we need to attract financial support and leverage the expertise of Provincial and Federal Governments.*

Other key economic development opportunities that support this include:

▸ These days the government sector is shrinking and a strong technology – tied to the region's position in the Seattle/Vancouver economic region - is increasingly driving growth.

▸ The region has a strategic opportunity to be pro-active in building the economy in ways that not only create employment opportunities for younger workers, but also support other strategic objectives such as affordable housing and reduced GHG emissions.

▸ Current densification of the downtown provides a growing downtown population base to support downtown commercial and economic development.

What Needs to Be Done

▸ This initiative has taken years of work to get going and has seen many false starts, almost all related to municipal competition that has tended to place local self-interest ahead of the regional economy.

▸ The current initiative is still fragile with a relatively thin budget, a 5-year term, the need for additional partners and the need to address plenty of skepticism.

▸ Building support for this initiative is one modest means of seeing how this fragmented region can come together to address matters of the common regional good.

Stretching the Opportunity

It is becoming apparent that helping firms navigate the jurisdictional complexity of the Region will no longer be sufficient. Action will be needed to simplify that operating environment. That is why we see an initiative to harmonize business regulation within the Region as a significant opportunity to be pursued.

6.1.2   Regional Road and Transit Network

From the consultation and meetings with municipalities in the region it is clear that transportation is a key challenge. Movement between sub-regions, and in particular the Westshore and the rest of the region, is constrained by significant congestion and a lack of coordinated planning and transportation alternatives (i.e., transit, cycling, etc.). Further, the geography of the region and existing settlement patterns exacerbate this problem by focusing the majority of the regions traffic into two linear corridors (i.e., Western Shore to /from the Core and Peninsula to /from the Core), placing significant pressure on road and highway infrastructure. Regional choices to grow the Westshore means that Westshore to core and Westshore to Peninsula transportation needs to be improved in order to properly service growth.

What Has Been Done?

▸ The CRD Regional Transportation Plan (2014) outlines key regional transportation initiatives. Notably, it identifies a Regional Multi-modal Network (RMN) and actions to facilitate the RMN's ongoing development, including providing details on required governance and funding mechanisms.

▸ The CRD Regional Transportation Plan (2014) also identifies the need for a Regional Transportation Authority, which supports key finding from the consultation process.

▸ The Regional Growth Strategy (RGS) update has been given first and second reading by the CRD Board. It will proceed to public hearing and ratification by municipal councils in 2017. The RGS provides a general blueprint for how growth and development should proceed in the region, The RGS also incorporate important transportation planning work previously undertaken by both the regional board and the Province.

▸ The existing RGS strategy has created development strategies that have garnered a high degree of regional consensus and been successful in guiding medium-term growth.

▸ Key ongoing projects include the Mackenzie Interchange and the Douglas/Highway 1 Bus lane, which are to be built in the next few years.

▸ The Capital Regional District is working on the creation of a new transportation service.

▸ Longer term transportation decisions need to support land use decisions the Region has already made in the RGS and municipal OCPs to provide innovative ways of reducing GHG emissions and supporting economic growth.

▸ The Burnside Gorge Community Plan is currently underway in Victoria and the Uptown Douglas Corridor Plan is underway in Saanich. These are opportunities to reinforce the need for a coordinated approach to transportation in this area, and define a multi-

jurisdiction long-term approach to the Douglas corridor that will support both improved transit options and mixed use densification.

What Remains to Be Done

‣ Arterial road standards – there is currently no agreement on consistent cross-municipal standards for arterial roads. Since most cross municipal arterials are within one of the three sub-regions this can be addressed in three sub-regional agreements, as well as separate agreements on the two longer arterial roads (West Saanich Road and the Old Island Highway)
‣ Funding of major infrastructure on arterial roads.
‣ The region needs a transportation strategy that provides for mobility between the Westshore and the rest of the region, to support greater anticipated population growth on the Westshore. This strategy need to involve both local governments and the Province (BC Transit and MoTI).
‣ Integrating transportation planning with goals to densify the Core, especially the south of Uptown and the Douglas corridor, to support in town alternative to Westshore growth that have good options for alternative modes of transportation.

Best Practices Regional Transportation

Implementing efficient regional transit systems is challenging where there is high demand for inter-municipal travel.[26] In these cases, there is a need to coordinate transit systems beyond municipal boundaries to meet regional goals. Regional transit requires a level of cooperation and oversight that is complicated to balance. Regional Transit Authorities can make decisions on roads, bridges and other infrastructure and are not restricted to transit services only.[27] Two important regional transit authorities in Canada are TransLink in Vancouver and Metrolinx in Toronto. Each has a different governance model made to suit its situation.

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[26] Bish, R. L., & Clemens, E. G. (2008). Local Government in British Columbia (4 ed.). Richmond, BC: Union of British Columbia Municipalities.

[27] Transportation Association of Canada. (2015). Primer on Transportation Funding and Governance in Canada's Large Metropolitan Areas. Ottawa, ON: Transportation Association of Canada. Retrieved from http://www.tac-atc.ca/sites/tac-atc.ca/files/site/funding-primer.pdf

BEST PRACTICES ★★★ ★★

Metrolinx was created as a Crown agency in 2006. Its current board is made up of 15 provincially appointed transportation industry experts. The move to a full citizen board has caused some concerns over the agency's legitimacy and accountability. The Metrolinx board can make decisions on regional transit without the input from elected officials, which is one of its main criticisms. However, the board does assert that its structure frees it from political interference while allowing it to make efficient fast integrated decisions.

TransLink is the regional transit authority that governs transportation in the mainland of British Columbia. TransLink operates several regional transportation systems, such as SkyTrain. It also identifies and provides funding for arterial roads through its Major Road Network (MRN) program. It was founded in 1998 to meet demands for local control over regional transit operation. TransLink has operated under a few different governance models in its lifetime, but it is currently run by a combination of a Mayors Council (21 mayors, First Nations and Electoral Area Directors in the region), TransLink board of directors (7 individuals appointed by the mayor's council), the Province of BC, a Chief Executive Officer (CEO) and Metro Vancouver. The TransLink structure is nested, and there are layers of authority, accountability and decision making. At a high level, the Province establishes the governance system and the framework that allows TransLink to exist and Metro Vancouver supplies the long-term vision and goals for the organization. The Mayor's Council oversees major decisions and is responsible for appointing the majority of the TransLink board (the Province also appoints two members). The TransLink Board of Directors appoints the CEO and is responsible for helping to run the organization. The TransLink CEO provides leadership and direction back to the board and amalgamates visions and goals of all the levels into the organizations day to day operations.

6.1.3   Improving Police and Fire Service - Centralized Police and Fire Dispatch and Direct Fire Aid

Police and fire services are two key services that are working towards greater regional cooperation and service provision. In particular, a centralized police and fire dispatch (9-1-1) centre is currently being developed.

What Has Been Done?

▶ Area local governments are pursuing integrated fire/police dispatch in conjunction with E-Comm, the Emergency Communications operator in the lower mainland. Adopting the E-Comm operational model for integrated dispatch in the Capital region represents a major step forward that will improve both service quality and cost effectiveness.

▶ The CRD is working on purchasing property for a joint dispatch center.

▶ Core area municipal councils (Victoria, Saanich, Oak Bay, Esquimalt) are working towards the development of an automatic aid agreement.

▶ A new joint municipal / CRD / provincial government committee on coordinated emergency preparedness is in operation. This builds on years of work within the region and represents a mechanism for further progress. This provides a platform from which to work on further integration of police and fire services in planning for and responding to significant regional events.

▶ The proposed, core area automatic or direct aid agreement is a major advance on the existing mutual assistance approach and is consistent with our understanding of a best practices approach in multiple jurisdiction fire protection. When fully implemented it will provide for:

1. Dispatch of respective assigned fire department units on an automatic basis. The Computer Aided Dispatch and Automatic Vehicle Locator (AVL) system will automatically determine the closest available, most appropriate unit(s) regardless of jurisdictional boundaries. These units will then respond.

2. Automatic assistance in responding to fires, medical emergencies, hazardous materials incidents, rescue and extrication situations and other types of emergency incidents.

3. The development of cooperative procedures and protocols, including but not limited to - the possibility of joint purchasing, communications coordination, training, health and safety, fire prevention, public education, fire investigations and other activities that will enhance the ability of the fire departments to fulfill their missions.

4. Standard service criteria as the primary response system elements of this automatic aid agreement, including: Computer Aided Dispatch system that automatically selects the closest, most appropriate unit(s) for dispatch (regardless of the jurisdiction); use of a preplanned system of communications; standard command procedures; mutually agreed upon inventory of equipment; minimum daily staffing level for engines and ladders; and more.

NOTE: *At the time this report was being written negotiations for the direct fire aid agreement between core area municipalities was still ongoing and the final details of the agreement was not yet finalized.*

What Remains to Be Done

The four core municipalities need to sign on to the direct aid agreement and to ensure the agreement is sufficiently resilient and flexible to evolve and grow over time.

Expanding the Opportunity

▶ Review police operations to see what possibilities remain for joint core area specialized services and/or service integration.

▶ Consider the practicality of direct aid agreements where these are not yet in place.

▶ Develop a strategy for the integration of fire services that are currently volunteer departments and how to help these departments evolve to a fully paid structure as areas continue to urbanize. This could be done by agreeing that one municipality will become the contract supplier to others.

6.1.4   Integrated Solid Waste Management and Resource Recovery

What Has Been Done?

The CRD has recently initiated plans to develop Resource Recovery Centre (RRC) at the Hartland landfill. Residual solids from the Treatment Plant at McLoughlin Point will be piped to the RRC where they will be treated and processed into biosolids. Locating the RRC facility next to the existing landfill will allow for future integration between the Region's solid waste and liquid waste management systems once the Wastewater Treatment facility is completed. This represents an opportunity for the region to further integrate its solid waste management systems.

What Needs to Be Done

There is still work to be done to further coordinate and integrate the region's solid waste management systems. Other than the services operated by the CRD (Hartland landfill, recycling, etc.), there is limited coordination on the collection of solid waste amongst the CRD and municipalities in the region. For example, garbage collection is still carried out with little or no regional coordination. As explored below in the best practices section having a consistent platform for collecting and managing solid waste could reduce administrative complexities and streamline resource recovery efforts.

BEST PRACTICES ★★★

Best Practices in Solid Waste Management

Solid Waste Management is one of the primary services offered by municipalities and regional districts. In BC Solid Waste Management plans are governed by the Environmental Management Act.[28] The mandate of solid waste management systems has expanded since the 1980s when more emphasis was placed on the "five R's" (reduction, reuse, recycling, recovery and residual management).[29] Systems are run by a combination of public and private employees. Privatizing different aspects of solid waste management services helps keep costs down through competitive bidding processes.[30]

In particular cases, it is beneficial to coordinate services between closely related communities. An extreme example is in Halifax, where six municipalities were amalgamated in 1996, along with all of their services.[31] The result is that all solid waste is handled by the Halifax Regional Municipality (HRM). However, there are still mixed feelings on whether amalgamation has reduced administrative complexity.[32] One of the more interesting concepts to come from the Halifax example is the idea of the watershed approach to waste management. In HRM the policy is to process all waste within the municipal boundary.[33] However, HRM has enough room to do this because it is a large regional municipality, other municipalities may not have the same affordances.

In the lower mainland, there is a softer coordination of services that is managed by Metro Vancouver, which serves as a regional body for the coordination of certain services. Under this model, Metro Vancouver coordinates the operation of regional infrastructure like transfer stations and landfills, while the member municipalities coordinate localized waste management services like pick up.[34]

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[28] Province of British Columbia. (2016). A Guide to Solid Waste Management Planning. Victoria: Province of British Columbia. Retrieved from http://www2.gov.bc.ca/assets/gov/environment/waste-management/garbage/swmp.pdf

[29] Bish, R. L., & Clemens, E. G. (2008). Local Government in British Columbia (4 ed.). Richmond, BC: Union of British Columbia Municipalities.

[30] Bish, R. L., & Clemens, E. G. (2008). Local Government in British Columbia (4 ed.). Richmond, BC: Union of British Columbia Municipalities.

[31] Halifax. (2016, 12 8). History of Halifax. Retrieved from Halifax: https://halifax.ca/community/history.php

[32] CBC News. (2016, 4 4). Reflections on Halifax Regional Municipality turning 20. CBC News. Retrieved from http://www.cbc.ca/news/canada/nova-scotia/halifax-regional-municipality-turns-20-1.3520196

[33] Giroux Environmental Consulting. (2014). State of Waste Management in Canada. Kanata, ON: Canadian Council of Ministers of Environment. Retrieved from http://www.ccme.ca/files/Resources/waste/wst_mgmt/State_Waste_Mgmt_in_Canada%20April%202015%20revised.pdf

[34] Metro Vancouver. (2010). Integrated Solid Waste and Resource Management Plan. Vancouver: Metro Vancouver. Retrieved from http://www.metrovancouver.org/services/solid-waste/SolidWastePublications/ISWRMP.pdf

6.1.5   Affordable and Low-Income Housing – Regional Housing First

The issue of housing affordability and housing for low-income individuals and families is becoming a growing concern in the region. The housing and rental market has become increasingly unaffordable over the past decade and providing affordable and low-income housing has become an increasingly complex issue. However, actions are being taken at the regional level to address housing issues and there are opportunities to build on efforts in progress.

The Opportunity

Housing, homelessness and mental illness were all identified in the Victoria Foundation's Vital Signs report as being important regional issues. There is currently substantial federal and provincial interest in this issue. The region has positioned itself to take advantage of this opportunity by approving up to $30 million in borrowing through the Regional Hospital District, which can be used to draw provincial and federal matching funds.

Progress to Date

- An agreement has been reached with the provincial government for matching funds to support the development of new affordable and low-income housing, and there is further potential to leverage additional federal funding.
- As it stands, this funding is expected to create 268 low-income units at the provincial shelter rate of $375/month and to leverage substantially more mixed market and affordable rental units.
- The allocation of $500 million in additional provincial funding to support new affordable housing development throughout B.C. is another opportunity to potentially build on this initiative

What Remains to be Done

- The implementation of regional housing initiatives will require participation by virtually all Capital region municipalities in the approval and development process for these new units.
- Timely decision making as well as ensuring the reasonable distribution of these units will be a good test of the region's capacity to make decisions for the common regional good.

Stretching Out the Opportunity

Creative and timely use of land use powers can augment this initiative by enabling the creation of additional rental housing.

BEST PRACTICES ★★★

Best Practices Regional Housing

Regional Housing Authorities can help address issues of housing security and affordability. The scale of housing authorities are dependent on the geographies and populations that they serve. General best practices for increasing housing affordability include permitting secondary suites, infill development and increasing densities in regional centres. Most housing authorities are created with this idea in mind. However, there is a variety of ways that these organization can be run.

The Capital Region Housing Corporation (CRHC) based in Edmonton has a similar mandate to the CRD CRHC, but it is in charge of its vision, elevating it beyond pure property development and management. CRHC is the result of a ministerial order under the Alberta Housing Act. The CRHC is governed by a board of up to 11 members appointed by the City of Edmonton and a separate Capital region Housing Board. Its mandate is to provide a continuum of housing for families and children to foster supportive and innovative partnerships. Housing affordability is a large part of this.

Another example of best practice for regional housing is Portland Oregon's Ending Homelessness initiative addressed through the implementation of the Home Again, A 10-Year Plan to End Homelessness. Under this initiative, the institutions that serve people experiencing homelessness changed their approach from shuffling homeless people from service to service and back to the street, to addressing the lack of permanent housing first. In this example the aim of all government agencies, non-profits, and institutions in the homeless system must be to first get homeless people into permanent housing. The actions in this approach are outlined in the Table 6.2 below.

Table 6.2: Actions - 10-Year Plan to End Homelessness

Action	Timing
1. Create an affordable housing strategy	1. Begin immediately
2. Create more compact complete communities.	2. Provide leadership
3. Educate the public and development sector	3. Engage the community
4. Create a housing organization and/or designate affordable housing staff	4. Create a dedicated housing organization or staff
5. Implement some policies immediately (see below)	5. Adopt a range of strategies
6. Attend to regional planning policies	6. Integrate the creation of affordable housing into bylaws

The following section lists several commonly used policies, tools and best practice strategies to facilitate the provision of affordable housing some of these have been applied in parts of the Capital region, but are practices that could benefit from being applied consistently across the region.

▶ ***Inclusionary zoning** – zoning regulations that require an applicant to contribute to affordable housing as part of rezoning for a development. It can include a percentage of the developed units that must be affordable, off-site construction of the affordable units, or cash-in-lieu paid into a housing fund, etc. This relates to municipal planning polies, which can be adapted to support this.*

▶ ***Secondary suites** – Defined generally as a second self-contained unit, typically in or attached to a single-family home or on the same parcel of land, smaller than the primary dwelling unit. Includes basement apartments, apartments in houses, accessory apartments, in-law suites, granny suites, and carriage houses. Encouraging secondary suite dwelling units is one of the most inexpensive ways to increase the stock of affordable rental housing. If done on the regional scale and coordinate though all planning departments this could generate a significant amount of affordable housing.*

▶ ***Resale price restrictions** – These involve putting a covenant or deed restriction on the title of a home that limits the escalation of the resale price. The price is determined by an index or formula instead of being determined by the market. This has yet to be applied widely in BC, but it has been applied in Whistler, and Dockside Green in Victoria.*

▶ ***Rent restrictions** – can be applied where there is significant pressure on the affordable rental market (shortage of supply and increase in demand resulting in rising prices). Whistler has successfully used rent restriction through the use of housing, but they are rarely used in Canada. Victoria is beginning to use them but in only a few projects.*

▶ ***Intensification policies*** *- higher density (infill, duplexes, secondary suites, conversions), small lots, changes in use of underutilized land, mixed-use (commercial with residential). Again, municipal and regional planning has a role to play in applying these policies.*

▶ ***Fast tracking/ streamlining approvals process/ providing assistance with applications*** *– The timely production of housing can be facilitated by streamlining/ fast-tracking the approval process. This again implementing this type of action at the regional level would involve service areas like planning and government administration.*

KEY RECOMMENDATIONS 👍

Key Recommendation #1

Build on In-Progress Regional Service Initiatives

6.2   New Opportunities

The following section explores entirely new opportunities to enhance service provision and governance in the region and how greater service integration and/or standardization could be facilitated where necessary.

6.2.1   Regional Framework for Discussing Service Integration and Governance

It should be understood that this first new opportunity has three sub-opportunities that would work together to help establish a Regional Framework for Discussing Service Integration and Governance. These three sub-opportunities, include: 1- *Consistent Municipal Reporting;* 2 - *A Capital region Leaders Forum to Discuss Integration and Governance*; and 3 – *A Regional Dashboard for Monitoring Progress.* The opportunity for *Consistent Municipal Reporting* speaks to the need for developing a consistent local government reporting system that would allow for a more equitable comparison of municipal expenditures and revenues to inform future initiatives and discussion about service delivery and integrate. The second sub-opportunity for a *Capital region Leaders Forum to Discuss Service Integration and Governance* speaks to the need for a space to discuss and explore opportunities to improve service integration and governance in a meaningful "one community one vote" discussion on service integration and governance. The third sub-opportunity, a *Regional Dashboard for Monitoring Progress* , is an opportunity to develop a series of metrics to measure the progress of future initiatives to integrate services and improve service delivery.

6.2.1.1   Consistent Municipal Reporting

In order to accurately compare and measure municipal expenditures and revenues in the region it is recommended that local government reporting procedures are harmonized to allow for consistent data collection and interpretation. Currently, municipal revenues and expenditure are reported in an inconsistent manner with many services being categorized differently when municipalities report out to the Province. This paper has provided a high-level comparison of costs, but these cannot be considered direct comparisons, nor would a direct comparison be possible unless municipal finances are reported in a consistent manner.

