MINUTES
GOVERNANCE REVIEW CITIZEN ADVISORY COMMITTEE
Held at the Police / Fire Building, Kirby Room, 760 Vernon Avenue
Wednesday, August 24, 2016 at 7:00 p.m.

Chair: John Schmuck

Present: Julian Anderson; Art Beck; Joe Calenda; Matt Gauk; Zig Hancyk; Phil Lancaster;
              Andrew Medd; Mano Sandhu; Brian Wilkes

Regrets: Caleb Horn; Jim Schneider

Guests: Tony Heemskerk and Karen Harper, Amalgamation Yes

Staff: Penny Masse, Senior Committee Clerk, District of Saanich

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1. APPROVAL OF AGENDA

The Chair called the meeting to order at 7:00 p.m. and welcomed the Committee and guests.

MOVED by J. Anderson and Seconded by B. Wilkes that the agenda be adopted as circulated.

CARRIED

2. ADOPTION OF MINUTES

MOVED by B. Wilkes and Seconded by Z. Hancyk: "To receive the report and speaking notes of the Dr. Bish presentation at the Governance Review Citizen Advisory Committee meeting of July 27, 2016."

CARRIED

MOVED by J. Calenda and Seconded by M. Sandhu: "That the minutes of the Governance Review Citizen Advisory Committee meeting held on July 27, 2016 be adopted as amended."

CARRIED

3. REQUEST FOR PROPOSAL (RFP) – REPORT FROM VICE CHAIR

A, Beck provided an update regarding the status of the RFP process and the following was noted:
- The RFP submission deadline is August 11, 2016.
- The RFP Interview Sub-Committee will be meeting on August 18, 2016 to short-list proponent submissions.
- The RFP Interview Sub-Committee will meet with short-listed proponents on August 19, 2016 to hear presentations.

4. CORRESPONDENCE

- Correspondence received by Trevor Hancock regarding ward-based election systems.

5. **GUEST SPEAKERS – TONY HEEMSKERK AND KAREN HARPER – "AMALGAMATION YES"**

- Mr. Heemskerk and Ms. Harper gave an overview of improved governance for Greater Victoria and regional municipal service levels, speaking notes are attached as "Schedule A".

6. ROUND ROBIN OF COMMITTEE MEMBERS

- Going forward all presenter speaking notes that are submitted to the GRCAC will be attached to the minutes as an addendum.
- A Steering Committee could be considered to meet with the successful consultant outside of regular GRCAC meetings to help guide the work plan and process.
- The September 28, 2016 GRCAC meeting agenda will include presentations from Grumpy Taxpayers of Greater Victoria and The Victoria Residential Builders Association.

MOTION TO GO IN-CAMERA

MOVED by J. Calenda and Seconded by J. Anderson: "That pursuant to Sections 90 (1)(j) of the *Community Charter* the following meeting be closed to the public as the subject matters being considered relates to information that is prohibited from disclosure under Section 21 of the Freedom of Information and Protection of Privacy Act."

ADJOURNMENT

MOVED by A. Beck and Seconded by J. Calenda that the regular meeting of the GRCAC be adjourned at 8:22 p.m.

CARRIED

The next scheduled meeting date is Wednesday, September 28, 2016 at 7:00 p.m. and will be held in the Kirby Room, Fire and Police Building, 760 Vernon Avenue.

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John Schmuck, CHAIR
Governance Review Citizen Advisory Committee (GRCAC)

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Penny Masse, Senior Committee Clerk
District of Saanich

Schedule A

TOWARDS IMPROVED GOVERNANCE FOR GREATER VICTORIA

Based on a Submission to the Capital Integrated Services & Governance Initiative

August 2016

INTRODUCTION

Victoria is British Columbia's oldest city, founded in 1843 by the Hudson's Bay Company. It became the Provincial capital in 1866 when Vancouver Island was united with the BC mainland. Farms and seaside settlements were soon established nearby, and the adjacent Esquimalt harbour became the headquarters of the Royal Navy Pacific Fleet and a shipbuilding centre.

As these new communities just outside the original city grew, they became incorporated, Saanich and Oak Bay in 1906, and Esquimalt in 1912, leaving the City of Victoria itself completely encircled by separate municipalities and the ocean. Victoria rejected a request to expand its boundaries to include Saanich and Oak Bay because of perceived additional costs.

In the middle of the 20th century further growth led to the creation of other municipalities on the peninsula, Central Saanich in 1950, Sidney in 1952 and North Saanich in 1965, the last two benefitting from proximity to ferry terminals and the Victoria International Airport.

In later decades, rapid growth to the west of Victoria led to the incorporation of other urban municipalities, Colwood in 1985, View Royal in 1988 (although amalgamation with Esquimalt was also considered at the time), and Langford (the fastest growing community in the region) in 1992. All three are home to significant regional facilities – Victoria General Hospital and the casino in View Royal, Royal Roads University in Colwood, a major box-store complex, a state-of-the-art swimming pool in a new YMCA building, the Bear Mountain resort and sports facilities such as the HQ of Rugby Canada in Langford.

Further west, the small municipalities of Metchosin (incorporated in 1984), Highlands (1994) and Sooke (1999) are mainly rural but include sizeable populations who commute to work in Victoria.

These 13 municipalities, together with the electoral areas of Juan de Fuca, Salt Spring Island and Southern Gulf Islands, comprise the Capital Regional District (CRD) created by the Provincial Government in 1966. Its 2011 Census population was 359,991, but is now estimated to be over 370,000.

A result of this haphazard development is a single, geographically compact and economically cohesive region governed by 13 municipalities with 91 mayors and councillors, as well as the CRD board composed of some of those mayors and councillors (who are chosen to represent their municipal interests), plus three elected members from the unorganized electoral areas.

The City of Victoria remains the commercial, business, cultural, hospitality, tourist and entertainment centre of the region and is the seat of the British Columbia provincial government.

It is also the destination of interest for tourists, with only Butchart Gardens in Central Saanich (but marketed as being in Victoria) drawing a substantial number of visitors away from the city centre.

Yet Victoria, with no room to expand, is no longer the largest municipality in the region. The population of Saanich is 40% larger, although it consists mostly of suburban housing with no recognizable public downtown precinct other than Victoria. At its current rate of growth, Langford's population could also exceed Victoria's in future.

This submission explains why the current method of governance and voluntary sharing of services is no longer a viable way of managing the affairs of what is essentially one medium-sized city, comparable with Halifax, Windsor, Saskatoon, Regina, Kitchener/Waterloo and St. John's.

We believe that improved local governance would make the delivery of services more effective, efficient and equitable, would ensure elected officials are more accountable, would stimulate economic development and would raise Victoria's profile on the national stage to the level of other provincial capital cities.

AREAS OF CONCERN:

On June 1, 2016, Minister Peter Fassbender appointed consultants to collect relevant data and to "identify the issues, barriers and opportunities facing local governments" in the region for what was termed The Capital Integrated Services and Governance Initiative (CISGI). We welcome the opportunity for groups and organizations to submit opinions on these matters. Local mayors and councils often have widely different views on governance not only among themselves, but also from their residents and taxpayers. It is hoped, therefore, that input from individuals and concerned groups such as ours will also be taken into consideration in the final report.

The following sections highlight the major areas where improvements could be made in governance and service delivery in the Capital Region.

Transportation

Repeatedly the public have expressed frustration with the lack of regional planning for transportation and the resulting congested traffic and other major inconveniences. The notorious Colwood crawl is a consequence of local motor traffic to or from downtown Victoria, the naval base and dockyard in Esquimalt, UVic in Saanich/Oak Bay, and the industrial and transportation hubs on the Peninsula, all being funnelled on to one highway (Highway 1) built mainly to connect Victoria with up-Island destinations. The inability of emergency vehicles to reach Victoria General Hospital quickly at peak commuting hours is a particular problem. Improvements along this route are mainly funded provincially and federally, but have been piecemeal in nature, e.g. a recently announced redesign of the McKenzie interchange, but no improvements at the Tillicum intersection a few hundred metres down the road and another congestion point.

As traffic increases and route patterns change as a result of the new interchange, there should be plans for a rational transportation network to move people from the Westshore and points north of the Malahat heading to UVic, the interurban campus of Camosun College, the Vancouver Island Technology Park, Victoria Airport, the Swartz Bay ferry terminal and other major destinations. At present there is no regional plan, just the uncoordinated projects of each municipality.

A regional transportation planning authority responsible for public transit, major arterial roads, and other transportation modes such as major cycling and pedestrian infrastructure would enable a more coherent approach to how people are moved across the region. But in the absence of such an authority, the Province must deal with only the adjacent municipality. As a result, the McKenzie interchange announcement was made by the BC Minister of Transportation and the Mayor of Saanich, and all concerns and comments about the design were deemed to affect Saanich only.

Meanwhile the E & N rail corridor, connecting the Westshore and beyond to downtown Victoria, lies dormant with no sign of progress to reopen it to rail transportation despite the potential for public transit. Originally extending into downtown, Victoria severed the rail link for lack of funds when renewing the Johnson Street bridge, a short-sighted decision that will prove costly in the long run.

At a minimum 40 feet wide, the E & N corridor has sufficient room to accommodate both rail and the successful paved bike and pedestrian path. But the rail portion languishes due to the lack of a coordinating authority across the region to bring commuter rail to the Westshore.

Public transit, operated by the Provincial BC Transit, often comes under criticism for its overcrowded buses unable to pick up waiting passengers at peak times and infrequent schedules. The Victoria Regional Transit Commission (VRTC) comprises 7 appointed mayors and councillors, two each from Victoria and Saanich, and one each from Colwood, Esquimalt and North Saanich. The VRTC is therefore heavily weighted in favour of the core municipalities, so riders living in outlying regions feel that their needs are neither being met nor being heard. Sooke, Sidney, Highlands, Oak Bay, Central Saanich, Metchosin, Langford and View Royal are not represented on the VRTC. Langford has felt the need to introduce its own free trolley service to help residents get around the municipality and to the casino in View Royal.

Residents in the region are not static – they travel across several municipal borders daily to work, study, shop and play. We are the only community of this size in Canada without a regional transportation authority and plan.

Police Services

The Fraser Institute Report *Police and Crime Rates in Canada* (2014)[1] concludes that policing in the Greater Victoria area is one of the least efficient in Canada.

Further, the *Review of Police Department Operations* (2012)[2] commissioned by the City of Victoria called the regionalization of police forces in Greater Victoria "a no-brainer".

Until 2003, the Capital Region was served by 5 separate police departments in the municipalities of Victoria, Esquimalt, Saanich, Oak Bay and Central Saanich, plus 3 RCMP detachments. Twelve years ago, the Provincial Government ordered the amalgamation of the Esquimalt police department with Victoria, and it was believed that this would be the first step in the creation of a regional police force. Unfortunately, nothing further was done and the region is still policed by 7 different departments.

Esquimalt, understandably, now wonders why it alone of the neighbouring municipalities is forced to help Victoria with the expense of policing the downtown core where most of the large public events and celebrations, nightlife, crime, unruly behaviour, drug dealing and homelessness occurs. The Victoria/Esquimalt Police has one of the highest caseloads per officer in the Province, whereas neighbouring Oak Bay has one of the lowest.

Apart from this blatantly unfair distribution of costs, and especially as over 50% of downtown crime is committed by residents of other municipalities, the lack of coordination between police forces is a serious hindrance to effective public safety.

Nothing illustrates this more than the family murder-suicide in 2007. A frantic 911 call from an Oak Bay house situated near the municipal boundary with Victoria was mistakenly transferred to Victoria police. The call was redirected to Oak Bay, which had no officers available at the time. Oak Bay in turn referred the call to Saanich Police with whom they contract for forensic crime. Instead of minutes it was hours before police were able to enter the house and discover the tragedy of 5 dead.