This could be coordinated with the provincial reporting system or initiated by local governments and done outside the provincial reporting system. Therefore, work between municipalities in the Capital region is required to develop a reporting structure that would allow for and equivalent comparison of local government financial data in the Capital region. This would allow this discussion to move from looking at an 'apples to oranges' comparison to a 'Granny Smith' to McIntosh apples discussion.'
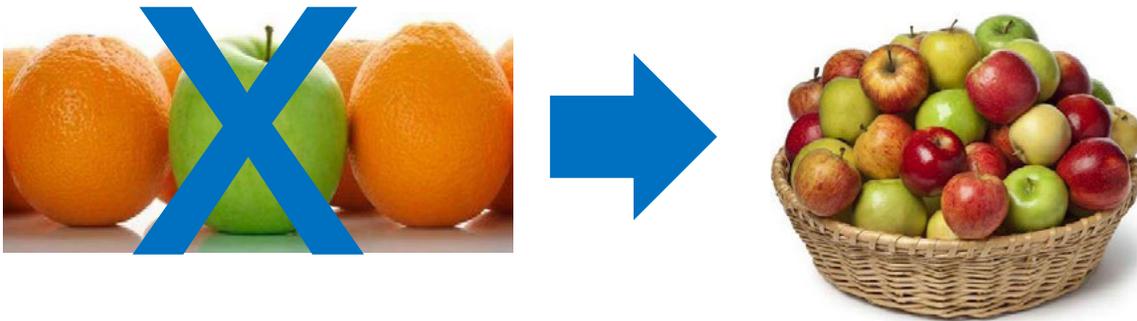
6.2.1.2 A Capital region Leaders Forum to Discuss Service Integration and Governance

A substantial theme in public sector management has been to refocus governance on outcomes as opposed to inputs and outputs. That means that public boards will have a clear understanding of the intended outcome of each service, clear service delivery standards and clear reporting on the extent to which these outcomes and performance standards are being achieved. Critical to this is creating a 'forum' either formally or informally to discuss regional service integration / standardization and governance on a one community one vote basis. Whatever shape this 'forum' takes – whether as part of a CRD committee or strategic planning process or otherwise, as long as it is permitted by legislation it could ideally allow for the exploration of opportunities for improving service integration / standardization and governance in a well-informed manner before taking it to the decision makers. Ideally, this type of 'forum' would also help the region build consensus around contentious regional issues and enhance governance

BEST PRACTICES ★★★ ★★

Metro Vancouver Council of Councils

As a Regional District, Metro Vancouver is governed by a Board of Directors. Like the CRD, Directors from municipalities are appointed by their respective councils, while electoral areas elect an electoral area director for representation. In the case of Metro Vancouver, a director is also appointed by Tsawwassen First Nation's Executive Council. While this allows local representation on the regional Board of Directors, it does not facilitate participation by all local government elected officials.

For this reason, the Council of Councils Committee was created to provide an opportunity for all local government elected officials to discuss and provide feedback on a range of regional issues outside of formal Regional Board meetings. Topics discussed include Metro Vancouver's annual financial plan, major infrastructure projects, strategic initiatives, and management plans and policies adopted by the Board, among other collective concerns. Included in the Council of Councils Committee are all mayors and councillors from member municipalities, the Electoral Area A director and alternate director, and the Executive Council of the Tsawwassen First Nation. Committee meetings are set by the Chair and may be plenary or sub-regional sessions, depending on the topic.

6.2.1.3   A Regional Dashboard for Monitoring Progress

In a multi-jurisdictional setting, such as the Capital region, it is even more important to focus on outcomes. Local governments have broad authority with respect to how they deliver services, so it is important to be able to see if these means are achieving their desired ends. This could be a Regional Dashboard, such as in Edmonton or other type of organization. Therefore, in the context of regional service provision it is suggested that the creation of this leaders' forum is combined with the consistent municipal reporting structure and common set of performance measures. As this would provide citizens with a much clearer understanding of the extent to which local services are achieving acceptable outcomes. This approach is currently being explored in other regions of Canada. For example, the City of Edmonton has adopted a simple scorecard to support its service discussion, which represents a potential best practice for Capital region local governments.

The Edmonton Citizen Dashboard

As part of Edmonton's current 10-year strategic plan—"The Way Ahead"—city leadership made a commitment to be more open and accountable to citizens. The Citizen Dashboard, an online tool lets city organizations share service performance indicators with the public, who can then see how services are performing and also post comments and suggestions. Available on tablets and smartphones, the tool engages the collaborative power of the citizenry and meets them where they live and interact. The Dashboard is laid out in a format that makes it easy for citizens to understand with graphics to demonstrate whether the City's performance for a given service is meeting or exceeding targets, or requiring improvement. The end-result is a collaborative and interactive presentation of performance indicators, allowing not only real-time data feeds to the public directly from the source, but allowing the public to provide feedback directly to the source via the presentation tool. The end-result is a collaborative and interactive presentation of performance indicators, allowing not only real-time data feeds to the public directly from the source, but allowing the public to provide feedback directly to the source via the presentation tool. With the Citizen Dashboard, Edmonton has taken the next step in embracing current technological trends in the public sector, and at a cost of less than $100,000, the solution is attainable for a range of public sector organizations.

Link | Edmonton's Citizen Dashboard: https://dashboard.edmonton.ca/

In the Capital region, the 'Dashboard' could play an important role in decision-making and support the service integration discussion, however, this takes place. It could provide a focused opportunity for local leaders to review the scorecard and consider what actions to take in response to the indicators. This would create a structured forum to consider cross municipal action. The absence of such a forum was a continuing theme in our discussions.

Focusing this work on regional outcomes would also mean that the forum would deal with addressing real issues and improving way services are delivered to citizens.

KEY RECOMMENDATIONS

Key Recommendation #2

Create a Regional Framework for Discussing Service Delivery and Integration

6.2.2 Make Greater Use of *Community Charter* Authority for Inter-Municipal Regulatory and Service Arrangements

This opportunity represents a key action for local governments, one that would work to benefit the region by reducing 'red tape' and regulatory complexity for local businesses and citizens.

What Has Been Done?

Municipalities in the Capital region have been pioneers in the creation of inter-municipal business licenses and inter-municipal mobile business licenses. This is a good example of how the Region as a whole can reduce regulatory complexity.

What Remains to be Done?

We have heard that there are still gaps in the systems that create a complex regulatory framework for businesses operating in multiple municipalities. Closing these gaps needs to be prioritized and addressed.

Stretching the Opportunity

Over time the Capital region should use the flexible *Community Charter* powers outlined below to create a common regulatory code, along with common regulatory approval processes for administrative decisions. **Section 14** of the *Community Charter* allows for Inter-Municipal Service and Regulatory Agreements. These agreements may:

▸ provide that the bylaws of one or more of the participating municipalities in relation to the matters dealt with by the scheme apply in other participating municipalities;

▸ provide that the municipal powers, duties and functions of one or more of the participating municipalities may be exercised in relation to the scheme in another participating municipality;

▸ provide that the council of one or more of the participating municipalities may delegate to council members, council committees, officers, employees and other bodies of another participating municipality;

▸ restrict a participating municipality from separately exercising its authority in relation to the matters dealt with by the scheme;

▸ establish the process by which a participating municipality may withdraw from the scheme.

This is a powerful provision and creates a strong opportunity for the region to build on more modest proposals such as inter-municipal and mobile business licenses. Designing this process will require discussions between business and local government, and would benefit from provincial engagement. This would allow any decisions to be harmonized before they go to councils for comment and approval as a package.

6.2.3 Legislative Options for Greater Use of Commissions and Regional Corporations

The *Local Government Act* provides for regional and sub-regional services of a regional district to be structured in a number of ways.

What has been Done

The CRD has recognized this opportunity by creating a significant network of committees that expand the Regional Board's capacity by utilizing municipal councilors in committee roles

What Remains to be Done

The legislation provides for additional options, including commissions and corporations to be established. This allows for citizens, with appropriate expertise in Board Governance, to be utilized as members of commissions and subsidiary corporate boards. Local governments in the region should review their organizations to evaluate opportunities to create new commissions with mandates to oversee service delivery and look for opportunities to improve the efficiency of these services.

Stretching the Opportunity

Within current legislation there are tools that allow for the blending corporate governance while respecting the role of elected officials as strategic decision setters. These tools are currently underutilized.

6.2.4 Integrated Recreation Services – Facilities and One Rec Card

Through discussions with communities and the public integrated recreation services was identified as a potential opportunity for regional service integration. Currently, recreation services, which also includes arts and culture, are delivered differently and with limited coordination at the regional level. Core municipalities of Victoria, Esquimalt, Saanich and Oak Bay all maintain their own recreation facilities and services, while collaborating on some community recreation and cultural functions (i.e., equipment sharing, the Royal Theater, art grants, etc.). The remaining municipalities share recreation service responsibilities through three sub-regional recreation services agreements (Westshore Parks & Recreation (municipal partnership), Peninsula Recreation Commission (CRD operated), and SEAPARC (CRD operated)). The wide range of service delivery mechanisms and the fact that many residents access recreation services outside their home communities represents an opportunity to reduce the number of 'free riders' by potentially having one recreation card and create operational efficiencies in facility management. The "One Rec Card' would also have a secondary benefit of providing feedback data on how recreation services are being access and how the delivery of the service is function in the region.

Joint Recreation Provision

Joint recreation facilities and programming would allow municipalities to merge recreation services. As it stands the core municipalities of Saanich, Oak Bay, Victoria and Esquimalt operate their own recreation facilities, and communities on the Westshore, Peninsula and Sooke share recreation facilities. Joint ownership of major recreation facilities would merge these facilities and give residents more options (increased level of service) for recreation facilities they can use. This would allow people who work downtown and live in outlying communities to use recreation facilities in the communities they both live and work, and vice versa.

BEST PRACTICES ★★★ ★★

Recreation Services

The provision of recreation and cultural services can make up a significant proportion of municipal budgets.[35] These services have begun to be viewed as essential preventative health care strategy and as important for community well-being. The distribution of these services is expensive. A number of provincial grants that were made available in the 1970s made the expansion of these services viable, but today municipalities are looking for ways to streamline the delivery of services while maintaining service levels.[36] Common problems with the delivery of recreation services are administrative costs and the costs associated with free-riders. In dense urban areas like the Capital Regional District, it is common to see situations where users gravitate to facilities outside of their own municipality. These services are mainly funded by municipal taxes, so people coming in from other municipalities are in a sense using a service that they have not paid for.

Possible solutions to this problem include running services at the Regional District Level. Regional Districts can make good administrators of these services, as their boundaries can capture more users and lessen the free-rider problem.[37] Other situations where it may be advisable to run recreation services at the regional district level are in smaller communities. A small community may be able to achieve better services if recreation dollars are pooled through the regional

[35] Vojnovic, I. (2000). Municipal Consolidation, Regional Planning and Fiscal Accountability: The Recent Experience in Two Maritime Provinces. Canadian Journal of Regional Science, 49-72. Retrieved from http://www.cjrs-rcsr.org/archives/23-1/IGOR.pdf

[36] Bish, R. L., & Clemens, E. G. (2008). Local Government in British Columbia (4 ed.). Richmond, BC: Union of British Columbia Municipalities.

[37] Bish, R. L., & Clemens, E. G. (2008). Local Government in British Columbia (4 ed.). Richmond, BC: Union of British Columbia Municipalities.

district than it would if it was acting alone. The Central Kootenay Regional District operated recreation programs for Nelson, Castlegar and Creston as an example.[38]

The administration of recreation and leisure programs creates large amounts of work for staff. One way that some municipalities are trying to break down the management of these programs is by integrating services.[39] The Town of Markham Ontario has created an Integrated Leisure Master Plan, recognizes that parks, recreation, culture and libraries do not operate in isolation and plans their futures as one multifaceted entity.[40]

[38] Regional District of Central Kootenay. (2016, 12 8). Recreation. Retrieved from http://www.rdck.ca/EN/main/services/recreation/rec-program-schedules.html

[39] Vojnovic, I. (2000). Municipal Consolidation, Regional Planning and Fiscal Accountability: The Recent Experience in Two Maritime Provinces. Canadian Journal of Regional Science, 49-72. Retrieved from http://www.cjrs-rcsr.org/archives/23-1/IGOR.pdf

[40] Town of Markham. (2010). Integrated Leisure Master Plan. Markham, ON: Town of Markham. Retrieved from https://www.markham.ca/wps/wcm/connect/markhampublic/ba6c70e0-8116-4cbc-8598-99e3fdec1041/leisureplan_final041310.pdf?MOD=AJPERES&CACHEID=ba6c70e0-8116-4cbc-8598-99e3fdec1041

6.3 Evaluating Opportunities for Service Integration and Best Practices for Service Agreements

It should be understood that it is not the role of this paper to ultimately determine what opportunities for integration could best be achieved, but to provide an overview of the current situation and some tools for local governments to assess opportunities for integration. Therefore, the following section outlines a framework for evaluating opportunities for service integration. It should be noted, that this section is simply a preamble to the detailed service evaluation workbook provided for local government staff and elected officials in **Appendix D**.

The service delivery fact sheets describe how services are currently provided within the Capital region. In order to assess where opportunities may exist to alter service arrangements the following questions were considered.

1. How integrated are services in the Capital region today?

   The purpose of this question is simply to determine to what extent a particular service that is provided to multiple local government jurisdictions is integrated at this point in time. This will help explore whether or not there is potential to create a larger service area in the future. This question will not consider the costs, benefits and other potential issues related to extending the service (see Question 2) it is simply focused on identifying where the scale of the service could be increased.

   In answering this question it is necessary to define "regional" and "sub-regional" in the context of the Capital region.

   In the Capital region there are few truly "regional services" that encompasses the entire area of the Capital Regional District. This is because the Capital Regional District includes substantial rural areas (some of these are municipalities such as Metchosin and the Highlands and some are not incorporated, such as the Juan de Fuca area west of Sooke, and the Southern Gulf Islands).

   For this reason we have defined "regional service" to mean a service that is provided, at least some part, to all the municipalities in the Region. For example, we consider the CRD water service to be regional because each municipality that provides water to its residents uses the CRD service, even though there are parts of several municipalities where residents rely on individual wells for water.

   Similarly, we consider a service as sub-regional if it is provided to at least some municipalities either the Saanich Peninsula, Westshore or Core parts of the Capital region.

2. Where a service is not yet fully regionalized, how can local governments assess the costs and benefits of extending or further integrating the service?

This question focuses on whether there are cost savings, service improvements, reduction to risk or enhancements to environmental sustainability that could be achieved by further integrating the service and if so how could one assess the public response to such a change.

3. How could a change in service delivery best be achieved?

This question focuses on the options for further extending or integrating the service. For example, this could include prospective benefits best be achieved through inter-municipal agreements, a joint CRD service, a joint service arrangement between multiple municipalities or some other means.

6.3.1   Evaluating Service Delivery

The following section considers the question of how to consider what would be achieved through further integration or standardization of services. To answer question 2 in a structured way a service evaluation 'workbook' was created to help facilitate discussions about further integration or standardization of services amongst local governments and stakeholders. The following section provides a brief overview of this workbook, the full 'workbook' provided in **Appendix D**.

It is imagined that a workbook will be completed to evaluate each service or service area discussed above; this exploratory discussion will evaluate the benefits of further integrating and/ or standardizing a service (or not). In this context standardization should be thought of as making the regulations, standards, and/or equipment required to provide a service the same in several or all Capital region jurisdictions. For example - consistent zoning regulations, one business licensing system, having the same vehicles and bins for waste disposal services, etc.). Definition of integration is reiterated in the adjacent call-out box. It should be noted that this evaluation framework also considers to antitheses of integration and standardization, the form of service separation and service customization, respectively (see **Figure 6.1** below).
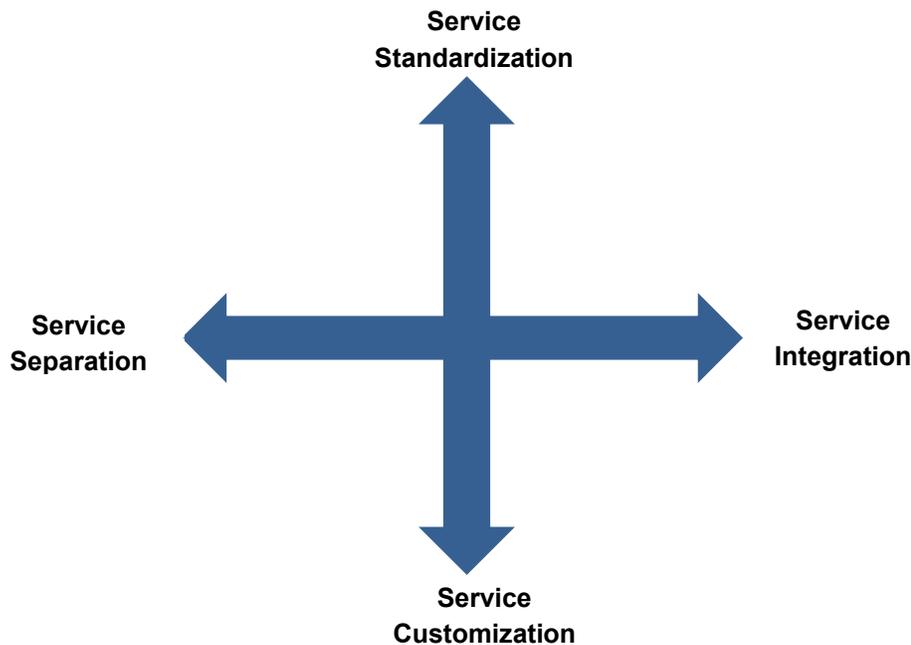
Figure 6.1: Service Evaluation Spectrum:

POINTS OF CLARIFICATION

In this context of service evaluation, the following definitions can be applied while reviewing opportunities for enhancing service delivery. Definition have been provided for the term integration and standardization, as well as their antonyms separation and customization. These definitions relate to the service delivery spectrum in **Figure 6.1** (above).

▸ **Customization** – Service customization means tailoring each service to a specific community or municipality with limited consideration for how that service functions in a neighbouring municipality or community (Examples – every fire department having different equipment, every community having different servicing standards for development, etc.).

▸ **Integration** – In this context integration should be thought of as providing a service in a consistently effective and efficient way, across multiple jurisdiction through partnerships, joint service delivery, and other agreements that ensure the delivery of a service in the region is done with a high-level of coordination between government organizations. (Example – having one recreation card for the region,

having one emergency dispatch centre for the region, having one garbage collection system for the region, etc.).

▶ **Standardization** – In this context standardization should be thought of as making the regulations, standards, and/or equipment required to provide a service the same in several or all Capital region jurisdictions. (Examples – consistent zoning regulations across all municipalities, one business licensing system, having the same vehicles and bins for waste disposal services, etc.).

Separation – Service separation is the opposite of integration and applies when a service is provide variably and in isolation of other services and service providers. (Example – having different planning and zoning regulations in every municipality (no consistency), each municipality having their own landfills and garbage collection systems, etc.).

The 'workbook' has two sections. Section 1.0 starts by asking a series of prompting questions about service delivery integration to initiate the discussion, these include:

▶ Why is this a good area for service integration and/ standardization?

▶ What is working well about this service and what is not working?

▶ Does further integration and/or standardization of this service solve a problem?

▶ What needs to happen for this service to become more integrated?

▶ What needs to happen for this service to become more standardized?

▶ What are the potential barriers to further integrating and/or standardizing this service?

The workbook then proceeds to an interactive section (Section 2.0), which allows users to score various aspects of service delivery and explore the potential of a service to become more integrated or standardized.

▶ The first question (Question 8.0) in this series concerns community values and is focused on what the community wants to achieve through service integration or standardization. It asks how much value is placed on:

» Financial Sustainability;

» Reduced Risk;

» Increased Level of Service;

» Improved Decision making; and,

» Public Support.