In his report on the Picton murders on the lower mainland, former Solicitor General Wally Oppal recommended the unification of the Metro Vancouver police departments and stated that his recommendation applies equally to Greater Victoria[3]. The Coroner's Report into the Oak Bay Lee/Park murders was similarly critical of Greater Victoria policing[4]. No action has been taken, other than more discussions on integration of services. These voluntary integration arrangements have not worked well, with one municipality after another withdrawing from the regional major crime, family violence, and dive units, ostensibly for fiscal reasons.[5] Former Solicitor General Kash Heed, who is also a former police chief, has said that integration is a *"failed policy that fuels conflict rather than cooperation"* and is *"a band aid solution to a gaping wound"*. During his tenure, Victoria Police Chief Jamie Graham also made a plea for a regional force[6].

Julio Fantino, former Federal cabinet minister and also former Police Chief of Toronto, has endorsed amalgamated regional police forces. He wrote in Police Chief magazine[7]:

> *"In today's reality, police agencies must have the depth of expertise and technical resources necessary to analyze criminal trends and patterns in order to make the links associated with borderless criminal activity. In essence, the ability to connect the dots is an absolutely critical aspect of modern-day law enforcement capability. Such cases also serve to illustrate the need for policy, guidelines, and protocols necessary to facilitate the formation of multi-jurisdiction specialized investigative task forces; the timely sharing of information; the need for a robust intelligence function; analytical capacity;*

mutual aid agreements; joint training opportunities; and the integration and compatibility of records management and communications systems, equipment, and technology. The intent is to create an effective united front in the detection and apprehension of mobile criminals, as well as to effectively respond to elevated operational challenges"

The Province appears to be taking the view that a forced integration of certain regional police units is preferable to a unified regional police force with one police chief and command structure. Given that the Province has accepted that some legislated reforms are necessary, why is it unwilling to complete the process started in 2003 by ordering a full amalgamation of Greater Victoria's 4 municipal police forces and 3 contracted RCMP detachments into a single regional police force? This would be consistent with how policing is organized in other Canadian cities.

Fire Protection

Fire protection in the Capital Region is even more disjointed than the police. There are 13 separate municipal fire departments and 14 volunteer fire departments administered by the CRD in the Juan de Fuca electoral area and on the Southern Gulf Islands. Each unit has its own chief, staff (with different levels of training depending on the municipality) and equipment (ranging from comprehensive and state-of-the-art, to minimal). Despite the multiplicity of departments, they cooperate when the need arises. At a recent major fire in Saanich, for example, Oak Bay and Victoria fire departments were called in to provide backup resources. Small volunteer departments such as Highlands have mutual aid agreements with other Westshore departments.

Some will point to these voluntary arrangements as fine examples of how services can be integrated without amalgamation, but there are problems nevertheless. The nearest fire station to a fire is not always in the same municipality, so the first responder may not be the fastest. There is no regional fire chief with the authority to direct operations when a fast spreading fire spans more than one municipality; the recent wildfire in Fort McMurray has shown how important this is. And do we really need multiple fire chiefs, each with their own specialized staff administering personnel, operations, communications and procurement?

Victoria has recently refused to sign a service agreement for mutual aid with five other municipalities stretching from View Royal to Central Saanich. It is understood that Victoria is unwilling to share its taxpayer-supported advanced equipment and specialized expertise without receiving compensation for expenses incurred when supplementing another municipality's firefighting capability. (The proposed agreement specified that no remuneration would be paid for any assistance given.)

There is no rationalization of specialized and costly firefighting equipment and training across the region. Recently, the former Mayor of Esquimalt commented[8] at a public meeting on the excessive and unnecessary number of expensive ladder trucks purchased every decade by each municipality in the region, due entirely to a lack of coordination and willingness to share.

Emergency Preparedness

Even a heavy snowfall can bring Greater Victoria to a halt, with no regional leadership or coordinated response or adequate communication with the general public. How the region would deal with a major anticipated earthquake in the future is a daunting thought.

Under the provisions of the BC Emergency Program Act, local governments are responsible for providing emergency preparedness, response and recovery to disasters such as floods, dangerous goods spills, earthquakes, tsunamis, major storms and other serious weather events. The Province provides assistance through regional operations and provincial oversight.

There are 10 municipal emergency plans, 6 separate 911 call and dispatch centres, and various operations units scattered throughout the region[9]. Compare the complicated and disjointed 911 call flow system in the CRD with that of Vancouver or Calgary.[10]

While the Capital Region Emergency Service Telecommunications (CREST) system provides a common communications platform, it does not eliminate the need for a common emergency dispatch centre to coordinate emergency service resources. A common 911 and dispatch centre would provide more effective coordination of resources and make more efficient use of communications staff.

In addition to being responsible for the electoral areas the CRD has established two advisory committees.

The first involves local governments and focuses "on developing initiatives to create strong communication links and increased efficiencies for our emergency programs" (i.e. how to improve inter-municipal communication) including how to "partner together as local governments during planning and response phases of emergencies, and undertaking regional projects that will benefit all emergency programs in the Region" (i.e. how municipalities will plan and respond to emergencies). Incredibly, these are 2016 initiatives, 20 years after the memorable big snow storm.

The second involves regional organizations such as health, education, industry etc., that are engaged in emergency management, and meets quarterly to discuss roles in a disaster and how best to cooperate at such times.

All of this is laudable, but less satisfactory than having one emergency plan for the whole region. Fragmentation of emergency services in Greater Victoria is a significant public safety hazard, with costly and wasteful duplication of equipment and personnel.

Regional Planning and Duplication of Services

There are over 20 municipal Official Community Plans and 522 separate zoning bylaws in the Capital Region. Builders and tradespeople must comply with up to 13 inspection and building permit processes. There is no effective regional plan to guide urban residential growth, commercial

centres and key transportation corridors. The existing CRD Growth Strategy is often ignored or challenged.

Local construction associations have unofficially estimated that the confusion resulting from this duplication adds significant costs to dwelling units in the region. Affordable housing is a major challenge in the Capital Region, both for young people and those living on the edge of poverty.

The CRD serves as a central repository for municipal plans but has no authority to assess, develop or fund regional development priorities such as transportation, sewage, public transit, residential growth and social housing. Each municipality has its own planning department that often acts unilaterally with scant regard for the regional impact of its decisions.

Examples abound:

Langford increased its tax base by authorizing the construction of a large regional box-store complex that has little connection to regional transit. A consequence of this decision is that shoppers have to travel there by car which adds to the traffic congestion on the already busy Island Highway 1 and increases regional CO_2 emissions.

Sidney and North Saanich, also tempted by the prospect of additional tax income, are now engaged in a tug of war on proposals for new shopping precincts adjacent to the Pat Bay highway (the major arterial road to and from the ferries) and on the former Sandown racecourse. The implications for regional public transit of either of these proposals have received little or no public attention.

View Royal decided unilaterally to beautify its section of Highway 1A, a major connector to the Esquimalt dockyard, by introducing traffic-calming features.

Default speed limits change, cycle lanes end abruptly and kerbs disappear when crossing the invisible boundary between Victoria and Saanich;

Arts and Recreation

The provincial capital of British Columbia is an international tourist destination, the seat of two universities and other post-secondary institutions, and the home of a well-educated and affluent population that includes many professionals and retired people. It is natural that Greater Victoria should have a vibrant cultural life.

Indeed, in many respects it excels in the field of arts, theatre and music. It has a fine symphony orchestra, an outstanding opera company, two professional theatre companies, a small but excellent art gallery and the world-renowned Royal BC museum, not to mention countless writers, artists, musicians and theatre groups.

Although cultural events are enjoyed by residents across the region and beyond, the burden of supporting the Royal and McPherson theatres (home to the symphony, opera and touring shows) is inequitably shared. The CRD administers the theatres on behalf of the theatres' governing

society but only Victoria, Saanich and Oak Bay contribute to operating the Royal, while Victoria alone funds the McPherson. This is particularly unfair to Victoria taxpayers, who form only a small minority of theatre patrons, but the CRD has no authority to compel other municipalities to contribute to these regional facilities.

For other arts funding (mainly operating grants) the CRD acts on behalf of only 8 of the 13 municipalities, notable absentees being Langford, Colwood and Central Saanich. Prospects for building a modern performing arts centre with a stage for ballet and touring musicals look as dim as ever, despite decades of campaigning for such a facility. A city of only 80,000 cannot afford it, but a region of 350,000 has the necessary tax base. Unfortunately, there is neither the will nor the cooperative spirit among the competing municipalities to contribute to a theatre outside their boundaries. The same story applies to the Save-on-Foods Arena in Victoria, the principal hockey, ice show and pop music venue built for the region by the City.

In summary, there is little or no sharing of resources for arts, entertainment and sport in the Capital Region and the CRD can play only a passive administrative role.

Economic Development

Compared to other cities, the region's economy has been sluggish. In 2014 it placed 27th out of 28 Canadian cities in terms of GDP growth. Last year the Greater Victoria Development Agency identified the lack of collaboration and common goals among the region's multiple jurisdictions as a major reason for its poor performance and lack of success in attracting available funding.

To rectify the situation, the South Vancouver Island Economic Development Association was formed, to be funded by all constituent municipalities. The proposal had to be ratified (or not) by all 13 councils, an obstacle and delay entirely unnecessary in a unified city-region. In the end, 11 municipalities and the Songhees First Nation signed the agreement with only two small semi-rural municipalities, Metchosin and Sooke, opting out.

It is too early to say whether or not this new association will be able to improve the prospect of securing external funding but it is regrettable that it took so long and so much effort for the region to organize a unified approach that would have been natural for an amalgamated region.

Already however, only 7 months after signing the agreement, acrimony has developed between View Royal and competing municipalities for a new casino proposed by the BC Lottery Corporation, and the municipalities of Sidney and North Saanich are in conflict over the location of new retail developments on the peninsula. The latter dispute has resulted in the cessation of tri-municipal council meetings once held between the three peninsula municipalities.

Meanwhile, builders and tradespeople must contend with up to 13 different permit and inspection rules and comply with a myriad of zoning bylaws. This adds to the cost of construction and business, and lessens the attractiveness of the area for investment.

Infrastructure Renewal

As some of the oldest communities in the province, Victoria and its core municipal neighbours are facing the expense of infrastructure renewal.

Victoria is currently replacing the Johnson Street bridge (a regionally significant project as defined by Infrastructure Canada), and Saanich and View Royal recently replaced the Craigflower bridge. Obtaining funding for these projects falls directly on the municipalities concerned, despite the fact that the main beneficiary of the two bridges is Esquimalt, with its dockyard and naval base attracting traffic from across the region.

And without an adequate taxpayer base to rebuild the Johnson Street bridge to modern multi-modal standards, Victoria was forced to remove the rail link to the downtown core, surely a retrograde action for a civic government. While cities across North America aspire to revive rail transportation to offset traffic congestion and climate change, the City of Victoria took a big step backwards due to lack of fiscal capacity.

Meanwhile, Oak Bay has a serious pollution abatement problem, as the Uplands neighbourhood storm sewers periodically spew raw, untreated sewage on Saanich's kid-friendly Gyro Beach Park.

It is grossly unfair that the costs of major infrastructure renewal benefiting the whole region should fall on the taxpayers in relatively small municipalities.

A sharing of services should mean a sharing of expenses as well as a sharing of revenue.

Grants in Lieu of Taxes (Revenue to Municipalities)

All municipalities in the region receive revenue in varying amounts from external sources, principally the federal and provincial governments.