▶ The second and third questions series then asks about the extent to which these values would be achieved through greater integration and/or greater standardization of the service.
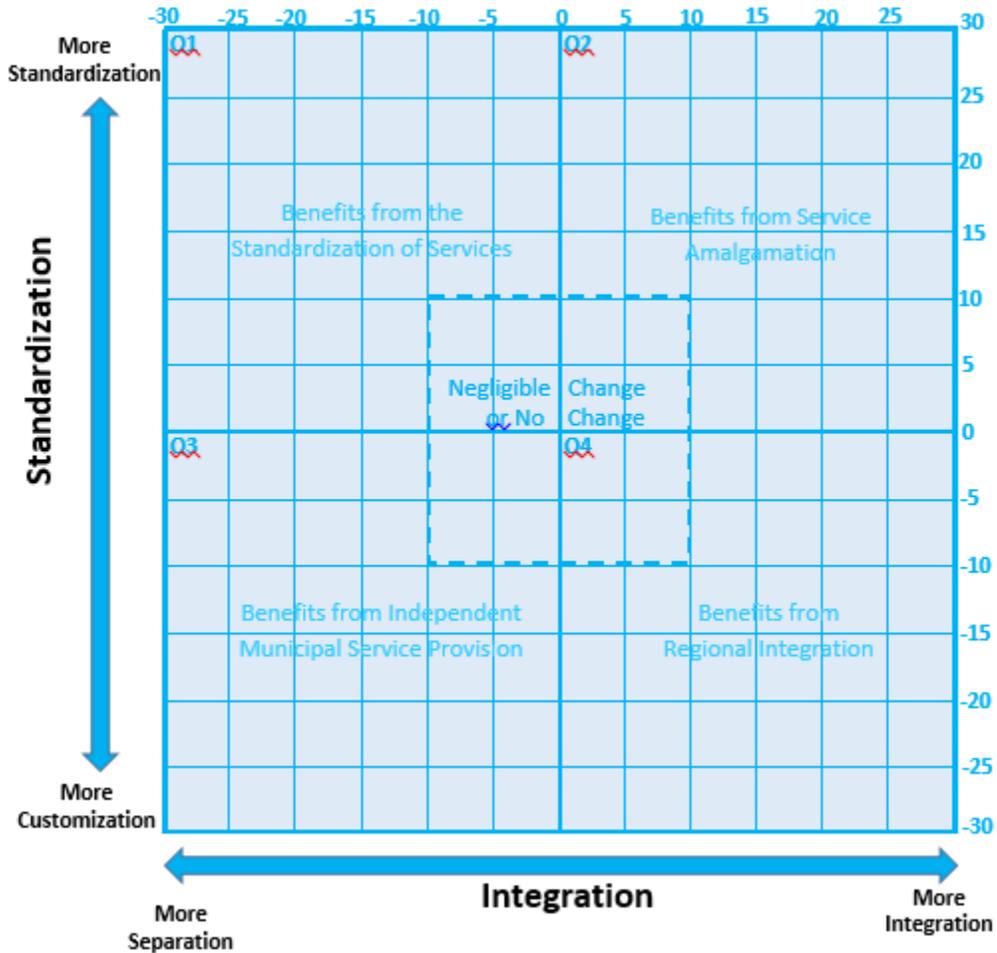
Figure 6.2: Workbook Summary Question Chart

The summary question then asks users to chart their scores as a means of evaluating whether or not a service will benefit from becoming more integrated or standardized. This is meant to inform a discussion regarding which service may be suited for further integration or standardization.

The workbook asks two follow-up questions based on the summary charts shown in **Figure 6.2** (above). The first follow-up question asks "what elements of the service would you integrate and/or standardize further?" and if this service is unlikely to benefit from greater service integration and/or standardization "describe any risks/ costs associated with maintaining the status quo". The second question asks users to rank challenges that will affect the success/lack of success of an initiative to regionally integrate or standardize this service through cooperative municipal and regional partnerships; some options include public / political opposition, policy, capital costs, and an 'other' category.

Overall, the evaluation current service delivery in the workbook considers opportunities for integration and/or standardization. The next step is then relating these opportunities to an appropriate governance structure and determining if the current governance framework provides the necessary tools to help deliver a service in a more integrated fashion. In some cases the 'appropriate governance structure' may not exist, in which case the question becomes what tools are required to deliver this service and how can the current governance framework be adapted to allow for the further integration.

KEY RECOMMENDATIONS

Key Recommendation #3

Evaluate New Opportunities for Improving Service Delivery and Integration

6.3.2   Best Practices for Service Agreements

In our first round of discussions we were told that setting out the principles for successful inter-municipal or regional service agreements would be a useful component of our work

Considerable work in this regard has been done by the Ministry of Community, Sport and Cultural Development, the Federation of Canadian Municipalities and other bodies. We will not duplicate that work, but will provide a brief synopsis of some common principles and approaches.

Basic Principles

Discussions in this area cite work done by economist Enid Slack with regard to some fundamental principles regarding inter-municipal or regional agreements.

These four basic principles for what the panel calls successful "shared investment, shared benefit arrangements" are as follows:[41]

1. **Equity:** Costs and benefits should be shared fairly across the partners taking into account the ability to pay and the benefits received.

2. **Efficiency:** Resources should be optimized to ensure maximum value in services.

3. **Cost-Effectiveness:** A service should be provided at the least cost.

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[41] Bird, R, Slack, E. (2006). An Approach to Metropolitan Governance and Finance. Environment and Planning C: Government and Policy 2007, volume 25, pages 729 – 755.

4. **Accountability:** Consumers and taxpayers should know who can be held accountable for service provision and the taxes they pay for these services.

Based on our experience we are going to add a fifth principle – communication and reporting- as it is our experience that decision makers must be able to see that the above 4 principles are being addressed.

Determining Opportunities to Pursue

In choosing when to pursue "shared investment, shared benefit arrangements", work done by the Ministry of Community, Sport and Cultural Development, in collaboration with local government officials, suggests that local governments need to review a number of fundamental questions when considering such arrangements.

These are as follows:

▸ Is there a role for government in providing the service?

▸ Do the economics of a service suggest that common provision is best?

▸ Is there a shared vision for the particular service?

▸ Do other jurisdictions have infrastructure and systems in place already?

▸ Would a common approach to servicing result in a better service?

▸ Do the benefits of both the service and a common approach to the service extend beyond the boundaries of a single jurisdiction?

The benefits which jurisdictions hope to achieve through cooperation do not come without certain costs. More specifically, to achieve the benefits of common service provision, individual jurisdictions must sacrifice a certain degree of control over the shape and future direction of the service.

When control over a service is shared among jurisdictions, the potential for tension can be significant. The types of tension that affects common "shared investment, shared benefit arrangements" typically arise in the following situations:

▸ the service being provided strays from its original scope;

▸ common service levels exceed those that one or more jurisdiction considers to be necessary;

▸ uneven service levels across participating jurisdictions result in pressure to expand the service in ways that are not cost-effective;

▸ the service's cost-sharing formula, which can be affected by changes to the tax base or demographics, is perceived as being unfair;

▸ participants feel that they have too little control over (escalating) costs;

▸ a jurisdiction feels that it lacks a meaningful voice in the decision-making process; or

▸ jurisdictions feel trapped in an unsatisfactory arrangement either because the provisions for review are deemed to be problematic, or because they have no practical way of delivering the service on their own.

Individual jurisdictions will choose to pursue shared service provision when the perceived benefits of the arrangement outweigh the perceived costs.

Making Arrangements Work

The arrangement once initiated, will be successful as long as the benefits of participation to individual jurisdictions continues to outweigh the costs related to the sharing of control. When tensions arise and are left unchecked, the costs of cooperative service provision begin to outweigh the benefits received. It is during the design, or re-design, of the shared service arrangement that the potential for tension needs to be anticipated and addressed. Proper consideration of the key issues by all participants at this early stage will result in service arrangements that stand the test of time.

▸ **There is an ability to capture economies of scale and scope**. Certain types of local government services or facilities possess economies of scale. This means that the more customers that are served (or units of service produced), the lower the average cost to the consumer. These services are generally capital intensive and involve high fixed costs which are best spread over a larger customer base. Often, the ability to benefit from economies of scale are limited by jurisdictional boundaries. For example, in the Capital region, sub-regional arrangements for large recreation centres would fit into this category.

▸ **Opportunities exist for one or more jurisdictions to access the surplus capacity of another jurisdiction's services including infrastructure.** For example, Oak Bay contracts with Saanich for specialized police services such as homicide investigation, which Oak Bay requires on a very infrequent basis.

▸ **Opportunities to secure specialized expertise from another jurisdiction.** In addition to accessing the capacity of major community facilities and infrastructure, local governments may also access technical, managerial or administrative expertise of another jurisdiction thereby putting them in a position of providing either a higher level or quality of service or better managing risk and liability. A smaller jurisdiction may also be able to access the expertise necessary to design and implement the most cost effective and innovative approach to delivering a service.

▶ **The service is best delivered on a regional basis to ensure a regional perspective in decision-making and also to fully implement servicing decisions.** There are situations where regional service delivery makes sense not only from the perspective of cost efficiency but also from bringing a regional perspective to servicing decisions and ensuring that regional solutions can be fully implemented. For example, Capital region local governments all have a say in watershed management through the CRD water service.

▶ **The benefits or costs of a local government service extend beyond its boundaries and are best managed through the provision of the service on a regional basis.** Often the benefits of a local government service extend beyond the boundaries of the local government creating the service. This usually occurs when the nature of the service makes it difficult to control access to the service. Examples include air quality management, economic development planning, and the provision of roads. In these cases it might be appropriate to pursue regional service arrangements so that those benefiting from the service also contribute to the cost of the service and have a voice in decisions concerning the provision and delivery of the service.

▶ **Opportunities exist to improve performance, provide a higher quality of service or to increase value to the customer through regionalization**. For example, regional service delivery may allow important service thresholds to be reached enabling local governments to:

　　» upgrade or introduce new innovative technologies;

　　» make investments in infrastructure which have not been affordable for individual local governments;

　　» increase the level of technical, managerial or administrative expertise available to design and implement local government servicing arrangements; or

　　» invest in infrastructure upgrading or provision of new facilities.

▶ **Eliminating the collateral impacts of differential service levels in a region.** There are many cases in the Province where differing levels of service provided by two or more local government jurisdictions have broader policy and development implications. The most common is the situation where an unincorporated area with a low level of services (and low servicing requirements) is located near a municipality with a high level of services (and high servicing requirements). The differing service levels may cause development, which would have normally taken place in the municipality, to locate in the fringe area due to lower servicing requirements and costs. This creates unwanted market dynamics and policy implications which could be addressed by providing similar levels of services in both areas particularly if both are urbanized areas.

▶ **Provision of specialized services.** A number of local government services are highly specialized and although desirable, may not be affordable by individual local governments. These could include services, such as library services or specialized inspections.

▶ **Shared regional vision.** Circumstances may arise in which the various political jurisdictions within a region share the same vision for the provision of a regional service. This may be prompted by a unified response to an event (e.g., wildfire, economic downturn, etc.), or the outcome of a shared planning process (e.g., regional growth strategy).

This section has provided a brief overview of best practices for service delivery through inter-municipal or regional service agreements. More information on best practices for service delivery through inter-municipal or regional service agreements is available from the Ministry of Community, Sport and Cultural Development publication, *Guide to Regional Service Arrangements and Service Reviews.*

BEST PRACTICES ★★★ ★★

Adopting a "Procurement Perspective"

In Canada, numerous local jurisdictions collaborate on "one-time" purchases of services and equipment including buses, fire trucks, ambulances, electric vehicles, LED street lighting, computer equipment, IT network services, general office products, and environmental services. In some provinces, like Ontario and British Columbia, municipalities are able to "piggyback" on provincial government procurement systems and services. In British Columbia, a provincial procurement service and web-based system is available to a wide variety of public sector organizations including cities, school districts, health authorities, Crown corporations and the B.C. government. Through BCBid they can advertise opportunities for contracts for a wide range of goods and services, thus attracting a wider field of competitors.

One proven means of cost savings is to utilize BC Bid's established Master Standing Offers (MSOs) for goods and services. These are contracted opportunities to purchase commonly used goods or services from vendors and providers who have been selected through a competitive bidding process. The advantages are savings and standardization. The disadvantage can be an end-user's constraint of choice to meet their personal preferences.

A notable example in British Columbia of sectorial collaboration in procurement as part of the Administrative Services Delivery Transformation (ASDT) initiative. All 25 of BC's public post-secondary institutions have partnered together to form a purchasing consortium that will allow all the schools to pursue the benefits of joint procurement. The consortium is voluntary and cooperative, with the goals of achieving: (1) value for money; (2) enhanced collaboration; (3) strategic supply management; and (4) development of procurement best practices to enhance the quality of services. The initial scope for the new consortium includes procurement for vending services, natural gas, electrical supplies, office supplies and travel services.

For more information please see **Appendix E**.

7.0 SUMMARY

Governance is not a solution; it's a framework for better decision making. Governance, in regards to service delivery, needs to empower service providers to make the decision that have the best outcomes for all citizens of the Capital region.

The following key recommendation have been developed based on the feedback received from local government officials, stakeholders and the public. In some cases, these recommendations focus on individual services where a critical need has been identified. In other case these recommendations look at governance and actions required to build the capacity of the region to make key decisions related to service delivery. The following three recommendations have been identified:

1. Build on In-Progress Regional Service Initiatives

   Keep moving forward on efforts to streamline service delivery with a clear focus on service structures that can address the future needs of the Capital region. The region is currently making progress on integrating and improving service delivery for protective services (centralized emergency 9-1-1 dispatch and Direct Fire Aid), solid waste service (resource recovery), economic development (South Island Prosperity Project), housing (Regional Housing First) and regional transportation planning efforts. These efforts should be continued and enhanced where possible.

2. Create a Regional Framework for Discussing Service Integration and Governance

   It was identified that there is a need to establish a regional framework for discussing service integration and governance. The suggested framework consists of three components as follows:
   - establishing a consistent municipal reporting system to allow for an accurate comparison of services;
   - creating a leaders forum to discuss service integration and governance; and
   - developing a regional dashboard for monitoring progress.

   This framework would allow the Capital region to have open and informed discussions about service delivery and governance in the region.

3. Evaluate New Opportunities for Improving Service Integration and Governance

   The role of this initiative is not to ultimately determine what opportunities for integration could best be achieved, but to provide an overview of the current situation and develop tools for local governments to assess opportunities to improve service delivery and governance. The workbook provided in this report is designed to help guide local governments in the Capital area through a framework to evaluate new opportunities for enhancing service integration and governance. Therefore, a key recommendation is that local governments use the information provided in this report and the workbook to assess where opportunities for enhancing service integration and governance exist.

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APPENDIX A
AMALGAMATION DISCUSSION
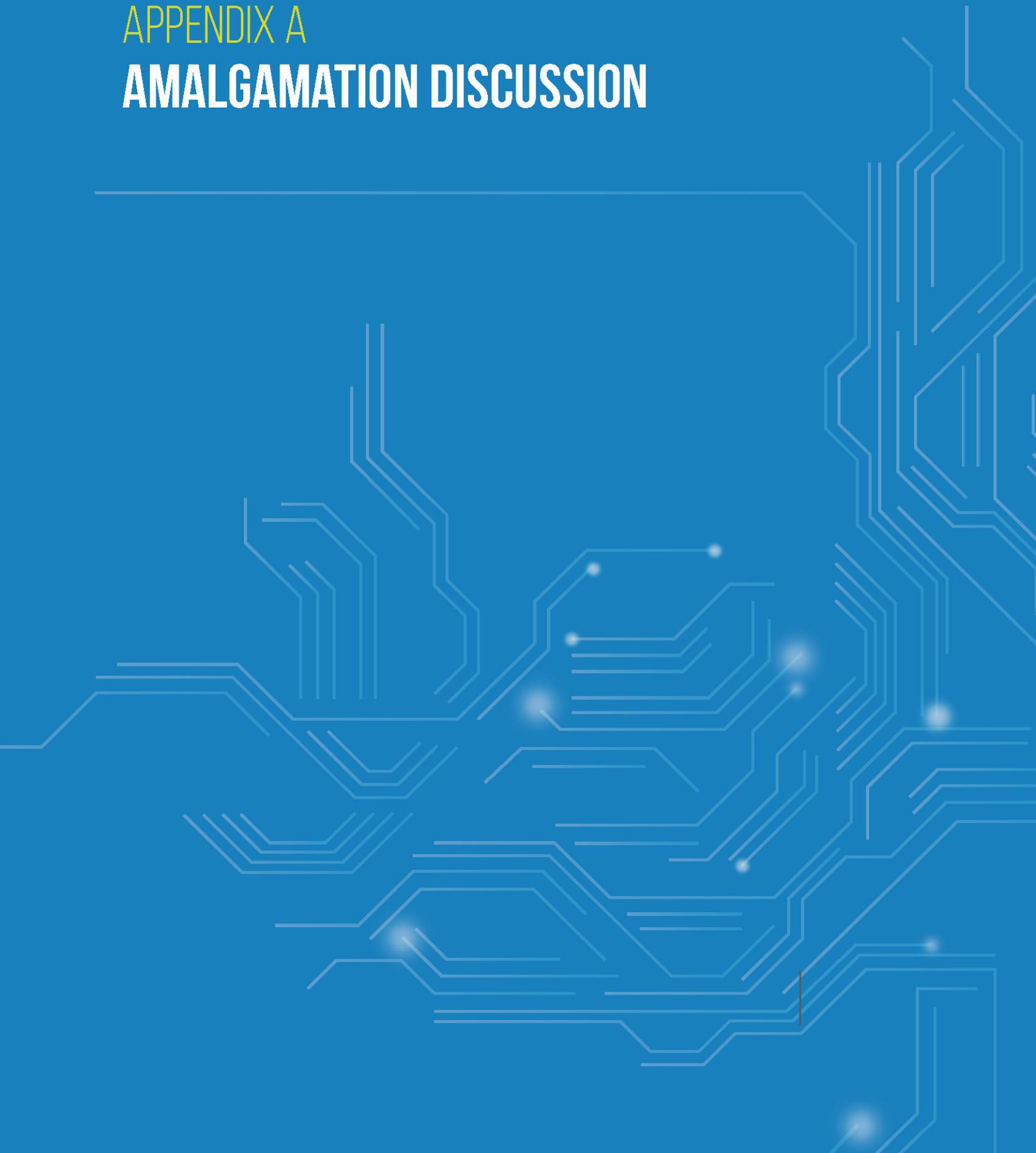
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Introduction

This project is not focused on amalgamation and a discussion of amalgamation was not included in the terms of reference for this project. However, as we discussed this matter with local councils and stakeholders we were asked on a number of occasions to include a discussion of amalgamation in our work. As stated at the outset of this report, discussions of service integration and amalgamation usually overlap. This is because they are for the most part different ways of addressing the same set of issues.

Amalgamation, involves jurisdictional units merging and the new council of the combined local governments makes decisions with respect to service integration and standardization.

In contrast, in service integration discussions, the councils of each local government decide whether and how services will be integrated or standardized.

With both amalgamation and service integration the following questions need to be addressed as they are an essential part of dealing with the growth of urban regions. This is because:

▶ As urban areas grow service arrangements need to adapt to increasing levels of urbanization. Arrangements that work in rural contexts – water from wells on individual properties, sewage disposal through septic systems, volunteer fire departments – change to create the types of arrangements that are common in more intensive urban environments such as common water and sewer systems and paid fire departments. Exactly when communities need to migrate to these more urban arrangements is a matter of judgement.

▶ As neighboring jurisdictions develop they create adjacency issues as resident's work, play and do business throughout the urban region. In Canada these types of issues have largely been confined to municipal jurisdictions. However globally, urbanization has often outrun state and even national boundaries.

It is important to note that this is not unique to the Capital region. It happens in every urban centre experiencing growth.

The question is how urban areas adapt to growth. In practice there are a large number of area specific arrangements that have been created in urbanizing regions to deal with such change. Broadly, they can be combined into two large categories.

▶ The first category preserves the existing institutional framework and seeks to find ways for integration of services.