By far the largest grant is from the Department of National Defence (DND) to Esquimalt – $11.5 million representing 34.6% of Esquimalt's total revenue. In return, Esquimalt provides virtually no services, as DND has its own internal policing, fire, infrastructure upgrades and maintenance.

Oak Bay, another core municipality of similar size, receives grants worth only $177,600 (0.5% of total revenue).

Grants to North Saanich, home of Victoria International Airport and the BC Ferries terminal total $2.1 million or 11.9% of revenue (the airport provides its own fire service). Even tiny Metchosin receives over $1 million representing 21.6% of total revenue.

It is arguable that these funds should be distributed more equitably across the region. Different municipalities maintain roads, construct bridges and contribute to the costs of BC Transit, all of which move people and supplies to these destinations from other parts of Greater Victoria.

In Halifax, which is also home to a DND naval base, grants in lieu of taxes totalling $36.9 million are received by the Halifax Regional Council and allocated where needed, not to just a small area around the base itself.

Waste Collection and Recycling

The Blue Box recycling program is administered by the CRD but is not integrated across the region. For example, Oak Bay requires a separate set of large expensive plastic totes to be purchased for waste paper, while Saanich residents are able to use a heavy, reusable plastic bag for paper recyclables.

Garbage collection changes from one municipality to the next. Victoria uses a labour-intensive procedure involving several persons with the collection truck, while Saanich and Oak Bay (each and separately) employ a more automated system requiring only a driver. Langford has no municipal garbage collection.

Each municipality requires residents to drop off their garden refuse at their municipal yard, even when another municipal facility is much closer. For example, some residents in Victoria are very much closer to the Oak Bay Public Works yard (open daily except Sunday), in some cases only one block away, but they are forced to make a 20-minute journey across town to the Victoria Public Works yard (open Saturday mornings only). This is the very antithesis of service integration.

National Presence and Influence

According to the latest census, Greater Victoria is the 15th largest metropolitan area in Canada. Yet it is not a member of the 22-strong Big City Mayors' Caucus of the Federation of Canadian Municipalities an influential national organization that advocates for local governments.

Nor will it ever be, because the Mayor of Victoria represents a population of only 80,000 – a population that cannot grow much because of municipal boundary constraints. Saanich is more likely to reach the status of a "big city", which would be an absurdity because Victoria has all the main big city problems of aging infrastructure, homelessness, etc.

It is frustrating for this region to witness smaller metropolitan areas such as Saskatoon, Regina, Windsor, Gatineau and St. John's meeting with the Caucus to discuss their problems and lobby the Federal Government for funding to solve them.

With its present structure of governance, Victoria will be forever regarded nationally as a collection of small towns competing with each other for the remaining scraps of federal funds after the "big" cities have scooped up the lion's share.

We need a regionally elected mayor who can speak for Greater Victoria. All other provincial capitals (except Charlottetown and Fredericton, which combined are no bigger than Saanich) have representation on the Caucus.

THE MAIN PROBLEM: INEFFECTIVE GOVERNANCE OF THE REGION

Amalgamation

Opponents of amalgamation, including some academics who advocate the 'public choice' model of governance, argue that competition between multiple local authorities in a metropolitan area leads to a more efficient and fiscally responsible form of government than a single administration. They claim that predicted cost savings have not materialized in amalgamations elsewhere in Canada (all of those studied have been forced amalgamations).

While it is agreed that the actual cost of implementing an amalgamation has sometimes been underestimated, it is not obvious that a midsize city-region like Greater Victoria would receive an inferior delivery of services or become fiscally less efficient if it were administered as fewer municipalities.

For example, a comparison of per capita councillor costs in the combined core municipalities of Victoria, Esquimalt, Oak Bay and Saanich are almost double that of Saskatoon, which has roughly the same population (Appendix B). Similarly, a per capita comparison of council and CAO costs of the core municipalities with Burnaby and Surrey yielded similar results (Appendix C).

Saskatoon was never an amalgamated city (apart from incorporating a neighbouring settlement around a CPR divisional point decades ago); it simply grew outwards to its present size. Halifax, on the other hand, experienced a forced amalgamation that was more expensive than predicted. But 20 years later Halifax enjoys economic growth, a healthy financial situation and has made remarkable progress in paying down its debt. A comparison of its financial statements with those for the 13 Greater Victoria municipalities plus the CRD suggests that the per capita expenditure on wages and salaries and protective services is somewhat less in Halifax than in the Capital Region (Appendix D) and certainly not costlier as some critics of amalgamation claim. In addition, unlike Esquimalt, the DND grant in lieu of taxes to Halifax is shared equitably across the entire municipal region.

Greater Victoria lags behind almost all of urban Canada in continuing to function with a plethora of small municipal governments. The table in Appendix E lists the 33 largest urban regions, containing 70% of Canada's population, that Statistics Canada identifies as Census Metropolitan Areas (CMAs). All but three are jurisdictions that were either amalgamated during the last two generations, or were organized as central city/suburban county regional entities, or were prairie cities that simply expanded outwards annexing small communities in the process. The three exceptions (highlighted in the table) are all in BC, including Victoria which stands out as having by far the most municipalities per capita in the whole country. It continues to have 13 independent councils plus a regional CRD doing what almost all other Canadian city-regions manage with just one or possibly two local governments.

Integrated Services

While some major services are not well integrated, the CRD facilitates 155 different integrated service deliveries (ISDs) of which 87 concern only the unorganized electoral areas. In addition, the CAOs of the 13 municipalities have formulated numerous "Good Neighbour Protocol Cooperative Efforts"[11] – a mind-boggling 201 agreements involving all or various combinations of local authorities coming together to provide even more ISDs. The combined total of ISDs is a staggering 300 or more – we're not sure even the municipalities know the exact number!