▶ The second category changes the institutional framework – usually by consolidating institutional units to creating larger institutions. Ultimately, the sheer size of urban regions defies further consolidation and various forms of integration that must be used. However,

the Capital region is nowhere near this scale. At around 400,000 people it is a medium sized urban area by even Canadian standards.

The question is one of understanding this larger debate about institutional consolidation or service integration in a Capital region context.

It is helpful to frame the discussion as follows:

▶ What is the legal framework?

▶ What are the issues?

▶ How do consolidation and integration address these issues in the Capital region?

The Legal Framework for Municipal Amalgamation in B.C.

B.C. legislation is clear. Section 279 of the *Community Charter* states that a new municipality including two or more existing municipalities may not be incorporated unless there is a successful vote in each municipality. It is important to note that the amalgamation of municipalites does not change the existence of a regional district, nor the role that the RD plays in the region.

In law municipalities are corporations and this process is similar to the shareholders of a corporation needing to approve a merger.

In theory, this question can be addressed to any number of municipalities at any one time.

However, in practice addressing the question to more than two municipalities at one time creates a range of possible future outcomes, making the potential outcome of the question being put to voters unclear and potentially clouding the local discussion. For example, if three municipalities were to vote at any one time voters would not know consequences of their vote as an affirmative vote could bring about an amalgamation with both, one or none of the prospective partners. If the vote was affirmative in two of the three jurisdictions, then the process would have to be continued to account for the financial impacts of the new geography. It is possible that an additional vote would have to take place, given the change in the municipalities considering amalgamation. As a result, the path to amalgamation is most commonly one that engages two potential partners at one time. What are the Issues?

The issues we most commonly encountered were:

▶ Multiple regulatory regimes with respect to business regulation make it overly complex and expensive to do business in the region, particularly for business that operate in multiple jurisdictions.

▶ Disjointed transportation and planning decisions. Most often this was focused on a mismatch between the rate of growth on the Westshore and the transportation infrastructure connecting it to the core and the peninsula.

▶ The implications of multiple policing jurisdictions on complex policing operations.

- Lack of standardization in fire services.
- Gaps in emergency preparedness.
- The difficulty of finding collaborative regional solutions to these issues within the regional district (CRD) governance model.

How do amalgamation and integration address these issues in the Capital region?

Regardless of which way you approach the issues that arise from growth, sorting out the provision of services is fundamental to achieving better service overall delivery. There are a number of important considerations to keep in sight, for example, financial (i.e., effectiveness and efficiency of service delivery, service levels, how many services are provided to residents etc) to community-based norms (i.e., how residents identify as a community, approach to land use planning, events, socio-economic programs) to corporate norms (i.e., non-statutory procedures, staffing levels). The following section highlights key service provision topics in this regard, looking at them both through an amalgamation and an integration lens.

Business Regulation

For businesses which operate in multiple jurisdictions this is a question of multiple approval processes that differ in each jurisdiction. This creates issues of cost, time and uncertainty. For example, if a business needs to operate in three jurisdictions it may need three separate approvals. Each will have its own process, its own timelines and its own potential for a yes/no decisions. In addition, in many cases where time matters each will need to be completed by a particular point in time to make the project viable.

For business, this was an issue that impacted the economic performance of the region as businesses would consider whether to even put forward certain proposals given the complexity of these multiple processes. They saw little hope that this issue could be addressed by integration or harmonization as they saw it as a key argument supporting amalgamation. Local governments were somewhat skeptical of the impact that differences between municipal regulatory processes had on economic performance and were interested in how any proposed solutions could be focused on the most serious areas of impact, since a full on harmonization of municipal regulations was seen to be a monumental bureaucratic exercise with relatively little payback.

Attempting to focus business interest on the specific issue is challenging since they see such an approach as simply addressing the symptoms of a much deeper issue of fragmented governance that does not place sufficient weight on regional matters.

Available research suggests that fragmented governance and disjointed regulation in an urban region will tend to negatively impact economic performance.

This is an issue that could be addressed in an amalgamated model. However, there are two cautions that need to be considered.

First, there are multiple regulatory models now in place within the Capital region. Businesses will likely consider some of these more business friendly than others. The time frame for decisions also varies. The question of which model were to ultimately prevail in consolidated local government will impact both business response and the impact the change would have on economic performance.

Second, there is no guarantee of how much harmonization will occur under a consolidated model of governance. The big job of harmonizing bylaws may or may not be a priority following consolidation. In other Canadian jurisdictions bylaw harmonization has not necessarily followed amalgamation. That said it is fair to expect that a common process for new decisions would be a high priority for any council of a consolidated municipality.

Transportation and Planning

One of the key issues we heard was the perceived disconnect between growth in the western communities and transportation infrastructure. The message was how could all this growth be allowed to occur without concurrent increase in the capacity of the transportation system. A secondary question was why given the transportation issues, this growth was occurring on the Westshore and not through greater densification of the core.

The suggestion behind these questions seems to be that there is insufficient regional consensus about Westshore growth levels and that either a stronger regional planning model or amalgamation would bring about a tighter denser growth pattern in the core and slow Westshore growth so that it could occur in conjunction with changes to transportation infrastructure.

There are a number of facts that should inform this discussion.

There is a longstanding regional consensus, dating back to the 1950's that has been renewed in both the existing and proposed growth strategy that a significant proportion of future growth should occur on the Westshore. The remaining growth should occur through densification of downtown Victoria and densification of identified centers within the core municipalities. This growth pattern avoids growth on agriculture lands, Metchosin, Highlands, and rural Saanich and provides for a slower rate of growth on the peninsula.

This consensus on the broad outline of regional growth was supported by decisions to construct substantial upgrades to the western approaches highway infrastructure in the 1990's and to extend sewers to the Westshore in the 1990's. These decisions created the context for the growth that is now occurring in those areas.

We did not hear core municipalities or many stakeholders make a case to significantly alter this pattern by substantially increasing the rate of densification in the core municipalities or changing the areas where development is supported. Indeed, given the strong demand for multiple unit housing in the core it is fair to say that the only constraint on more rapid densification of the core is

the existing land use policies of the core municipalities. These policies are largely supported by community groups within the core municipalities.

As a result, while it is possible that stronger planning models or amalgamation would create more pressure on core areas to densify, it is by no means assured. The large master planned developments in the Westshore provide by far the most expedient way to accommodate existing growth and create substantial long-term capacity. This avoids a whole series of difficult densification decisions in the core and reduces pressure on established rural settlement areas.

At the same time the provision of additional transportation infrastructure is expensive and comes with many challenges. While adding to transit infrastructure is largely a matter of funding and what the region can afford, the question of any additional road infrastructure raises important questions about where these roads go and the accompanying development implications.

Given these observations what can fairly be said with respect to planning and transportation is that:

▶ The broad pattern of growth is largely set - both in documents that have cross regional buy-in and in developments that are in-progress or planned.

▶ There are transportation consequences. The transit strategy is set down in the Victoria Transit Future Plan. What remains for transit is to finance and implement the plan.

▶ In any governance model – ranging from the current municipal structure to full amalgamation, funding for the transit plan will be a combination of region wide and region-wide with provincial and potentially federal support. The key question is how the region prioritizes projects and represents itself to senior governments.

▶ Standardizing road standards for arterial roads that serve cross municipal traffic could prevent future local decisions that reduce arterial capacity. However, on the major route between the Westshore and the core, those decisions have already been implemented.

▶ Under any governance model the identification of additional arterial road routes will be a very difficult political decision.

Policing

Policing is currently divided between 4 local forces and two RCMP detachments.

Under either an integration approach or an amalgamation approach the same transition issues will need to be managed. In both cases joining forces will require carefully combining unique organizational cultures. It will also need to address significant changes in how costs are distributed. If changes involve RCM Policed jurisdictions the federal and provincial governments will need to be more deeply engaged and the organizational issues will be more complex.

Fire

As with policing, amalgamation will create a new municipal governance structure but will not necessarily consolidate the fire service. The job of overseeing organization change, departmental

consolidation, the extent to which paid and volunteer forces are integrated and the management of subsequent collective agreements will be left to the council of a new municipality.

In an integrated model, work currently underway between core municipalities is designed to address some of the key cross-jurisdictional issues. A long-term strategy on how to manage the service, as the Westshore urbanizes is something worth of consideration.

Emergency Management

Under an amalgamation model, improvements in emergency management would need to emerge from the changes to the fire and policing organizational models described in the two earlier sections. This process would need to be led by a new council.

In an integrated structure there would need to be continual improvement to the co-ordination of a larger number of multiple service providers. This is currently an on-going initiative with the CRD.

Regional Decision Making

Virtually any amalgamated model would retain a substantial role for the Capital Regional District.

Any amalgamation at any scale will impact how the regional board works. It is not possible to say whether regional decision making would become more or less difficult after any amalgamation

Whether or not amalgamation or further integration occurs it is worthwhile for area local governments, potentially in concert with the provincial government to review the governance structure of the CRD to see how it can best serve its role as shared service provider for the region.

Regional Profile

We also heard that the current fragmented structure of the region reduces its provincial and national profile. Senior governments are addressed by a series of smaller communities rather than a city of up to 400,000 people.

This reduces both the profile and the priorities of the region. For example, while transit may be a regional priority, transit projects can get lost in a mix of local priorities.

As well, the fragmented structure means that provincial and national officials need to navigate competing local priorities and interest when making decisions about infrastructure support. In less fragmented areas these decisions are internalized within the local government priority setting process.

Depending on its scope amalgamation could simplify though not necessarily eliminate this issue.

Under an integrated approach the region (not necessarily the CRD) needs to devise resilient strategies that enable it to speak with one voice.

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MAYORS AND MINISTER FRAMEWORK FOR THE INITIATIVE
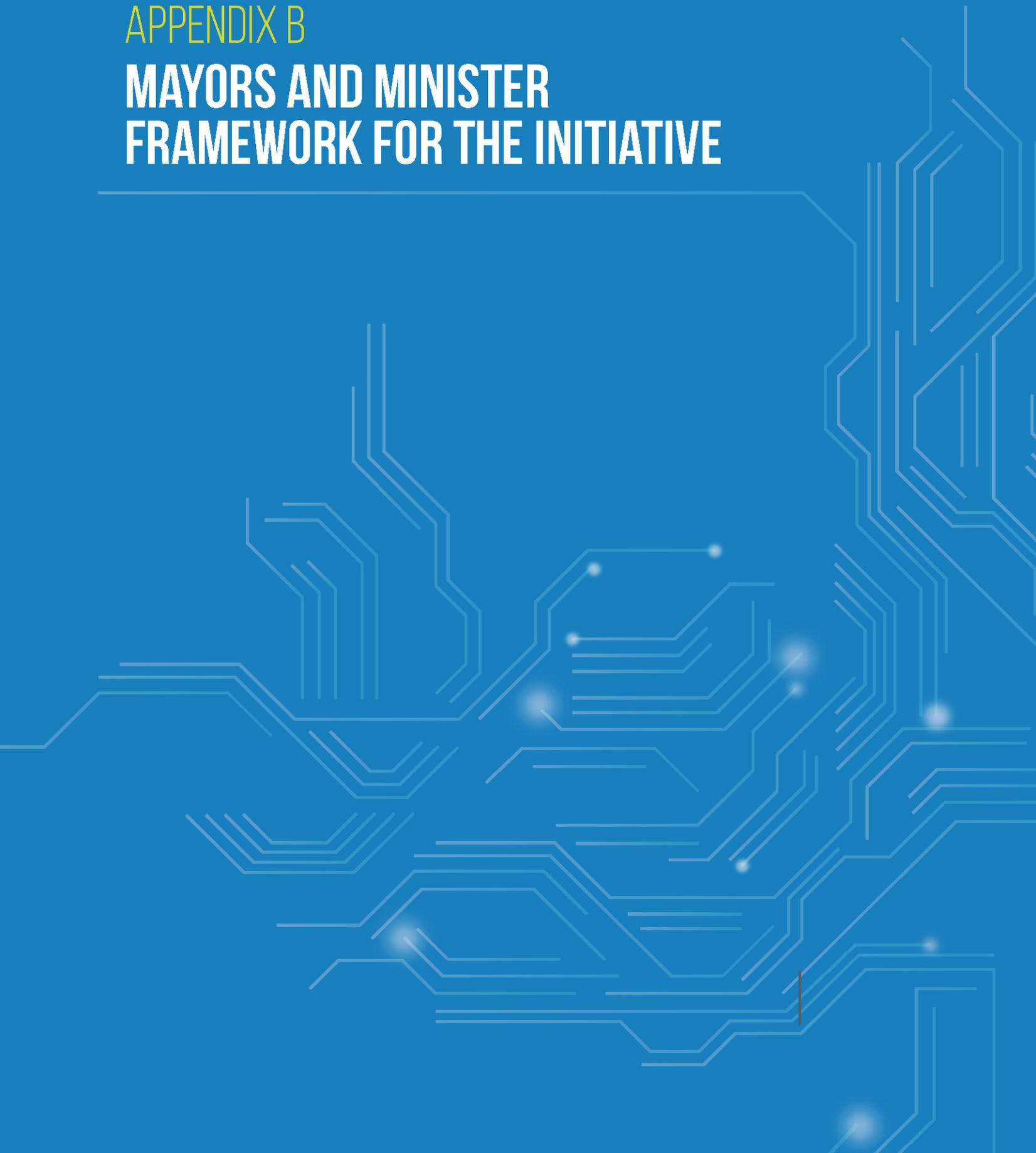
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Framework for the Capital Integrated Services and Governance Initiative

Capital region citizens (through the 2014 referendum results) and local governments (through meetings with CSCD Ministers) have expressed a common interest in gathering facts about current service delivery, improving the understanding about service delivery best practices and exploring further the opportunities to better integrate service and governance.

The proposed Initiative will help facilitate a discussion among local governments in the Capital region toward identifying any potential opportunities to enhance the efficient delivery of service that citizens need. The Initiative will provide the opportunity for individual perspectives to be heard and may lay the groundwork for local governments to pursue options for greater integration of services and governance.

PRINCIPLES

Principles to guide the Initiative:

- *Aim for efficiency* – there is only one taxpayer and it is the responsibility of all governments to ensure the most efficient and effective delivery of public services.

- *Start with the facts* – a full understanding of current arrangements will be an important first step in positioning the region's local governments with respect to service and governance opportunities and challenges.

- *Respect different views* – a structured conversation on governance and service integration provides a way for local governments to inform and hear from their public and key stakeholders, and enables any local government in the region to participate if they so choose.

- *Supporting future choices* – the Initiative is not about reaching a specific, unilateral outcome; it is about understanding the opportunities for service and governance integration in order to help local governments make future choices.

- *Collaboration is key* – success depends on local governments in the Capital area participating, being engaged and fully committed to this conversation with one another and with their citizens.

COMPONENTS OF AN APPROACH

The Initiative presents an opportunity for the province to support local governments to collect information and facts on the integration of services and governance. This information and research will assist local government to further their conversations and engagement with citizens and stakeholders. The goals of an approach would include:

- *Support Fact Finding* –collecting and sharing information and facts about the current state of services and governance in the Capital region; local governments can use that to inform and engage with their public.
- *Increased Understanding* – researching and sharing best practices among local governments in the Capital area and learning from other jurisdictions; helping local governments research underlying issues or barriers to effective integrated service delivery.
- *Share Findings* – local governments consider the way forward to explore potential opportunities for further integration and reporting out on the consultant's work and progress made to date.

ROLES

Local governments' role focuses on collaboration and consideration of opportunities for greater integration, including:

- Continued conversations among local governments and stakeholders to identify opportunities for greater integration, and sharing that information.
- Participation in meetings related to the Initiative.
- Working with the consultant to facilitate the collection of information, sharing ideas of what the underlying issues are (e.g. through local government staff).
- Communication with their citizens and engagement in education and discussion.
- Communication of the shared understanding of the outcomes of the discussions.

Province's role focuses on facilitating the discussion among local governments:

- Retain/fund a consultant to work collaboratively with local governments to collect information and to assist local governments in creating opportunities to increase understanding of the facts.
- Facilitate discussion(s) among local governments to help them identify any underlying issues as well as common interests/opportunities towards service and governance integration.
- Communicate to the participants the shared understanding of the outcomes of the discussions.

TIMELINE

- Agreement on the Framework for Discussion – Feb 2016
- Announce/Launch Initiative – March/April 2016
- Initial Impressions – May 2016
- Final Findings –Fall 2016

PUBLIC CONSULTATION

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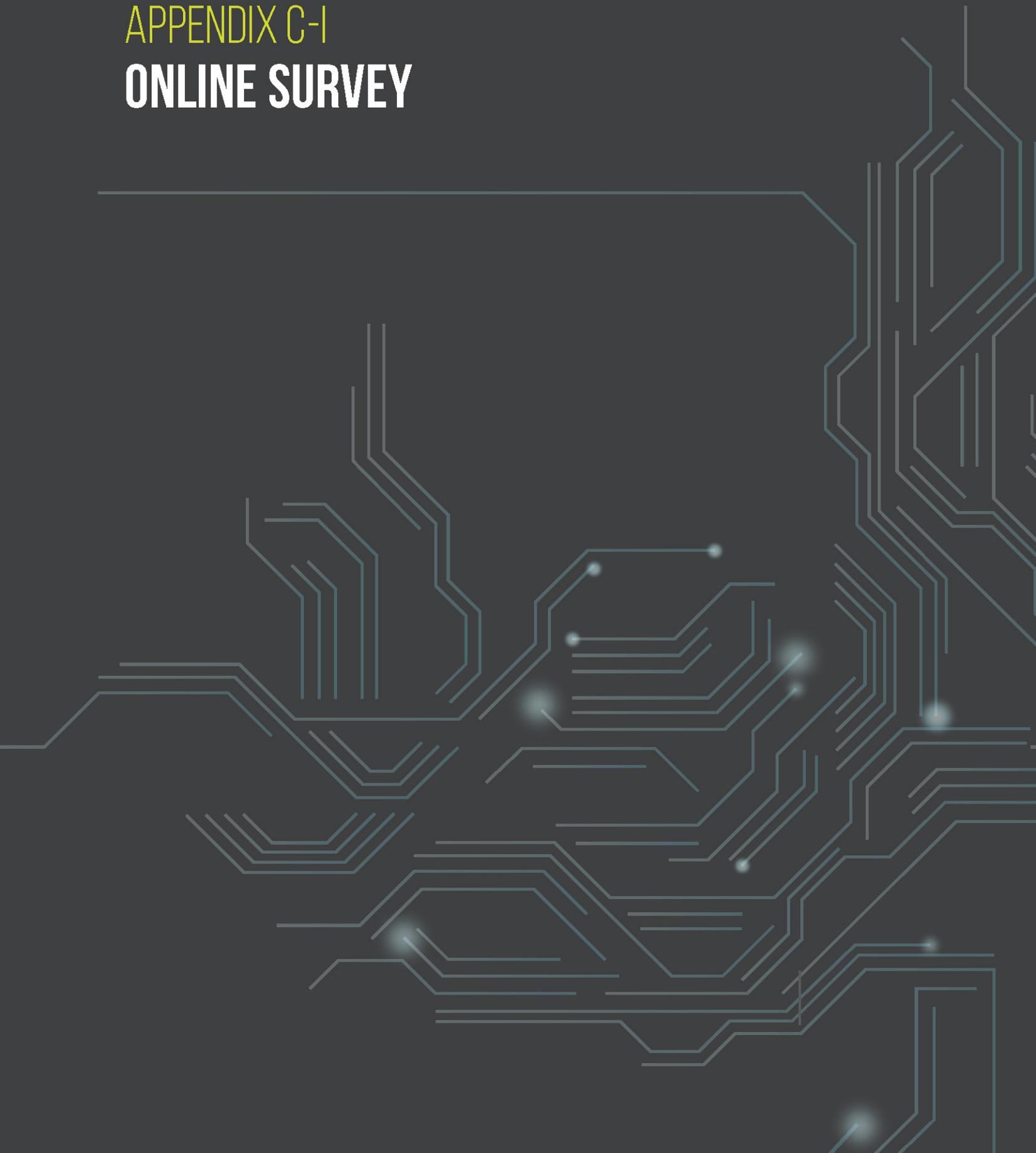
ONLINE SURVEY

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I - Online Survey Results Summary

The following summary highlights key finding from the online survey and provides a general overview of how people responded to Questions 1-5 in the survey.

Responses to Questions 1 (below) show the percentage of people who felt the 16 Service Fact Sheets provided to respondents to help them answer the survey were helpful (or not). Overall, 87.1% thought the service Fact Sheet were either helpful (50.0%) or somewhat helpful (37.1%).

Question 1.0 - Did you find the Service Fact Sheets helpful?

Did you find the Service Fact Sheets helpful?

- Yes 50.0%
- No 6.4%
- Somewhat 37.1%
- No answer 6.4%
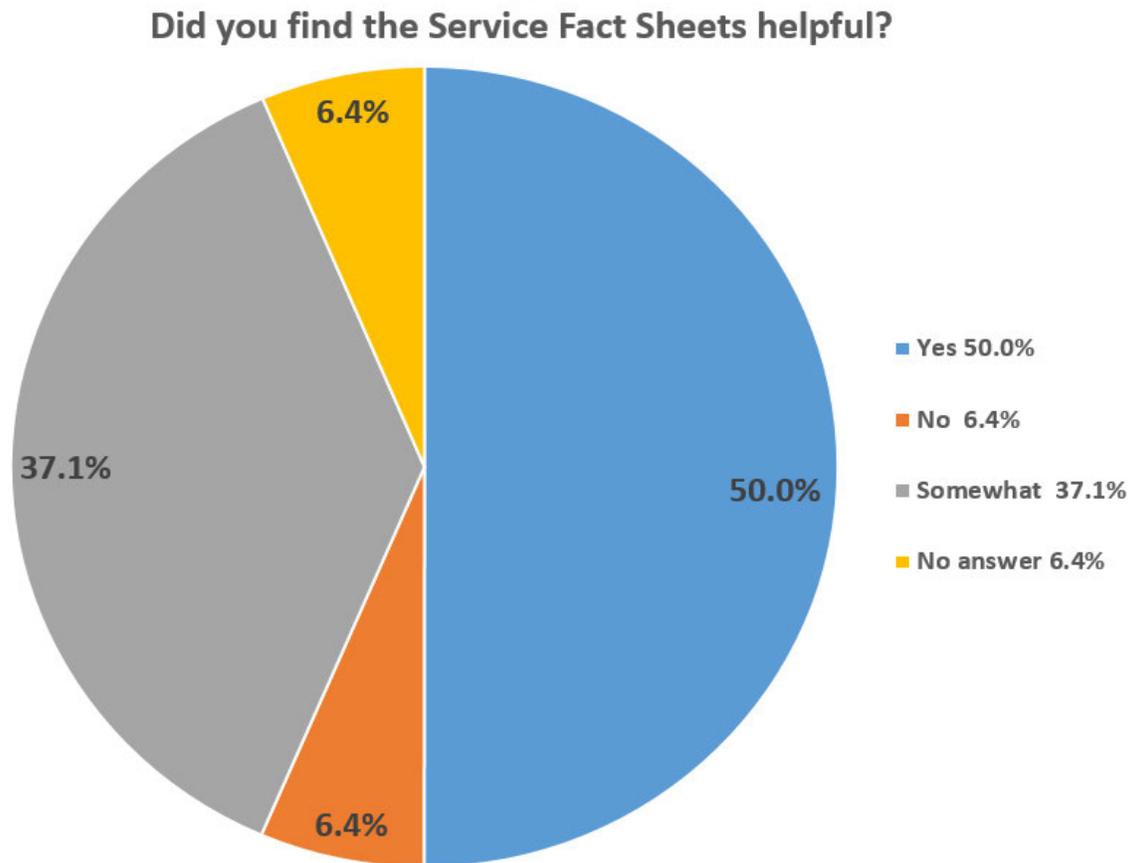
The summary below highlights the services survey respondents ranked the highest either in level of importance or satisfaction in Questions 2 and 3 or the services they thought might benefit most from integration and standardization in Questions 4 and 5.

Questions 2.0 - 5.0 - Where the Fact Sheets Helpful?

Questions	Ranked Response (Highest to Lowest)
Question 2.0 What Services are Most Important? **On a scale from 1 to 5 how important are following services to you as a resident (5 = Very Important, 4 = Important, 3= Neutral / Uncertain, 2 = Somewhat Important, 1 = Unimportant)?**	1. Water 2. Transportation 3. Fire 4. Police 5. Solid Waste 6. Emergency Dispatch 7. Emergency Planning 8. Sewer 9. Parks 10. Planning and Economic Development 11. Stormwater 12. Government Administration 13. Housing 14. Libraries 15. Recreation 16. Bylaw Enforcement and Building Inspection

Questions	Ranked Response (Highest to Lowest)
Question 3.0 Level of Satisfaction with Current Service Delivery? **On a scale from 1 to 5 how satisfied are you with the current delivery of the following services (5 = Very Satisfied, 4 = Satisfied, 3= Neutral / Uncertain, 2 = Unsatisfied, 1 = Very Unsatisfied?**	1. Water 2. Libraries 3. Parks 4. Fire 5. Recreation 6. Emergency Dispatch 7. Police 8. Stormwater 9. Solid Waste 10. Emergency Planning 11. Sewer 12. Bylaw Enforcement and Building Inspection 13. Planning and Economic Development 14. Housing 15. Government Administration 16. Transportation
Question 4.0 - Opportunities for Improving Service Delivery through Integration? **On a scale from 1 to 5 how likely do you think the following services are to improve through greater service integration through partnerships, joint service delivery, etc.? (5 = Very Likely, 4 =Likely, 3= Neutral / Uncertain, 2 = Unlikely, 1 = Very Unlikely)?**	1. Emergency Planning 2. Emergency Dispatch 3. Transportation 4. Police 5. Fire 6. Planning and Economic Development 7. Solid Waste 8. Sewer 9. Housing 10. Government Administration 11. Libraries 12. Stormwater 13. Recreation 14. Bylaw Enforcement and Building Inspection 15. Water 16. Parks

Questions	Ranked Response (Highest to Lowest)
Question 5.0 - Opportunities for Improving Service Delivery through Standardization? **On a scale from 1 to 5 how likely do you think the following services are to improve by working to make the delivery of this service more standardized? In this context standardization should be thought of as making the regulations, standards, and equipment required to provide a service the same in several or all Capital region jurisdictions.**	1. Emergency Planning 2. Emergency Dispatch 3. Transportation 4. Fire 5. Police 6. Solid Waste 7. Bylaw Enforcement and Building Inspection 8. Planning and Economic Development 9. Government Administration 10. Sewer 11. Stormwater 12. Water 13. Housing 14. Libraries 15. Recreation 16. Parks

As mentioned there was, in general, a high-level of support and sentiment that most services would improve from greater integration and or standardization.

PLACESPEAK COMMENTARY
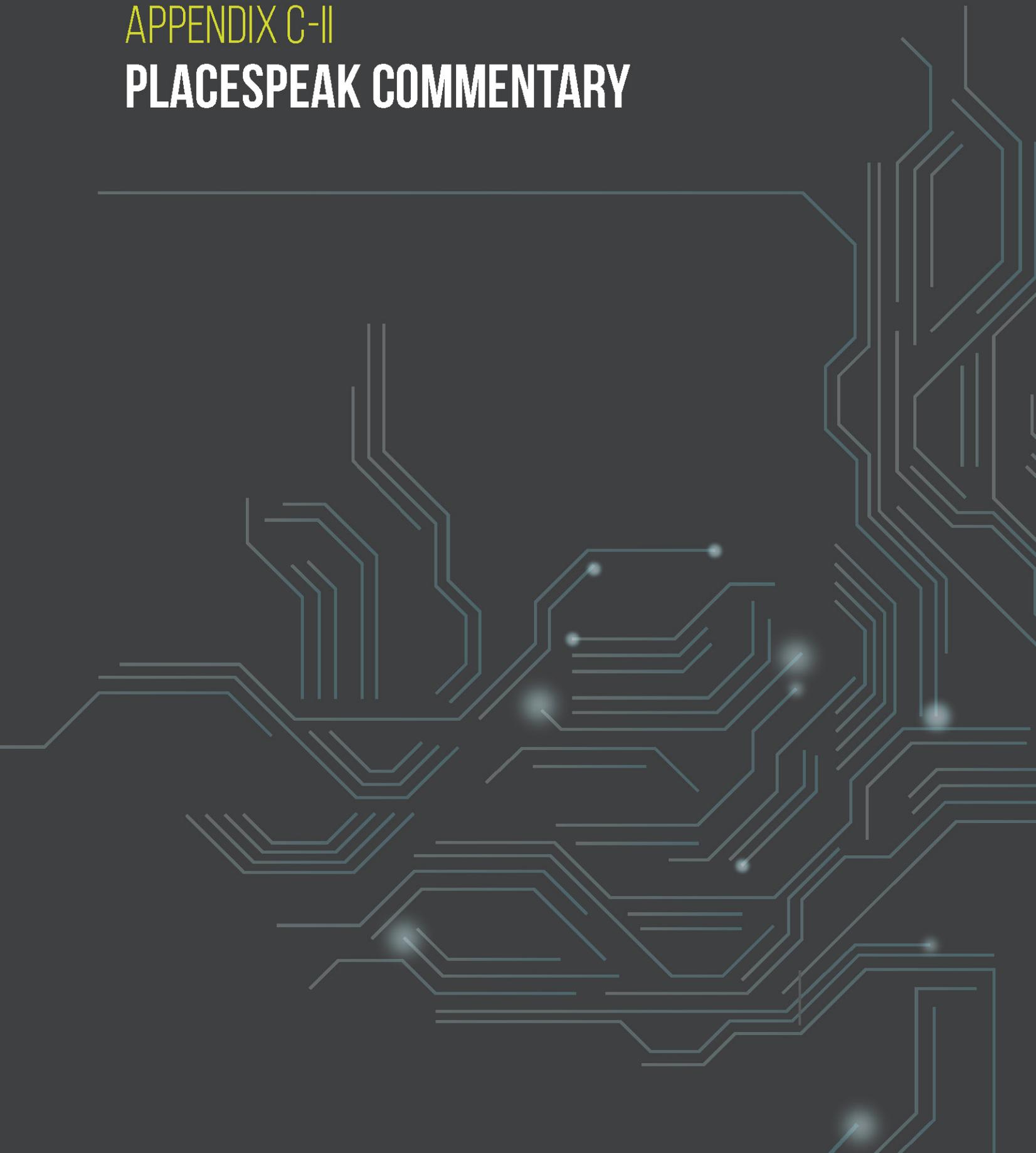
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Discussions and Noticeboard

Capital Integrated Services & Governance Initiative

Discussions

Water

What do you think of Water services in the Capital Region?

Please take a moment to read this Water Service Fact Sheet and provide your input on Water services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

Uprated: 1 | Downrated: 0

It would appear that better macro planning is required in better managing the reservoirs; even though the weather patterns may be becoming less predictable. There should not be water shortages in the greater Victoria region, nor as much rationing. The lower or southern Island in GVA is a major tourist area and there should be a more liberal water supply to prevent it unnecessarily becoming a dried out, dusty area every summer.

Uprated: 0 | Downrated: 0

Water is managed well in our region but it could still be improved. Why do we pay more when we conserve more - it should be the other way around. And the use of water should be tied to the bigger issue of building more housing and allowing more people to come; not to mention extending the pipes out to Juan de Fuca area. This is a glaring example of why we need to have one amalgamated voice on how we run things here. Water use should be decided by the same entity that decides how many people/houses we want to have. This kind of discussion is not happening.

Uprated: 0 | Downrated: 0

A regional resource requiring a representative regional entity to provide a fully functioning water supply to all the region. I.E. very little change, but the entity could also supply similar utility services to the region such as waste water and sewage. Then this entity could also provide all transportation planning and services. Further this entity would, as in all regional government

around this Province, be the full government for all rural areas through the electoral area approach. So Rural plus 100% of services that are region wide.

Uprated: 0 | Downrated: 0

Parks, from Federal, to Provincial to Municipal could also very easily be coordinated under this entity.

Uprated: 0 | Downrated: 0

What you are describing is the CRD which already exists.

Uprated: 0 | Downrated: 0

I see that North Saanich pays the most of any municipality for delivery of the infrastructure. Why?? We are a comparatively small semi-rural community.

Uprated: 0 | Downrated: 0

The one area which receives top marks in my opinion. Truly a well-managed regional facility. Unfortunately the method of billing is different in each municipality.

Uprated: 0 | Downrated: 0

Thanks for a clear concise explanation of water services. So the Western communities collect $$ for water (distribution) and pay the CRD? Does all of the CRD carry the same water restrictions (e.g. in summer)?

Uprated: 0 | Downrated: 0

Very concerned that our water conservation has yield higher rates.

Uprated: 1 | Downrated: 0

one of the few regional scale services that is well administered and good service delivery to all residents of the region

Uprated: 0 | Downrated: 0

I have heard from a number of people that mention that they feel the water service is very good and is run well.

Uprated: 0 | Downrated: 0

A further comment: Note there is an error in the Fact Sheet. Victoria's Total Expenditure should be $13,262,833 because $2,611,578 of the tabulated total has already been taken out and listed under Esquimalt. Only if you divide this corrected figure by the population of Victoria alone do you get the tabulated Cost per Capita of $156.41. Alternatively, you could combine Victoria and Esquimalt (since Victoria operates both systems) which have the total expenditure of $15,874,411 wrongly listed under just Victoria, but then you must divide by the combined population of 84,793 + 16, 697 = 101,490 to get the Cost per Capita of $156.41.

Uprated: 0 | Downrated: 0

Our water supply is exceptional, and well managed, and non-political. Maybe that is why.

Uprated: 1 | Downrated: 0

A CRD utility that has thought, and invested, in long-term supply by expanding the resevoirs. This utility will serve Greater Victoria for decades to come.

Transportation

What do you think of Transportation services in the Capital Region?

Please take a moment to read this Transportation Service Fact Sheet and provide your input on Transportation services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in

another tab, which can be downloaded and/or printed.)

Fact Sheet
Transportation

an absolute mess with no regional scale co rodingaiton and planning .. the OCPs for Saanich and Central Saanich must be amended to provide for alternative arterial routes to get workers, tourists, commercial vehicles around the central core enroute to Hartland, Camosun, airport, ferries and major employment centres at Keating and Airport industiral . the CRD region is the Gateway to Vancouver Island for tourist and commercial traffic and significant economic opportunity that is currnetly at risk because of traffic congestion !!

We definitely don't need more roads in this region - that is something that every transportation plan has been clear on for years. What we need are better ways to get around the region without using single occupancy vehicles.

as much as it laudable objective to shift some trips to transit, cycling the reality is that of the daily peak load 1 million trip over 60% are by vehicles and expected to increase by 145,000. Currently the objective is to increase transit share from around 7 to 12-15% and even that is difficult. imagine adding double the number of buses to the current traffic flows. we need need both efforts to shift some movement form vehicles but we also need some new arterial routes. Does it make sense to force all vehicle traffic to Tiliicum-Uptown if they are actually heading to work, camosun, or thw employment cntres at keating or the airport.its not just residnt caught in traffic jams ; consider ambulances, buses, taxis, commercial trucks, tradesmand and tourists. you cnat shift them to buses. I suspect the daily traffic jam at the 5 way Interurban/ Wilkinson is just as bad as Mckenzie and getting worse every day. our new Regional growth strategy doesn't even mention possibility of rail ! we need a comprehensive plan not wish lists.

Transportation planning would clearly benefit from amalgamation - the haphazard approach here is creating gridlock, not solving it

We need better coordination of transportation in this region, with a large pot of regional money to fund transit, biking and walking.

less car focus - more and better (reliable, on time, frequent) transit and cycling

Very disappointed to see no mention of rail, and always there are naysayers claiming we do not have the population base for LRT or rail. It has been demonstrated many times that rail transportation generates traffic and can be successful where buses have failed. There are many cities in Europe of comparable size that have LRT or rail systems. If we were in Switzerland, the E&N rail line between Victoria and Nanaimo would be electrified and operating a frequent service. I simply don't believe transport 'experts' (who are mostly highway engineers) that Greater Victoria is too small to support commuter rail.

and to add to the pile on.... the bus service stops before midnite at most places, even though there are a lot of shift workers in the region AND try using the bus if you work at the airport - was a joke 30 years ago and is STILL a joke the car and F150 reign supreme on the lower island

Transportation is likely the worst thing about living in Victoria. A definite lack of coordinated planning is the result of the fractured make-up of Greater Victoria. Lack of progress in utilizing the rail right of ways, and no express transit to YYJ and Swartz Bay. BC Transit is way behind the times in offering a fare structure that gets people out of their cars. For example, in San Francisco you can pay $2 and travel to and from downtown on the same ticket. In Victoria, it is cheaper to take my car for an errand downtown.

This region desperately needs a coordinated transportation strategy that includes a serious consideration of LRT, and less costly public transportation to and from the international airport and the ferry terminal. Compared to the transportation infrastructure that is in place on the lower mainland the CRD is a good half century behind. Thirteen municipal governments make a unanimous decision impossible and the local citizens pay for this in the form of traffic crawling slowly along every major roadway every day of the week. People moving here from Vancouver comment on how Victoria area traffic and transportation is far worse than that in the Vancouver area. The latest example of this inability to meaningfully plan any significant change is the Langford Council decision not to back a regional transportation strategy. One municipal council holds the others hostage time and again, and nothing ever gets done as a result.

Very disappointed with transportation planning and priority setting in the Capital Region. We have no overall plan, nor the management structures to make cost effective investment to plan for and ease travel times between residential areas and employment centres. Our method of raising funds for infrastructure, operations and maintenance falls primarily on the property owner and the vehicle owners, yet the service that should be expected in return is below par. Biketoria resulting in newly constrained vehicle traffic flows is apparently going to cause folks by the thousands to want to bike despite the region's demographics that show an growing and aging population -- yay, more old people like me on a bicycle, be afraid vehicle drivers. Light rail from western communities and along the Malahat needs to be a priority. It currently carries 35,000 vehicle trips/day. To this artery, thousands choosing LRT would significantly ease traffic and parking between residential aeas and employment centres. Do we need the province's heavy hand and power of the purse to do the best for the many?

The way BC Transit administers its responsibilities is not the most effective system. There is too much political interference and it is not run as an effective business. The level of service to North Saanich is poor, particularly on weekends to the more rural sections of the municipality. When you look at the map, there is a V West Shore/Sooke and the Peninsula heading to downtown Victoria. There should be a better integrated system and investment is some version of an LRT. With the Industrial park near the airport there are more and more people commuting to the core or the West Shore, where there is more affordable housing. We need to look at the "big picture" and not think in terms of small little bergs in isolation.

There is a serious lack of planning, coordination and foresight in transportation in the Capital Region. The politicians have not shown leadership or responsibility in the approaches and to suggest yet another committee to examine public transporation - Ha no wonder Colwood and Langford said no thanks! Yet these are the two munis that need to contribute as they expand and grow. Situation is appalling. We are building more roads even with the knowledge that this will only lead to more cars and snarls.

It is logically impossible to optimize transportation in any urban area without a single focus and clear lines of responsibility and accountability. Both these are absent in the CRD governance model.

Stormwater

What do you think of Stormwater services in the Capital Region?

Please take a moment to read this [Stormwater Service Fact Sheet](#) and provide your input on Stormwater services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

finally after more than a decade oak bay is going to do something to prent runoff into the ocean shores..residents of Uplands should be ashamed of the delay in cleaning up their own mess..