Selected examples are the important Regional Water Supply that includes representatives from all local municipalities and is delivered by the CRD, a smaller "Cross Border Agreements" category concerning road maintenance, street lighting and utilities maintenance between Victoria, Saanich, View Royal and Oak Bay only, and the rather obscure "Water/sewer" protocol under which Saanich provides water and sewage service to that part of the UVic campus that lies within Oak Bay. In a unified community the first example above would continue as now, the second would blend into a region-wide department, and the third would become meaningless.

The CRD is upside down. Despite its majority of urban-based Board members, it spends most of its time on hundreds of minor agreements with local jurisdictions whose combined populations total less than 50,000 people, while ignoring the realities of how to organize and deliver unified regional services in an urban region of over 300,000. There are 42 ISDs involving the multiple police forces in the region alone, 37 for fire protection services, 35 dealing with municipal engineers' departments, and the list goes on (see Appendix F). Each agreement involves negotiation, committee meetings, reconciliations on cost sharing, etc. Vital and expensive services, such as sewage treatment and transportation (including public transit) are not included in these various agreements.

Our group finds it unbelievable that this bureaucratic maze could be held up as evidence that governance in the region is working well and will become even better with the creation of yet more ISDs and their associated bureaucracy. Experience has shown that such an approach does not always result in a more efficient delivery of services because municipalities tend to cooperate only as long as it is in their own interest to do so as we have seen with the Economic Development Association and fire services[12].

Integration of services is not easy because parochial interests often thwart the creation or continuance of regional initiatives. Municipal priorities hold sway over regional ones, as councillors are bound to the will of those who elected them. Rarely has one municipality willingly sacrificed resources to benefit another part of the region. Often a newly-elected municipal council feels no obligation to honour the inter-municipal commitments of a previous council. This is evident with the sewage treatment project, integrated policing, regional growth strategy, economic development, and kitchen scrap composting, to name a few (see also the 6th bullet in Appendix A).

As municipalities withdraw from voluntary agreements, regional effectiveness declines. ISD agreements depend on the undependable cooperation of all participants and will wax and wane based on the whims of local politicians, and not on sound economic, fiscal or social policy.

Quoting Professor Andrew Sancton, Enid Slack, an adjunct professor at the Munk School of Global Affairs, University of Toronto, has written[13]:

> "*Inter-municipal agreements have been described as second-best solutions to reorganization that can lead to 'an impenetrable jungle of ad hoc commissions and complex arrangements that even the most conscientious municipal voter will never understand'.*"

If service integration were the answer to the region's problems, then surely effective governance and service delivery would already be in place by now. Under its present structure our region is over-governed (Appendix G) and under-served.

The Present Structure of Regional Governance

Public choice advocates, and many local mayors and councillors, will claim the agreements under the auspices of the CRD demonstrate that the present governance structure is working well.

There are, however, underlying weaknesses in the CRD:

- no tax-raising powers;
- funded by the municipalities themselves;
- no authority to enforce policies decided by the Board;
- no accountability because Board members are mayors and councillors who are accountable only to the electorate in their municipality, not to the region;
- and finally, voluntary agreements are easily broken, as has been demonstrated time and time again with integrated policing units, joint municipal labour bargaining, fire service reciprocity, ad nauseam.

The ineffectiveness of the CRD was perfectly illustrated when Esquimalt municipality refused to approve a small variance to the previously zoned and approved site for the CRD sewage treatment plant. The result was progress halted, Seaterra disbanded, and upwards of $75 million dollars wasted.

At one point in this farce, the Mayor of Esquimalt wrote to herself, as Chair of the CRD Board, explaining her municipality's decisions. The Province has now stepped in to appoint an independent project management team for sewage after much pleading and outcry from the electorate.

Some local councillors and mayors have been strongly influenced by a Fraser Institute report[14] coauthored by Robert Bish, Professor Emeritus at the University of Victoria. They seem unaware (or do not want to know), however, that the views of Professor Bish and the application of public choice theory to local government, first hypothesized in the USA in the mid 20th century, have not been accepted by many academics in more recent times, including, ironically, Bish's successor at UVic. Public choice has also been discredited by the highly respected Organization for Economic

Cooperation and Development (OECD), a preeminent organization of 35 countries committed to democracy and market economies[15].

Critics of public choice theory claim that it leads to greater social inequity, assumes a too cynical view of human nature with its emphasis on the private versus public domain, and ignores the fact that residents generally don't have the resources to exercise their "choice" by moving from one community to another more suited to their needs and desires, as the theory supposes.

Professor George Boyne of Cardiff University writes:

> *"Just as there are public choice 'zealots' who are convinced of its validity, so there are fervent 'fundamentalists' who regard it not only as wrong but also dangerous".*[16]

There is divided opinion on this model of governance, but we believe local politicians have been fed arguments on only one side of the debate.

In a paper for the Centre for Economic and Policy Research [17], Rudiger Ahrend *et al*. state in their abstract:

> *"A city's metropolitan governance structure has a critical influence on the quality of life and economic outcomes of its inhabitants." ..."Administrative fragmentation, which complicates policy coordination across a city, has a negative effect on individual productivity. This finding, combined with benefits from good governance such as improved transport and lower pollution levels, highlights the importance of well-designed metropolitan authorities." ...*

> *"The OECD Metropolitan database defines 'functional urban areas' across the OECD on the basis of a common method that relies on settlement patterns and commuting flows rather than administrative borders." ... "A large number of municipalities in metropolitan areas can complicate policy coordination among local governments. A potential solution to this coordination problem could be the amalgamation of municipalities within a metropolitan area."*

The current model of governance, with its multiplicity of municipalities, unenforceable integrations of services, and toothless regional government simply isn't working.

Public opinion

In an Angus Reid public opinion poll (July 2014) approximately 90% favoured a study into reducing the number of municipalities in the Capital Region (84% favoured amalgamation).