Inflow and infiltration (rainwater and groundwater that enters the sanitary sewer) looks to be a Greater Victoria challenge is some municipalities more than others. Under heavy rain situations, I believe it results high readings, possibly close to shoreline, which also can lead to concerns affecting Greater Victoria Tourism. Governance and priority seems to vary from municipality to municipality. It would be helpful to identify areas needing attention by all municipalities that impact environment stats and public / tourist perceptions. A report card should be manage quarterly on topics like these until they are resolved, if deemed a common priority. "Some of the culprits are illegal suites, where amateur handymen did the plumbing and mistakenly routed sewage lines into storm drains. Cross-connections of this kind were a leading cause of pollution that overwhelmed the Gorge Waterway in the 1980s. .... In a few cases, municipal sewer lines were deliberately tied into storm drains. In years gone by, this was common practice in urban centres. Most cities, Victoria included, have instigated cleanup projects to remove the problem. But some of these combined sewers still survive in the Uplands area of Oak Bay. ... Last, and most troubling, during periods of wet weather, sanitary sewers sometimes absorb rainwater. They're not supposed to do that. ... But when the pipes are old and fragile, it happens. An engineering study in James Bay three years ago provides an example of the potential magnitudes involved. - See more at: http://www.timescolonist.com/opinion/editorials/editorial-storm-sewers-carry-pollution-1.793476#sthash.IG411yTY.dpuf" So, 1. All suites, for example, could benefit from being registered with annual $5 license to ensure that storm, sewer, electrical, insurance, parking, etc. is in compliance for safety and well-being of neighbourhoods. 2. sewer lines tied into storm drains should be high priority for next 2 years 3. pipes are old and fragile. We are lines video scoped and then lined due to this type of problem and roots blockage. This could be fixed across Greater Victoria by local incentive grants to home owners and businesses (similar to BC Hydro grants for water pumps), so that we get this fixed in next 3-5 years in all priority areas of municipalities. Governance updates are required to handle this across Greater Victoria
https://www.crd.bc.ca/education/stormwater-wastewater-septic/at-home/inflow-infiltration

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Uprated: 0 | Downrated: 0

Artificial boundaries do not affect water flows. We need an independent agency that can enact legislation to ensure that our environment is protected. Current system is woefully inadequate.

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Uprated: 0 | Downrated: 0

"Municipalities work with the CRD to plan and manage stormwater and waste water, but are responsible the development of municipal infrastructure in their jurisdictions." Stormwater cross connects can impact the reputation of all of Greater Victoria. It seems that much of the negative press for sewage treatment occurs during storm drain overflows that result in closed beaches, etc. StormWater Services should consider governance changes that facilitate better tracking to finally repair municipal, business and residential stormwater cross-coneect issues. New technologies including drain liners have been available for several years now. An annual report by municipality should be tracked to completion.

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Uprated: 0 | Downrated: 0

These services are badly managed and now funded by a disconnected funding mechanism (i.e. street cleaning is part of the charges being assessed under this label). Looks like a 'rabbit' to me. The linkage between the desired outcomes and the carrot and stick being used to achieve those outcomes is very tenuous.

Solid Waste Management

What do you think of Solid Waste Management services in the Capital Region?

Please take a moment to read this Solid Waste Management Service Fact Sheet and provide your input on Solid Waste Management services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

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Uprated: 0 | Downrated: 0

The fact sheets fail to address the sustainability of the current services and the future. Very short sighted if looking at organization for current services versus those institutional changes that might be necessary for future services. As well, current

methods of revenue generation for municipal services limited to user fees and property taxes, both of which are regressive forms of taxation. Urban infrastructure and services finance needs to reviewed concurrent with service integration studies as systems are interdependent. Do not agree with boards of management that are independent of voters, e.g. airport authority, that detract from the ability to pursue broad urban policy objectives and distort priority setting for public investment.

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Uprated: 0 | Downrated: 0

resonalby well done service to regional residents .. but need for pipeline for sewer biosolids seems dubious..

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Uprated: 0 | Downrated: 0

In North Saanich we have to pay to a private contractor for solid waste management, so I won't comment on the CRD.

██████████████████

Uprated: 0 | Downrated: 0

We live just a few blocks from the Oak Bay garden waste disposal yard which is open 6 days a week, but as residents of Victoria City we are not permitted to use that facility without a decal on the car showing we are taxpayers in Oak Bay. The Victoria yard is a 20 minute drive across town and is only open on Saturday mornings. It is also restricted to users with proof of residency within the artificial municipal boundary of Victoria (rigorously checked at the entrance). There is more free movement between countries in Europe than between Oak Bay and Victoria for waste disposal. And councillors are always claiming how well services are integrated between the 13 municipalities in the CRD!

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Uprated: 0 | Downrated: 0

Is solid waste an asset or a liability. If composting is an asset, why do we not make it a free good. If it is a liability, why don't we charge for the amount being 'dumped' (i.e. usage) rather than a flat tax fee? My observation is that probably that infamous 1% generate 80% of the solid waste (i.e. essentially get a free ride).

Sewer

What do you think of Sewer services in the Capital Region?

Please take a moment to read this [Sewer Service Fact Sheet](#) and provide your input on Sewer services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

IT STINKS! OK I have had my weak stab at humour. Again, this cannot be optimized until a central agency is made responsible and held accountable. The current opaque lines of responsibility and accountability have just cost us $60+ million for no net gain (except for consulting fees and increased staffing). Now that the issue appears to have been finally removed from the public forum of the self enlightened, we should be able to make some progress on resolving this (it ain't going away).

a bloody mess. and the currnet plan is not ideal but possibly a reasonable compromise . absolutley no plant at Rock Bay

North Saanich again has the highest cost for sewers in the region. However reading about the debacle in trying to get sewage treatment in the core municipalities, I would rather pay a bit more and get the job done rather than the 10 year haggling that has gone on in the CRD with this issue.

Thank you for a quick summary. It must take a great deal of cooperation and communication for such a complex system to work. I want to register once more my opposition to the proposed sewage treatment changes, which are scientifically unnecessary and hugely expensive for little added value. Our challenge is storm water and household chemicals, neither of which are addressed this way.

I agree with storm water and chemicals needing a higher priority to be addressed.

Recreation

What What do you think of Recreation services in the Capital Region?

Please take a moment to read this Recreation Service Fact Sheet and provide your input on Recreation services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

Fact Sheet
Recreation

Does recreation also include the arts, culture and heritage? There is one passing reference (in parentheses) to the Royal Theatre, other than that nothing. No mention that only 8 of 13 municipalities contribute to the CRD Arts Development Service even though all citizens in the CRD have access to arts programmes and performances. The only major theatre in the region is supported by just 3 municipalities. In fact we don't have a modern performing arts venue that one finds in other Canadian cities of comparable size (350,000) simply because no one municipality can afford it and there is no will to fund capital projects outside the irrational boundaries of our constituent municipalities.

we have 7 seperate recreation commissions in our region and it would make sense if OB, Esquimalt, Victoria and Saanich were combined as shared service delivery just as they do for Peninsula and the Westshore.

We have fabulous recreation services. Couldn't be happier!!!

Whilst, recreation services are adequate I cannot help thinking that there is costly duplication in programs.

Well managed and well delivered.

Police

What do you think of Police services in the Capital Region?

Please take a moment to read this Police Service Fact Sheet and provide your input on Police services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)
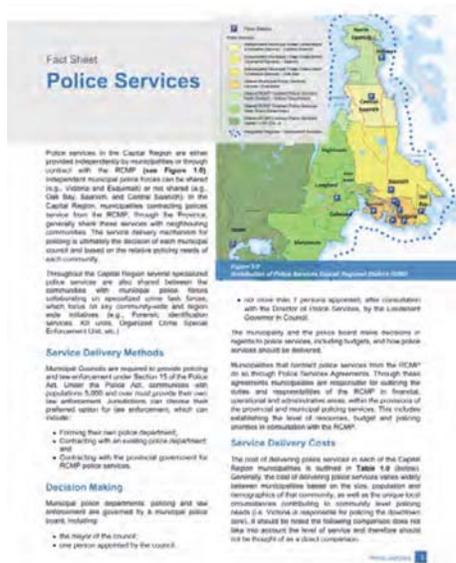
Uprated: 0 | Downrated: 0

Over staffed and unequally funded would describe our policing activities in the CRD by almost any measurement criteria. Crime is local (petty criminals prey on their neighbors). Crime is fluid (it goes where enforcement is weakest). Most crime is economic (addicts steal to support their habit, crime is falsely perceived to be an easy way to get rich). The response to crime needs to be fluid and effective. If the driving force for criminal activity is driven by addiction and/or mental problems, why do we increase the number of expensive policemen when we would get a much bigger 'bang for our buck' by hiring better trained, much less expensive social orientated support staff. Insanity is continually doing the same thing to get a different outcome (i.e. hiring more police to resolved social problems). Who has the mental issue?

Uprated: 1 | Downrated: 0

because of subsidies it is unrealistic to expect the Peninsula and Westhsore to voluntarily give up RCMP services .But the 4 core urban municipalities that now have independent police forces should have an integrated regional police force. Crime and public safety are regional issue not local ones.

Uprated: 0 | Downrated: 0

There is no good evidence supporting the amalgamation of police services. A recent literature review (UK) suggests the evidence is anecdotal at best while another study (Canadian) suggests smaller police departments are the most responsive. That said the cost of policing in the core municipalities is outrageous thanks largely to the cost of policing Victoria. Amalgamation would result in massive cost increases for all communities except Victoria (I've done the math) and reductions in service levels. If amalgamation of police services must happen then all-RCMP policing must be an option. Burnaby has a population similar to the core municipalities and similar crime rates but the cost of policing is tens of millions below what we spend in the core. While I doubt amalgamation of the existing forces is a good option we do, at a minimum, need to force more effective integration especially at the governance and command levels.

Uprated: 1 | Downrated: 0

in majority of cities and provinces and across Canada they pay for their own police services. RCMP there is only a rural service .. the reason for the high cost of police in vicotir and saanich , OB and CS is that taxpayers pay the full costs . for all the rest the Province and Canada subsidize the RCMP contract . why should residents of Sidney, VR , Langford only have to pay partial cost of their police and Highlands, Metchosin get theirs for less than half cost. also crime has no boundaries and are committed by those live in one place, and arrested somewhere else..we need regional policing. if somebody did a hold up at Tillicum within less than five minutes we would have any one of 3 police departments all looking for them ; does that make sense.

Uprated: 1 | Downrated: 0

To any outside observer the policing situation in Greater Victoria is ridiculous. Where else does a population of 350,000 require 4 municipal police departments plus 3 RCMP detachments? Of those departments one has one of the heaviest caseloads per

officer in the whole province, while another has one of the lowest. All within one compact cohesive region. Is that fair?

Uprated: 0 | Downrated: 0

The situation is ridiculous...but so is what we spend and if amalgamation is not going to change that then why bother? There is no evidence to suggest amalgamation will lower crime rates or increase clearance rates (there is even a small Canadian study confirming this); the benefit flowing from amalgamation relates to efficiency not effectiveness. VicPD spends a lot of time telling us how difficult things are but the reality is there are many communities in BC, including at least eight with populations of 90,000 and up, where the police have larger case loads than VicPD...14% to 67% larger. According to BC stats there is no community in BC (unless you want to consider Hope and Prince Rupert) with as many police officers per capita as Victoria; the comparison only gets worse when you combine the core municipalities. Regional policing will only be 'fair' if total costs drop dramatically and the incumbent leadership and unions have no appetite for that so all-RCMP policing needs to be an option. I am not offended by the prospect of the feds paying 10% of our policing bill.

Uprated: 0 | Downrated: 0

I think they could be better coordinated with a regional police force.

Planning and Economic Development

What do you think of Planning and Economic Development services in the Capital Region?

Please take a moment to read this Planning and Economic Development Service Fact Sheet and provide your input on Planning and Economic Development services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

Uprated: 0 | Downrated: 0

There is very little data to support the hope that investing in these functions has any correlation with the desired outcomes (i.e. that their existence induced more than would have occurred if they did not exist). Success in these areas tends to occur where the urban unit is well and efficiently managed with minimal bureaucratic interference.

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this past summer the GVCC published a detailed review of the current situation with 13 municipalities all with their own seperate zoning , building bylaws, inspection requirements as significant negative economic burden the business sector and contirbute to increased cost of housing.. there is considerable room for standardization and consolidation of all of these ..i

Uprated: 0 | Downrated: 0

Planning is an area that definitely needs more regional coordination. The cost of delivery of planning services could be much

better utilized by having a regional planning department for the Peninsula and areas of the West Shore that overlap. Saanich is the biggest municipality and likely have their own planning department but there is a lot of overlap in the smaller regions.

Parks

What do you think of Parks services in the Capital Region?

Please take a moment to read this Parks Service Fact Sheet and provide your input on Parks services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

Uprated: 0 | Downrated: 0
A well managed success story

Uprated: 0 | Downrated: 0
our region is well endowed with a variety of parks of all sizes and natural features.. well done!!one of the few examples of inter muncipal co operation and shared service delivery to which all residents contribute funding..

Uprated: 0 | Downrated: 0
We have some lovely parks. The biggest controversy has been how Island View Beach park has been administered.

Libraries

What do you think of Library services in the Capital Region?

Please take a moment to read this Libraries Service Fact Sheet and provide your input on Library services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

Libraries and librarians are the hidden jewels of most urban societies.

a reasonable example of shared service delivery but makes no sense that some municipalities are not partners.

My preference would be to have all of the libraries in the region under the administration of the Greater Victoria Library system.
I don't use the Sidney library very much and wish we were part of the GVLS

Housing

What do you think of Housing services in the Capital Region?

Please take a moment to read this Housing Service Fact Sheet and provide your input on Housing services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

I understand that housing is not a municipal responsibility (according to our Mayor) so why does it consume so many resources? Saying "No" and redirecting responsibilities to the appropriate jurisdiction is a critical leadership function. Of course

it is too easy during the election process to propose you can solve any and all problems to garner votes.

the fact sheets fails to differentiate between the two separate streams , first the market driven housing for majority of residents and need for increased supply of housing.. where and what kind.??. many municipalities make approval of new housing very difficult. seperately is recognition of need for social housing which require large capital investment by government.. however recently all 3 level of government have shown considerable progress to share costs and build a variety of new units across the region now being planned or under construction .

I believe there needs to be more social housing and more opportunity for secondary suites as mortgage helpers.

Government Administration

What do you think of Government Administration services in the Capital Region?

Please take a moment to read this [Government Administration Service Fact Sheet](#) and provide your input on Government Administration services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

Note: The Province is currently working with the City of Victoria to review and refine the expenditures reported under the Government Administration services category for local government statistics. The Final Report will be updated to reflect any changes to this category as appropriate.

GIS Services • GIS related advice and information • GIS Municipal Group Some municipalities seem to be significantly further along with sharing GIS / geospatial information with their communities. For example, Langford, Saanich and Victoria provide quite a bit of information both on maps and also as open data portal datasets. As well, the CRD provides services in this area including the CRDmap. It is my understanding that each municipality owns their map data and that the CRD can not make it available without permissions, which does make sense. As well, here is example of Nanaimo Open Data Catalogue http://data.nanaimo.ca I would like to see more of the GIS map information and data sets made available, hopefully, in a standard way, rather than 13 or more standard ways. This could really help with business, residential, neighbourhood and community planning. Pick one or two best practices and make available within next 3-6 months.

I was happy to learn of the level of cooperation and shared services under this topic

The one problem I have with the whole discussion on service and governance reorganization is the assumption that the current model is the best one. Statistically, the possibility that we accidently found the optimal service and governance model a century ago in Greater Victoria is equivalent to the possibility that many monkeys typing could have accidently created Shakespeare's Macbeth. The current structure benefits from the 'possession is 9/10's of ownership' rule. In other words every other option has to prove it is significantly better to even be considered. Reminds me of my earlier career in Systems Design/Work Flow Analysis. I could always expect to hear from the participants that "we always do it that way..." when looking at improving any organized process. Business has a solution to this. Its called bankruptcy. Unfortunately the public sector does not have such easy access to this tool. The recent problems with automating health records (Island Health) are a classic example. The technology to do it is 20-30 years old and widely used yet the health care workers resist what is a 'no brainer'.

Fire

What do you think of Fire services in the Capital Region?

Please take a moment to read this [Fire Service Fact Sheet](#) and provide your input on Fire services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

I think there could be more cooperation in this area. The Sidney/North Saanich area have borders overlapping the Pat Bay highway and Sidney needs a new firehall, as did North Saanich a couple of years ago. There should have been more collaboration/cooperation and discussion on how an infrastructure could be built meeting the needs of a new municipal hall in North Saanich & Sidney along with other municipal services that take up land, when it is at such a shortage. I visited Finland seeing small communities throughout Northern Finland having shared services in one building & commercial on the bottom floor. More creative thinking needs to be employed to benefit the maligned taxpayer.

Our fire services tend to be a self glorifying, paternalistic male club that is highly over paid, moonlights incessantly and spends a large percentage of its resources competing with paramedical services and doubling up on service calls. The fragmented command structure makes it almost impossible to rectify inefficiencies and cronyism.

almost worst example of muncipal excess in our region. 17 seperate fire departments . and municipalities compete to see who can build the largest and most elaborate fire halls and training facilities . a majority of these depend on volunteers who despite best efforts are not fully certified trained or equipped to deal with other than single house fires and rescuing a cat in the tree. .. it is not widely appreciated their dependency on "mutual aid agreements" which really means .. if residents in the small municipalities have a real emergency including apartment fires, forest fires, flooding, chemical spills, earthquakes they all need

Victoria and Saanich fire department (as well as DND) with trained staff and specialzied equipment to come and help us.. yet only the city taxpayers actually pay for that capacity to respond to emergencies for their neighbours .

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Uprated: 0 | Downrated: 0

This is a prime area for rationalization of manpower, equipment, and facilities. Duplication is rampant and regional planning is absent. It is hard to imagine an area of activity where 'mutual aid' should be easier to establish and yet after 30-years the Mayors and Fire Chiefs recently negotiated a mutual aid agreement which excluded Victoria; in short, the level of integration in place for 30-years was actually reduced. The command structure should be integrated (one chief) and equipment and facilities planned at a regional level.

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Uprated: 0 | Downrated: 0

what's worse is that "mutual aid agreements to assist your neighbor are simply a mean for the small municipapties to avoid paying the bills for proper fire services and expect Victoria and Saanich with their trained staff and equipment to bail them out as son as anything larger than a house fire occurs. ..

Emergency Planning

What do you think of Emergency Planning services in the Capital Region?

Please take a moment to read this Emergency Planning Service Fact Sheet and provide your input on Emergency Planning services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

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Uprated: 0 | Downrated: 0

emergency planning is a waste of effort if you have no capacity to deliver emergency services and the authourity to deploy resources of staff and equipment.. we have 17 independernt fire departments and 5 police departments.. who is in charge??? recent forest fires in Kelowna and Ft Mcmurray show the worth of having a single authourity who can make critical decisions to respond and make choices as to how and where to respond to competing priorities

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There needs to be much more coordination for emergency services. It is a waste of time and money until all of these services are better coordinated.

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Uprated: 0 | Downrated: 0

This whole field is a 'myth' that presumes we will be ready for the big event (whatever that might be) when it happens. These functions in most organizations are delegated by senior management to the least busy (usually least effective) member of the work group to set up and manage (at least until the big event). Of course we then expect senior management to step forward

when an event actually occurs don't we. Is global warming an emergency event? I was taught that emergencies (i.e.unexpected outcomes) are a signal of poor planning. Thus emergency planning is a subset of normal management. Thus segregating it out ensures it will be ineffectual.

Emergency Dispatch (9-1-1)

What do you think of Emergency Dispatch (9-1-1) services in the Capital Region?

Please take a moment to read this [Emergency Dispatch (9-1-1) Service Fact Sheet](#) and provide your input on Emergency Dispatch services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

Uprated: 0 | Downrated: 0

recent steps by CRd to fund a new 911 dispatch centre for including all police forces .. but currntly no plns to include fire service. which is big mistake and all municipal council must deliver messages to their fire servies to join in.. for example does it make sense for Colwood to use Langford for shared police dispatch but use Saancih for fire dispatch.. nonsensical!

Uprated: 0 | Downrated: 0

Again, needs coordination with all of the Emergency services delivered.

Uprated: 0 | Downrated: 0

Why is this here? This is a rather elementary management function that should be resolved at a low level in the operation areas of the local municipal governance. The fact that it is an issue here demonstrates that the existing municipal governing structure is dysfunctional.

Bylaw Enforcement and Building Inspection

What do you think of Bylaw Enforcement and Building Inspection services in the Capital Region?

Please take a moment to read this [Bylaw Enforcement and Building Inspection Service Fact Sheet](#) and provide your input on Bylaw Enforcement and Building Inspection services in the Capital Region. (Note: the Service Fact Sheet link opens as a .pdf in another tab, which can be downloaded and/or printed.)

Fact Sheet

Bylaw Enforcement and Building Inspection

see previous comment about a recent report by GVCC to document the ridiculous duplication and extra costs resultant from 13 seperate municipalities each with their own zoning, building regs etc.

There is a ridiculous duplication of services for by-law enforcement. Why can't the Peninsula municipalities share one by-law officer?

To address this issue, one would first need to establish the 'value added' (desired objectives) of these functions. If it is to ensure proper construction techniques and bylaw observance are being practiced in the jurisdiction being monitored and enforced, then why is there any variation amongst the local jurisdictions? Are there no norms and best practices in such a small area that can be adopted across the area. If it is to educate, then why is it tied to a policing model of operation. If it is to protect, why not adopt the accounting model where the proponent is assumed to be performing the appropriate actions and is always subject to audit. if it is to create a revenue flow, why not hire private professionals via competitive bidding and charge cost plus fees to accomplish the same or better services (professional engineers, technicians, tradesmen, etc are often readily available at lower cost and with far superior experience and skills that most if not all people in these positions in local government). The current operating model for both these positions is based on centuries old, army based, command models that are based on the use of positional power to impose bureaucratic rules on inferiors. I have witnessed inspectors coming to a job site with their check list with little knowledge about the work being done and checking off jury rigged hand rails, doors, etc and issuing approval knowing full well the product will be altered as soon as they are gone. In many ways, it becomes a 'make work' process that produces little net benefit and almost always decreases housing 'affordability'. At last we could streamline the process even if it is dysfunctional.

Noticeboard

There was reference by the Victoria Mayor that their numbers did not line up with those in the survey. With some level of standardization of the budget processes, it might be easier to compare for efficiencies. Again, not saying amalgamation, I am though saying understanding opportunities for efficiencies. I think Parks & Rec, for example, across the municipalities does a good job of sharing, standardizing approaches, software, etc.

I would like to see all of the listed services in the survey have some degree of integration. Our water service that is listed, I think has a lot of best practices that other listed services could use. I would also like to see the listed services consider using some standardization of documentation of their services across municipalities using something like the Municipal Reference Model (in use in many areas of Canada). I am not necessarily saying we need to do all the services one way, but if they are standardized there can be a number of economies and efficiencies. I see that some of this has been done as we have a

number of best practices in various municipalities. View Royal does a good job of partnering with a number of municipalities including Esquimalt to keep their costs and resources more manageable.

Uprated: 0 | Downrated: 0

Very late into this but I would like to follow up on many other comments. My musings are really a challenge to fully consider implications of total integration. Survey is very limited and would have been more meaningful if top three or so could be named. Parks & Recreation are separate on choices but the fact sheets show costs for only Parks and Rec combined so it is impossible to use costs as a decision factor. Duplication of services among adjacent municipalities are often cited, especially police, fire and emergency dispatch as inefficiencies but that needs closer analysis. Over 20 years ago, using publicly available information, I completed some quite basic financial analysis of the cost of providing emergency services in both the Greater Victoria and Greater Vancouver areas. There seemed to be little or no reliable correlation between municipal size and per capita costs to provide such services. One acknowledged difficulty is that at that time many municipalities grouped these costs together for reporting purposes and much more detailed analysis would be required to separate security (police) an fire service costs. This was even after eliminating from consideration smaller entities that had primarily volunteer fire departments. So the theoretical cost efficiencies and economies of scale are often not achievable. I believe this may also apply to other services when the labour component is considered. What is the link between integration and amalgamation.and where does one end and the other begin? Perhaps smaller municipalities with similar communities and limited resources would welcome local and limited amalgamation but not being swallowed by much larger municipalities.. Administration duplication is often referenced as the prime mover towards amalgamation i.e. duplicate councillors, managers etc., etc. True duplication may not happen in the real world except at the top levels, I believe where cost savings may be more apparent than real. Larger municipal councils demand more and more information and studies from more and more staff and so the hierarchy and bureaucracy grows and grows and grows with higher and higher salaries and expenses for all involved. Earlier a comment was made about accountability which introduces the issue of how accessible are councillors in the very, very large municipalities. In turn this raises the question of quality of services provided since taxpayer satisfaction cannot be measured in purely economic terms. Quality is subject and is difficult to assess the larger a municipality becomes. So to finish up, sharing of essential resources and achieving sensible cost reduction by all means but stopping far short of the precipice of total integration no certainly. As simple examples, not every fire department needs its own ladder truck, or emergency portable command centre for disaster response nor does every police department need its own canine unit or forensic investigation operation but that does not mean they should all be slammed together. Similar logic applies to other services such as engineering, garbage collection, water, sewer, street maintenance and other services where significant numbers of employees are needed. The one local function that is totally integrated is bus transportation where BC Transit is arguably is less than fully successful in satisfying local needs. Would a regional transit authority under CRD or similar management be more effective provided the Province continues to fund at the same level? . Alternatively, should some municipalities have their own systems cooperatively linking (integrating) with a larger system operated by the City of Victoria or the overall core municipalities as a consortium? Food for thought, eh?

Uprated: 0 | Downrated: 0

I agree, one choice on the poll is inadequate as I believe that municipal planning, policing, fire, joint procurement, joint municipal administration etc, are where shared services will benefit the taxpayers. How come Surrey can do it and 13 Municipalities here say it can't be done? Some services are shared but more needs to be done.

Uprated: 0 | Downrated: 0

There are many good examples sharing and integration in some departments like Parks and Recreation. Also, I think, some municipalities help to keep their costs down by either providing shared services to other municipalities or by receiving these services. A good example looks to be View Royal. I made a couple of comments on Facebook following a discussion there which I think would be good to include here as well to be included in the online dialogue section of the report.

Uprated: 0 | Downrated: 0

Thank you for the opportunity to provide my input into this study. As I see it, this issue is not only about the delivery of services, it's also about accountability for those actions or, more importantly, about who is responsible when those services are NOT being delivered effectively. The current governance structure, while it does manage to deliver some regional services

effectively, water, solid and liquid waste management, some parks and recreational opportunities, we seem as far away as ever on other more critical matters. In particular these involve: • Regional planning: this should be the first step in determining the future of our region. There must be an accountable authority that can, through a process of thoughtful consultation, create a strategy that locates developments in a logical manner throughout the region but with the ultimate power to democratically override local concerns should that be required; these dots to be connected by – • Regional transportation planning: no development that has the potential to disrupt traffic patterns should be allowed without the concurrent development of strategies to ameliorate these disruptions. Transportation within the region is already at a critical point and it can only get worse as major residential developments continue in the Western Communities. The half-hearted efforts to address these problems to date are far too little and far too late. We're way behind where we should be. • Public safety and emergency services: all residents deserve effective and similar protection. It would make far more sense to have one police department and one fire department and one emergency dispatch throughout the region. • Regional accountability: the current regional governance structure does not include any direct responsibility of the decision makers to those who pay the costs of those decisions. CRD directors that are sent by their municipalities see as their main concern the voters who elected them to their local Councils. The decisions made at the CRD Board level are not easily connected to the Directors who made them making the accountability they have to their voters very obscure. As I see it, there are only two ways to deal with the current very inefficient and unaccountable structure: 1. Amalgamate all the municipalities into one body. It would be a mistake to just reduce the number as it would then still require some kind of regional body to manage the critical cross-boundary issues. Administratively, a single regional government could still separate the various areas within the CRD into more workable local area service delivery vehicles with some decision making authority within the regional framework; or 2. Leave the existing Councils in place but make the CRD Board fully elected and autonomous with jurisdiction over regional planning, transportation, critical infrastructure, public safety and emergency services. Those elected could only sit on one or the other. The Councils would then be left with the administration and execution of the regional policies within their municipalities as well as matters that are strictly local.

Uprated: 0 | Downrated: 0

Victoria has always been behind the push for amalgamation. They have everything to gain and nothing to lose, (unlike area's that surround it). Tax payers in outlying area's should take a good look at what they have before they give it up. They will never get it back. We all see how well the CRD works, wait until they have to make decisions on everything. Having said that, there are many areas of responsibility in Greater Victoria that they should have authority over. Board Members however, should have to be elected to those positions by the citizens of Greater Victoria, not be appointed by individual councils who only represent their voters.

Uprated: 0 | Downrated: 0

Only having one choice does not makes sense.

Uprated: 0 | Downrated: 0

I agree that just one choice is very limiting and misses an opportunity for more varied opinions to be expressed. Possibly top three..... in order of concern or importance?

Uprated: 0 | Downrated: 1

Governing Greater Victoria

Governing Greater Victoria the Role of Elected Officials and Shared Services - Robert Bish & Josef Filipowicz

Uprated: 0 | Downrated: 0

Stormwater

Uprated: 0 | Downrated: 0

The amount we pay for these services is outlined however how much are all these services in other cities of similar size? The Bish paper (only one provided) gives percentages of the cost, for example, the mayors and councillors, but doesn't provide how that stacks up in other communities for example Surrey. Key information is not provided.

Folks, when you go to vote on the "Polls" be warned you only get to choose ONE, for example "Which of the following services do you think will benefit the most from a more integrated approach to service delivery through partnerships, joint service delivery, etc.? (Please select one) - there are more than one that need addressing and by a number of the options provided - but you only get to pick one etc. I wish I hadn't voted at all. I'll reserve my comments on my other findings other than to say this is an unfortunate survey in my opinion.

Uprated: 0 | Downrated: 0
So short-sighted when there's obviously more than one that would benefit from integration. They're trying to limit feedback for some reason.

Uprated: 1 | Downrated: 0
Thank you for your comment. That is correct you may only select one option for the 'Poll.' However, we have provided a link to a more comprehensive survey at the top of the 'Overview' page.

Uprated: 0 | Downrated: 0
I went into the survey last night and had a look at all of the survey questions. You can do this and then save your partial results or exit and start over. I wanted to get a sense of the survey so that I could focus comments in survey and in the discussion topics. There are definitely a few places that we can clarify our priorities. For example it looks like we can add our input/comments on each topic also listed in the discussions area.

Uprated: 1 | Downrated: 0
the poll asking us to choose one item as service is comparing apples and oranges .. many of the services listed are already regional ((ie water supply, landfill, regional parks) and have no need for further integration while other are still local municipal functions with considerable scope for integration .. also many will choose on basis of it being the headline of the day ie housing which (except for social housing) is mainly personal market driven service while other such as transportation are universal pubic sector services .. the results of this particular question will be very misleading

Uprated: 1 | Downrated: 0
Thank you for your comment. The 'poll' is only one of several options to engage in this topic. You may also review materials and post comments in the Discussions and Resources sections, we have also provided a link to a more comprehensive survey at the top of the 'Overview' page.

Uprated: 1 | Downrated: 0
I think it is unfair and misleading to place the Bish paper on the Resources page as the sole commentary on governance in our region .. it is an incomplete and one sided view of the topic. at the least 2 other papers by E Slack and the Walliser/ Paget/Dann paper offer a much more comprehensive and balanced overview of the topic of governance.the latter paper particularly is focused just on BC (and even if written by former Ministry staff it is not government policy document but a research paper.).

Uprated: 0 | Downrated: 0
Can more documents such as these be added for reference? Thanks.

Uprated: 0 | Downrated: 0
Transportation

Uprated: 1 | Downrated: 0
It would help if you could point us to the current information available for each of the 16 "Service areas" for each of the municipalities covered by this review if it is available or as it becomes available.

Uprated: 2 | Downrated: 0
The Service Fact Sheets are provided under the Resources section here in PlaceSpeak. They are also linked to the 16

service discussion topics in the Discussions section.

████████████████████████████████

Uprated: 0 | Downrated: 0

ok, thanks

████████████████████████████████

Uprated: 0 | Downrated: 0

[Solid Waste Management](#)

████████████████████████████████

Uprated: 0 | Downrated: 0

Test

Resources - Non-resident

Uprated: 0 | Downrated: 0

Distribution of Police Services

Resources - Non-resident

Uprated: 1 | Downrated: 0

Police Services

Note: This information provided in this appendix was collected on behalf of the Ministry of Community, Sport and Cultural Development under s.26(c) of the of the Freedom of Information and Privacy Protection Act (FOIPPA) and to be used to inform the content of the Capital Integrated Services and Governance Initiative.

PlaceSpeak has been vetted by BC Gov GCPE and CIO for privacy compliance. PlaceSpeak is a Privacy by Design ambassador and a founding member of DIACC. The information collected is stored on servers located in Canada to comply with FOIPPA requirements. The addresses and email addresses are never shared and will remain confidential.

WORKBOOK: EVALUATING OPPORTUNITIES FOR SERVICE INTEGRATION
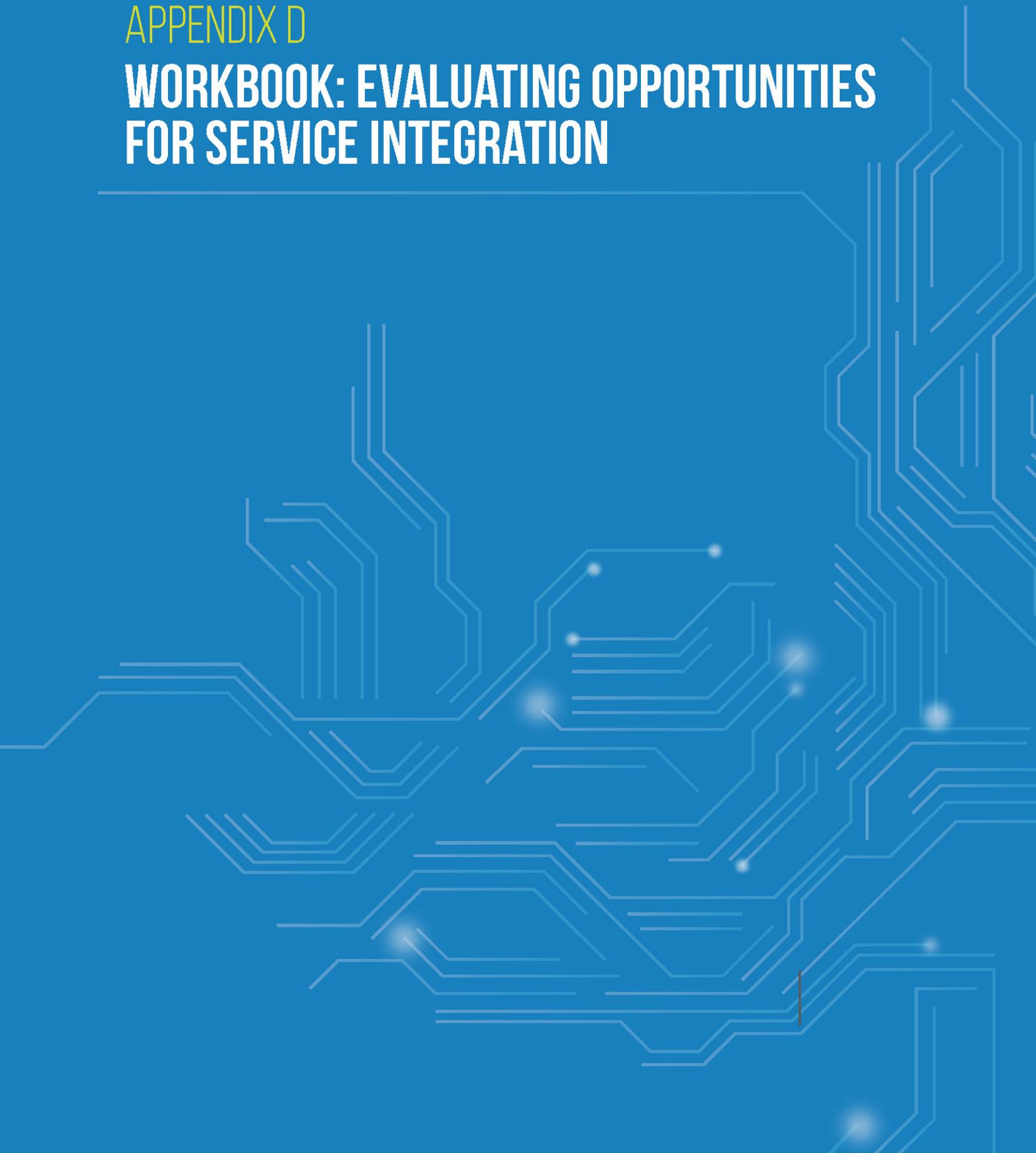
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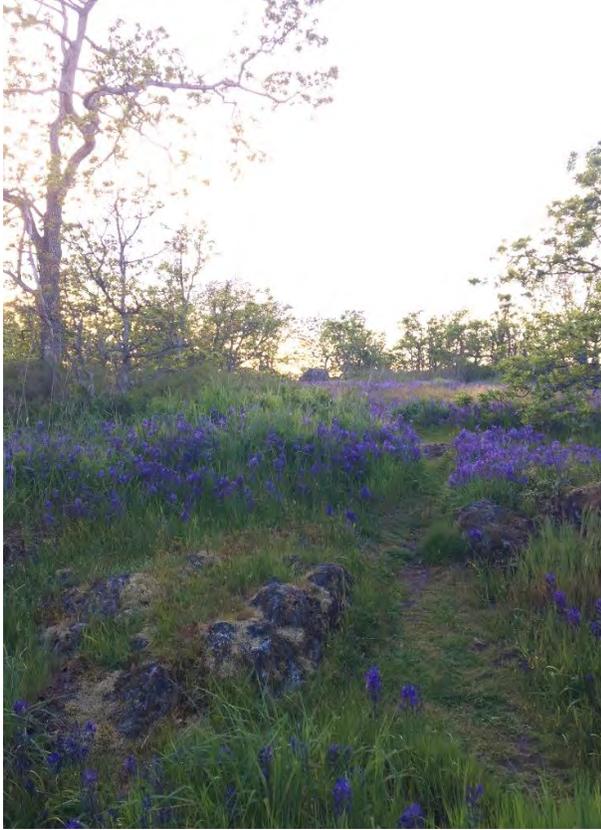
SERVICE
DELIVERY
WORKBOOK

CAPITAL SERVICE INTEGRATION AND GOVERNANCE

CAPITAL SERVICE INTEGRATION AND GOVERNANCE INITIATIVE

SERVICE DELIVERY WORKBOOK:

The following service evaluation workbook is designed to help municipalities and the CRD evaluate how their local government might be able to improve the delivery of a particular service, through the greater regional integration/separation and/or standardization/customization of that service, based on that organization's own particular values. The objective of this workbook is to provide high-level guidance on whether or not your community could benefit from the integration and/or standardization of a particular service.

This workbook is broken into two sections:

Section 1.0 - the first section is meant to help local government and CRD officials evaluate how a service is currently being delivered and explore whether or not this service is good candidate for greater integration and /or standardization (see definitions section).

Section 2.0 - after completing the questions in **Section 1.0** if a service is appears to have potential for greater integration and /or standardization then the evaluator should proceed to **Section 2.0**, which provides a structured framework to evaluate the pros and cons of integration and/or standardization based on the values of the community and following indicators:

- Financial Sustainability
- Lowering Risk
- Increasing Level of Service
- Improving Decision Making
- Level of Public Support

It is important to understand that this workbook is not meant to be similar to a core service review, there is no predetermined outcome and there is no right or wrong answer. The goal of this tool is simply to help local governments and the CRD evaluate how services interact with the following spectrums (see **Figure 1.0**).