The results were confirmed by the electorate in the municipal elections in the fall of 2014, where 75% of the votes cast (in 8 municipalities representing 90% of the regional population) were in

favour of fewer municipalities or a formal study to that end. Poll after poll[18] conducted by CHEK TV, the Black Press (News Group) and others has resulted in consistently favourable responses (typically over 80 percentile) to local government reform.

This is a tidal wave of discontent and desire for change.

CONCLUSION

Clearly the existing municipal governance structure is unable to consistently deliver the regional municipal services discussed above in an effective, efficient and accountable manner. In many cases the cost of delivery of major services in the Capital Region is much higher than in similar municipalities in the Province and across Canada. Perhaps the most obvious failure of the existing governance structure is the decade-long futile attempt to establish a secondary sewage treatment system for the core municipalities.

The current system must be reformed. The municipal governments are accountable to the electorate, while the Regional District Board is not. An enhanced status quo will not ultimately serve the needs of the region as conflicts and local interests continue to flourish.

A comprehensive governance study should be conducted with various options to determine the most effective model for efficient service delivery. It may result in recommendations for one municipality, or as many as six, depending on the degree of unification considered and approved by the electorate.

Essential services such as policing, fire protection, emergency services, 911 dispatch, transportation, and sewage should be delivered in a coordinated manner suitable to a larger municipality. Bureaucracies should be merged, opening up the possibility of recruiting highly skilled personnel with more capacity for specialization and improving career paths. This could well result in some cost savings over time. Time and time again there are laments of inadequate municipal staff resources to conduct appropriate in-depth analyses and due diligence on important fiscal and policy issues.

Can the residents of this region all be wrong in their pleas for governmental reform? Are residents willing to listen to the frequent and hollow platitudes about cooperation from 91 mayors and councillors when they are daily confronted with the antithesis?

There are many regional issues not effectively addressed by the existing fragmented municipal system in the Capital Region. As a result, scarce public resources are squandered, the economic potential of the region is constrained, social problems continue to fester, and environmental risks increase.

A tipping point has been reached with the public, both in the appetite for change, the monies wasted on (unresolved) regional projects that could have been put to higher/better use, and the failure of local elected officials to honour the resounding results of the 2014 referendum and pursue an amalgamation study.

It is premature to decide what form the optimum model of municipal service delivery should take. A comprehensive study is required to identify the advantages and disadvantages of various options. The current CISGI project could provide some of the data for that study.

Following the completion of a study, residents will be in a position to reshape their community through a democratic, region-wide and binding plebiscite.

Capital Region Municipal Amalgamation Society ('Amalgamation Yes')

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email: amalgamateyes@gmail.com

Postscript: Trivia − some amusing, some not

- Royal Jubilee Hospital, the University of Victoria campus and the Camosun College Lansdowne campus all straddle the meaningless boundaries between two municipalities. Part of the grounds of Victoria General Hospital, which despite its name is situated in View Royal, overlap the Saanich boundary.
- Oak Bay independently conducted a $50,000 deer cull, as though urban deer respect municipal boundaries.
- Because their property spans the border between two municipalities, some homeowners receive two municipal tax bills and must seek two building permits if they wish to make renovations, or comply with differing bylaws to cut trees or landscape.
- Contrary to popular belief, Oak Bay does permit backyard clothes lines.
- The Colwood - Langford border runs right across the licenced beverage bar counter in the club house of Olympic View Golf Course.
- In 2002, after a new mayor was elected, Esquimalt reneged on a signed agreement to amalgamate its fire service with Victoria's. That decision cost both municipalities hundreds of thousands of dollars yet appears to have been made for little more than parochial reasons.
- Fire engines are painted yellow in Victoria, but red elsewhere.
- Oak Bay is the only municipality in the CRD, or in North America, that permits vehicles to park in a designated bike lane.

Comparison of Saskatoon with 4 core Greater Victoria municipalities

VICTORIA COUNCIL 2014	1 Mayor - 8 Councillors				CRD Salary	CRD Allowance	CRD Expenses	Overall Total:
Name:	Position:	Remuneration:	Expenses:	Total:				
Dean Fortin	Mayor (Jan-Nov)	$93,195.00	$5,861.00	$99,056.00	$5,779.00	$2,880.00		$107,724.00
Lisa Helps	Mayor/Councillor	$43,797.00	$624.00	$44,421.00	$657.00	$328.00		$45,406.00
Geoff Young	Councillor (all year)	$39,886.00	$-	$39,886.00	$6,633.00	$3,331.00		$49,850.00
Chris Coleman	Councillor (all year)	$39,886.00	$7,530.00	$47,416.00	$667.00	$333.00	$-	$48,416.00
Pam Madoff	Councillor (all year)	$39,886.00	$35.00	$39,921.00	$424.00	$212.00		$40,557.00
Ben Isitt	Councillor (all year)	$39,886.00	$3,622.00	$43,508.00	$6,056.00	$3,028.00		$52,592.00
M. Alto-Bond	Councillor (all year)	$39,933.00	$285.00	$40,218.00	$5,882.00	$2,991.00	$-	$49,091.00
C. Thornton-Joe	Councillor (all year)	$39,886.00	$2,526.00	$42,412.00				$42,412.00
Shellie Gudgeon	Councillor (Jan-Nov)	$37,278.00	$-	$37,278.00	$424.00	$212.00		$37,914.00
J. Loveday	Councillor (Dec)	$2,607.00	$665.00	$3,272.00				$3,272.00
M. Lucas	Councillor (Dec)	$2,607.00	$380.00	$2,987.00				$2,987.00
Victoria Totals		$418,847.00	$21,528.00	$440,375.00	$26,622.00	$13,324.00	$-	$480,321.00