Figure 1.0 – Service Delivery Spectrums
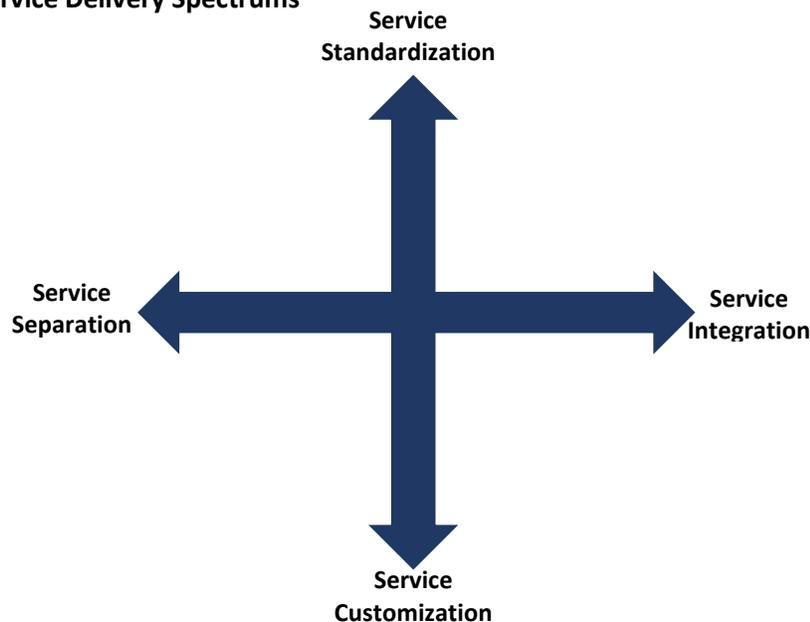
Definitions:

In this context of service evaluation the following definitions can be applied while reviewing opportunities for enhancing service delivery. Definitions have been provided for the term integration and standardization, as well as their antonyms separation and customization. These definitions relate to the service delivery spectrum in **Figure 1.0** (above).

- **Integration** - In this context integration should be thought of as providing a service in a consistently effective and efficient way, across multiple jurisdictions through partnerships, joint service delivery, and other agreements that ensure the delivery of a service in the region is done with a high-level of coordination between government organizations. (Example – having one recreation card for the region, having one emergency dispatch centre for the region, having one garbage collection system for the region, etc.).

- **Separation** – Service separation is the opposite of integration and applies when a service is provided variably and in isolation of other services and service providers. This context service separation is applicable to services where greater autonomy is desired (Example – having different planning, zoning and building regulations in every municipality (no consistency), each municipality having their own landfills and garbage collection systems, etc.).

- **Standardization** - In this context standardization should be thought of as making the regulations, standards, and/or equipment required to provide a service the same in several or all capital region jurisdictions. (Examples - consistent zoning regulations, one business licensing system, having the same vehicles and bins for waste disposal services, etc.).

- **Customization** – Service customization means tailoring each service to a specific community or municipality with limited consideration for how that service functions in a neighbouring municipality or community (Examples – every fire department having different equipment, every community having different servicing standards for development, etc.).

Section 1.0 – Evaluating Current Service Delivery

The objective of using this workbook is to explore what direction the delivery of any particular service within the Capital Region could evolve. This evaluation should be carried out with consideration for how the service is currently delivered in your community, as well as in neighbouring communities.

It should be noted, that this evaluation is only an initial step towards modifying service delivery and that this workbook does not consider subsequent required steps needed to develop a business case for integrating/separating and/or standardizing/customizing a service or the steps required to implement a change in service delivery.

Question 1 - Why is this a good area for service integration and/ standardization?

Question 2 - What is working well about this service and what is not working?

Question 3 - Does further integration and/or standardization of this service solve a problem?

Question 4 - What needs to happen for this service to become more integrated?

Question 5 - What needs to happen for this service to become more standardized?

Question 6 - What are the potential barriers to further integrating and/or standardizing this service?

Question 7 – Has the full cost of delivering this service under the current format been calculated?

Section 2: Opportunities for Service Integration and Standardization

The following questions have been developed to allow each evaluator to establish a weighting system based on the values of the community they represent.

After reviewing the Service Fact Sheet provided for this service, please start by filling out **Question 7.0** below and proceed in the order the questions are presented.

Question 7.0 – Current Level of Integration / Standardization

Based on the information provided in **Section 1.0** and your own knowledge about this service and its current level of integration and standardization in the Capital Region, answer the following two questions.

On a scale of 1 to 3, how integrated do you think this service is now (1 = integrated, 2 = at least one element of this service is integrated, 3 = purely local (un-integrated))?

On a scale of 1 to 3, how standardized do you think this service is now (1 = standardized, 2 = partially standardized with some municipalities maintaining the same or very similar standards for the delivery of this service, 3 = un-standardized)?

The higher the total score from the two boxes above the more likely a review of this service will yield interesting discussions about enhancing current service delivery through greater integration and / or standardization.

If the total score for both options is 3 or lower you may want to consider skipping this service, as further integration and/or standardization may not be possible or reasonably beneficial.

Question 8.0 – Establish the Values of the Community as They Relate to This Service

On a scale of 1 to 3 (3 being highly important and 1 being less important) how important are the following items when it comes to service delivery in your organization based on the values of the community? The total score amongst all indicators must equal 10. It is fully expected that this weighting will be different for each service evaluated.

Financial Sustainability: Improves the financial stability and resilience of the community.

Lowering Risk: Reducing the health, safety, financial, environmental and social risks to the municipality and its residents.

Increasing Level of Service: Improving the quality and/or efficiency of service delivery.

Improving Decision Making: Creates an effective decision making process that improves the likelihood of decisions being made in a fair and equitable manner.

Level of public support: The degree to which the public will be supportive of a change to a particular service.

Total Score (Must Equal 10)

Question 9.0 - Estimating the Impact of Service Integration

For this service how do you think greater service integration through inter-municipal and regional partnerships will impact this service in your community for the following indicators? Think about how these factors relate to each other and indicate your thoughts on each of the spectrums provided (3 = Very Likely to Improve, 0 = Uncertain, -3 Very Unlikely to Improve).

Financial Sustainability:

-3	-2	-1	0	1	2	3

Level of Risk:

-3	-2	-1	0	1	2	3

Increasing Level of Service:

-3	-2	-1	0	1	2	3

Decision Making:

-3	-2	-1	0	1	2	3

Level of Public Support:

-3	-2	-1	0	1	2	3

For each category above multiply the estimated integration impact score (3 to -3) by the value weighting applied in **Question 8.0**. Each service has a maximum score of 30 and a minimum score of -30, a score of 30 means the service is likely to benefit from greater regional integration, a score of -30 means the service would not likely benefit from greater regional integration.

Weighted Value (See Question 8)		Impact Score (See Question 9)		Total Score	
☐	✖	☐	=	☐	Financial Sustainability:
☐	✖	☐	=	☐	Lowering Risk:
☐	✖	☐	=	☐	Increasing Level of Service:
☐	✖	☐	=	☐	Improving Decision Making:
☐	✖	☐	=	☐	Level of public support:
				☐	Total Score (Must Equal between 30 and – 30)

7

Question 10.0 - Estimating the Impact of Service Standardization

For this service how do you think greater standardization of service delivery at the regional and sub-regional level will impact this service in your community for the following indicators? Think about how these factors relate to each other and indicate your thoughts on each of the spectrums provided (3 = Very Likely to Improve, 0 = Uncertain, -3 Very Unlikely to Improve).

Financial Sustainability:

-3   -2   -1   0   1   2   3

Level of Risk:

-3   -2   -1   0   1   2   3

Increasing Level of Service:

-3   -2   -1   0   1   2   3

Decision Making:

-3   -2   -1   0   1   2   3

Level of Public Support:

-3   -2   -1   0   1   2   3

For each category above multiply the estimated standardization impact score (3 to -3) by the value weighting applied in **Question 8.0**. Each service has a maximum score of 30 and a minimum score of -30, a score of 30 means the service is likely to benefit from greater regional standardization, a score of -30 means the service would not likely benefit from greater regional standardization.

Weighted Value (See Question 8)		Impact Score (See Question 10)		Total Score	
☐	✖	☐	=	☐	Financial Sustainability:
☐	✖	☐	=	☐	Lowering Risk:
☐	✖	☐	=	☐	Increasing Level of Service:
☐	✖	☐	=	☐	Improving Decision Making:
☐	✖	☐	=	☐	Level of public support:
				☐	Total Score (Must Equal between 30 and − 30)

Summary Questions 9.0 & 10.0 – Estimated Benefits of the Integration and Standardization of Services

Plot the two total scores between 30 and -30 from **Questions 9.0 and 10.0** above on the diagram below using a single point and use this to answer **Questions 11.0 and 12.0** below.
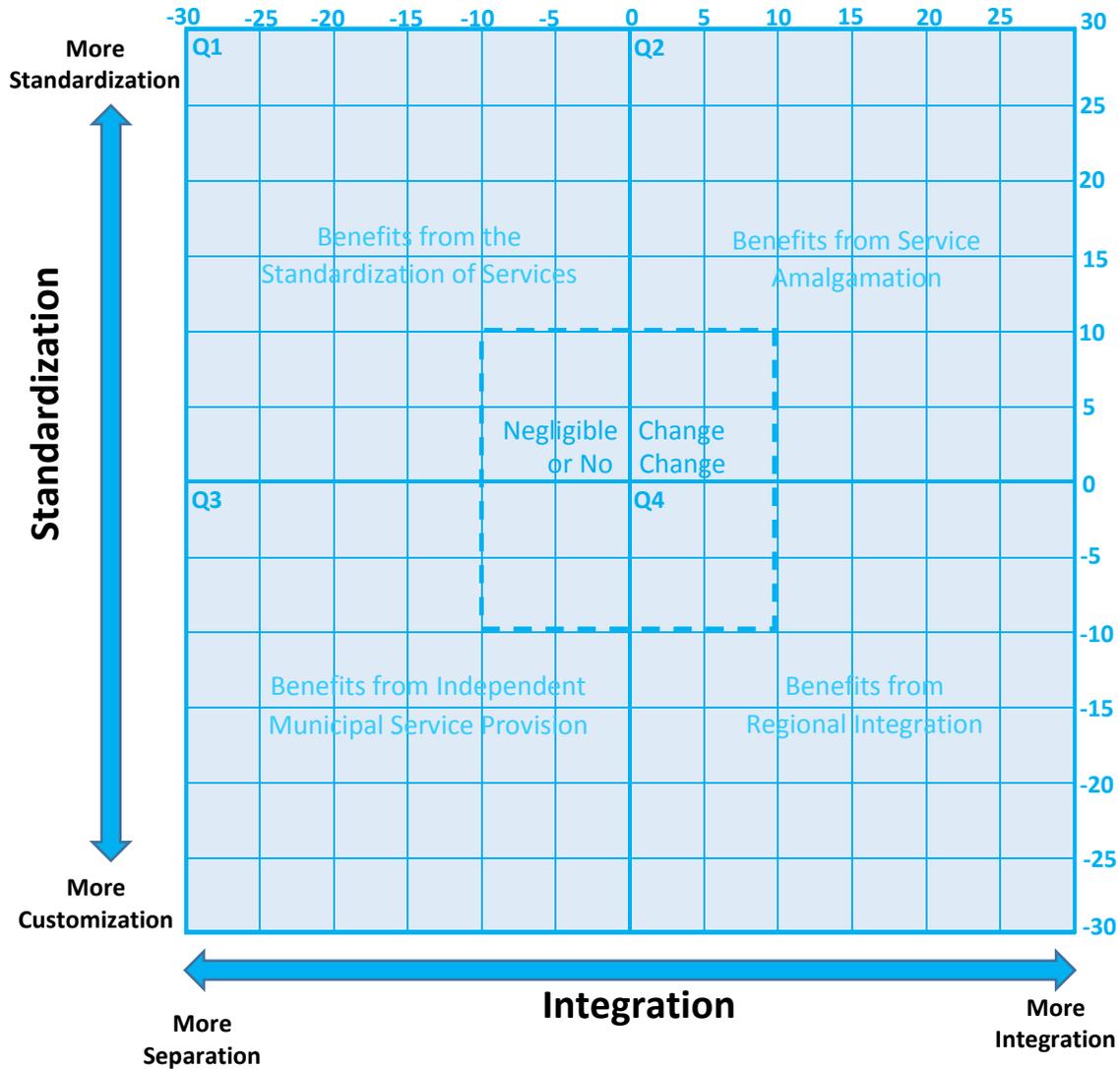
Question 11.0 – Based on your answers to previous questions what elements of this service would you integrate and/or standardize further? If this service is unlikely to benefit from greater service integration and/or standardization please describe any risks/ costs associated with maintaining the status quo. Please use the "Other" options to highlight other potential elements of the service beyond those that have been suggested. Check any box that may apply.

	Integration	Standardization	Both	Neither
Equipment:	☐	☐	☐	☐
Planning and Logistics:	☐	☐	☐	☐
Administration:	☐	☐	☐	☐
Policies:	☐	☐	☐	☐
Service Delivery Methods:	☐	☐	☐	☐
Communications:	☐	☐	☐	☐
Other:_____	☐	☐	☐	☐
Other:_____	☐	☐	☐	☐
Other:_____	☐	☐	☐	☐

Question 12.0 – Based on your answers to previous questions rank on a scale from 1 to 3 (3 – Not a major Barrier, 1 = Substantial Barrier) the challenges that will affect the success/lack of success of an initiative to regionally integrate or standardize this service through cooperative municipal and / or regional partnerships? Please use the "Other" options to highlight other potential challenges beyond those that have been suggested.

	1 – A Substantial Barrier	2- Somewhat of a Barrier	3 – Not a major Barrier	Not Applicable
Technical Challenges:	☐	☐	☐	☐
Planning and Logistics:	☐	☐	☐	☐
Public Opposition:	☐	☐	☐	☐
Political Opposition:	☐	☐	☐	☐
Capital Constraints:	☐	☐	☐	☐
Scale of Service:	☐	☐	☐	☐
Policy Constraints:	☐	☐	☐	☐
Liability:	☐	☐	☐	☐
Other:_____	☐	☐	☐	☐
Other:_____	☐	☐	☐	☐

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MUNICIPAL PROCUREMENT AND SHARED SERVICES

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PROCUREMENT

Adopting a "procurement perspective" can be a useful exercise when examining the economy and efficiency of public sector or private sector entities. All enterprises must procure needed resources to provide services and goods at competitive rates. Achieving the best possible price for a given quality of inputs is key to providing a *value proposition* for a customer, shareholder or taxpayer. Purchased inputs include supplies, accommodations, furniture, vehicles, equipment, energy, contracted services, capital, direct employee labour, and training.

The discipline of professional procurement has roots that go back centuries as early traders and merchants leveraged purchasing power through the aggregation of demand. Governments and companies alike have sought to better manage costs through a variety of techniques and tools including: requests for proposals; requests for qualifications; joint solutions procurement; and, standing offer arrangements from common items or services frequently used. Part of this discipline is the use of business case analysis of "buy vs. own" for services or assets. Overall lifetime costs are one consideration, but other considerations may factor large as well.

A body or procurement law has been established to ensure fairness for sellers as well as purchasers and to manage transaction risk and liability. In recent decades, government procurements have become subject to a variety of inter-provincial, national and international trade agreements such as *Interprovincial Agreement on Internal Trade*, the *New West Partnership Trade Agreement* and the *North American Free Trade Agreement* which can complicate processes and increase procurement transaction costs.

In Canada, numerous local jurisdictions collaborate on "one-time" purchases of services and equipment including buses, fire trucks, ambulances, electric vehicles, LED street lighting, computer equipment, IT network services, general office products, and environmental services. In some provinces, like Ontario and British Columbia, municipalities are able to "piggyback" on provincial government procurement systems and services. In British Columbia, a provincial procurement service and web-based system is available to a wide variety of public sector organizations including cities, school districts, health authorities, Crown corporations and the B.C. government. Through BCBid they can advertise opportunities for contracts for a wide range of goods and services, thus attracting a wider field of competitors.

One proven means of cost savings is to utilize BC Bid's established Master Standing Offers (MSOs) for goods and services. These are contracted opportunities to purchase commonly used goods or services from vendors and providers who have been selected through a competitive bidding process. The advantages are savings and standardization. The disadvantage can be an end-user's constraint of choice to meet their personal preferences.

A notable example in British Columbia of sectoral collaboration in procurement as part of the Administrative Services Delivery Transformation (ASDT) initiative. All 25 of BC's public post-secondary institutions have partnered together to form a purchasing consortium that will allow all the schools to pursue the benefits of joint procurement. The consortium is voluntary and cooperative, with the goals of achieving: (1) value for money; (2) enhanced collaboration; (3) strategic supply management; and (4) development of procurement best practices to enhance the quality of services. The initial scope for the new consortium includes procurement for vending services, natural gas, electrical supplies, office supplies and travel services.

In the public sector, the single largest budget line item is labour and related costs. Once again, this too can be viewed as an input that organizations will wish to procure for a reasonable price. In the BC, the Public Sector Employers' Council (PSEC) is responsible for the overall management of strategic directions in human resource management and labour relations for the broad public sector. The coordination of bargaining covers some 310,000 unionized employees in six sub-sectors: Health; K-12 Education; Colleges; Universities; Community Social Services; and Crown Corporations.

Wages and benefits in the 2016/2017 fiscal year were $26.7 billion, approximately 56 percent of the $47.5 billion provincial budget. The bargaining power and strategic direction inherent in the PSEC structure allows the government to better manage these key costs through adherence to established bargaining mandates, which can either be fiscally or market-driven. The strategic approach also includes key labour force considerations such as attraction and retention of employees, training and development, improvements to occupational health and safety of working environments, gender equity, representative workforces, and targeted recruitment approaches. Other provinces, like Ontario, have not adopted a strategic approach to public sector bargaining and have found their labour costs have risen faster as a result of agreements bargained by targeted individual employers that resulted in costly precedents for rest of the respective sector.

While a detailed analysis of the potential for savings from joint procurement and full use of *BCBid* is beyond the terms of reference for this study, individual jurisdictions are commended to look at their purchasing activities with a view to adopting new approaches that improve the value proposition for taxpayers.

SHARED SERVICES

Shared services arrangements involve service demand aggregation and pursuit of scale economies and therefore can be viewed as a sub-set of procurement. Shared service models are employed by businesses both small and large and by all three levels of government in Canada. Typically, shared services involve what are sometimes called "back room" functions such as finance and accounting services, human resources and labour relations services, fleet management services, travel management services, information technology services, environmental services, and legal services.

In Canada, the federal government was the first to adopt such approaches. In British Columbia, the provincial government adopted a shared services approach for a wide variety of functions beginning in 2001. In the case of health care providers in this province, the BC Clinical and Support Services (BCCSS) Society is a not-for-profit society created by the Ministry of Health to promote health by coordinating, managing and/or providing clinical, diagnostic and support services to the provincial health care system. BCCSS' Support Services Division currently includes Supply Chain, Accounts Payable, Technology Services, Payroll, Employee Records and Benefits and Accounts Receivable.

In the province of Ontario a few municipalities have adopted shared services arrangements as this has been a relatively new development so definitive conclusions on successes and savings are yet to be drawn.

Lessons from all three levels of government show that cost savings and efficiency gains *can* be achieved, but there can also be significant one-time transition costs and results are often slower to materialize than had been expected. A key success factor is the early discussion and establishment of service standard commitments and contracts.

Adopting a shared services approach between jurisdictions necessitates common approaches and standards for such things as payroll, accounting and reporting. Collaboration on such matters before embarking on shared-services can smooth the way, reduce execution risk and can speed the realization of savings.

THE BENEFITS OF STANDARDIZATION

Common standards for the procurement of goods and services, for building and road specifications, for regulatory activities, for policies, procedures and processes can yield benefits in both public and private sector cost savings, service and administrative efficiency, public safety, and risk management. A drive to standardization by local governments is the foundation for more cost effective procurement, for emergency and other service interoperability and paves the way to adopting shared services approaches for common administrative and management services.

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