SAANICH COUNCIL 2014	1 Mayor - 8 Councillors				CRD Salary	CRD Allowance	CRD Expenses	Overall Total:
Name	Position	Remuneration	Expenses	Total				
Frank Leonard	Mayor (Jan-Nov)	$87,574.00	$1,725.00	$89,299.00	$6,089.00	$3,034.00		$98,422.00
Richard Atwell	Mayor (Dec)	$6,128.00	$986.00	$6,114.00				$6,114.00
Lief Wergeland	Councillor (all year)	$37,625.00	$6,032.00	$43,657.00	$5,752.00	$2,876.00		$52,285.00
Susan Brice	Councillor (all year)	$37,625.00	$516.00	$38,141.00	$6,358.00	$3,179.00	$58.00	$47,737.00
Judy Brownoff	Councillor (all year)	$37,625.00	$4,939.00	$42,564.00	$5,035.00	$2,867.00		$51,466.00
Vicky Sanders	Councillor (all year)	$37,625.00	$5,663.00	$43,288.00	$1,152.00	$676.00		$45,016.00
Dean Murdoch	Councillor (all year)	$37,625.00	$1,483.00	$39,108.00	$424.00	$212.00		$39,744.00
Vic Derman	Councillor (all year)	$37,625.00	$4,888.00	$42,514.00	$6,177.00	$3,088.00		$51,779.00
Colin Plant	Councillor (Dec)	$3,195.00	$586.00	$3,781.00	$293.00	$146.00		$4,220.00
Fred Haynes	Councillor (Dec)	$3,195.00	$586.00	$3,781.00				$3,781.00
P. Gerrard	Councillor (Jan-Nov)	$34,430.00	$1,603.00	$36,033.00	$485.00	$242.00		$36,760.00
N. Wade	Councillor (Jan-Nov)	$34,430.00	$2,226.00	$36,656.00	$242.00	$121.00		$37,019.00
Saanich Totals		$196,705.00	$31,231.00	$427,936.00	$32,886.00	$16,441.00	$58.00	$477,323.00

OAK BAY COUNCIL 2014	1 Mayor - 6 Councillors				CRD Salary	CRD Salary	CRD Expenses	Overall Total:
Name	Position	Remuneration	Expenses	Total				
Nils Jensen	Mayor	$28,117.00	$3,928.00	$32,045.00	$7,033.00	$3,516.00		$42,594.00
H. Braithwait	Councillor (Dec)	$762.36	$28.00	$790.36				$790.36
P. Copely	Councillor (Jan-Nov)	$11,203.00	$590.00	$11,793.00				$11,793.00
T. Croft	Councillor (Dec)	$508.00	$254.00	$762.00				$762.00
C. Greene	Councillor (Jan-Nov)	$11,203.00	$1,273.00	$12,476.00				$12,476.00
J. Herbert	Councillor (Jan-Nov)	$11,203.00	$2,405.00	$13,608.00	$728.00	$363.00		$14,699.00
M. Kirby	Councillor (all year)	$11,932.00	$2,493.00	$14,425.00				$14,425.00
K. Murdoch	Councillor (all year)	$11,932.00	$437.00	$12,369.00				$12,369.00
T. Ney	Councillor (all year)	$11,932.00	$2,109.00	$14,041.00	$182.00	$91.00		$14,314.00
E. Zhelka	Councillor (Dec)	$508.00	$254.00	$762.00				$762.00
Oak Bay Totals:		$99,300.36	$13,771.00	$113,971.36	$7,943.00	$3,970.00		$124,984.36

ESQUIMALT COUNCIL 2014	1 Mayor - 6 Councillors				CRD Salary	CRD Allowance	CRD Expenses	Overall Total
Name	Position	Remuneration	Expenses	Total				
B. Desjardins	Mayor	$36,345.00	$2,176.00	$37,521.00	$6,177.00	$3,088.00		$46,786.00
M. Braem	Councillor (all year)	$14,183.00	$659.00	$14,842.00				$14,842.00
B. Burton-Krahn	Councillor (Dec)	$1,079.00		$1,079.00				$1,079.00
D. Hodgins	Councillor (Jan-Nov)	$13,112.00	$8,664.00	$21,776.00	$242.00	$121.00		$22,139.00
L. Hundleby	Councillor (all year)	$14,183.00	$403.00	$14,589.00	$424.00	$212.00		$15,222.00
O. Libenchuk	Councillor (Dec)	$1,079.00		$1,079.00				$1,079.00
S. Low	Councillor (Dec)	$1,079.00		$1,079.00				$1,079.00
R. McKie	Councillor (Jan-Nov)	$13,112.00	$5,705.00	$18,817.00				$18,817.00
T. Morrison	Councillor (all year)	$14,183.00	$3,093.00	$17,276.00				$17,276.00
D. Schinbein	Councillor (Jan-Nov)	$13,112.00	$3,746.00	$16,858.00				$16,858.00
Esquimalt Totals		$120,440.00	$24,465.00	$144,885.00	$6,843.00	$3,421.00	$-	$155,150.00

	Total cost of 4 councils (Esquimalt, Oak Bay, Saanich & Victoria) including CRD Director costs							$1,237,778.36

Saskatoon Council Remuneration & Expenses: (1 Mayor - 10 Ward Councillors)								
Name:	Position:	Remuneration	Expenses	Total - 2013	Remuneration	Expenses	Total - 2014	
D. Atchison	Saskatoon Mayor	$119,171.00	$27,220.00	$146,391.00	$120,968.00	$28,164.00	$149,152.00	
C. Clark	Councillor	$53,867.00	$2,404.00	$56,271.00	$54,684.00	$588.00	$55,272.00	
T. Davies	Councillor	$53,867.00	$4,139.00	$58,006.00	$54,684.00	$4,386.00	$59,070.00	
R. Donauer	Councillor	$53,867.00	$4,526.00	$58,393.00	$54,684.00	$6,070.00	$60,754.00	
D. Hill	Councillor	$52,867.00	$12,610.00	$65,477.00	$54,684.00	$10,505.00	$65,189.00	
A. Iwanchuk	Councillor	$53,867.00	$1,533.00	$55,400.00	$54,684.00	$4,024.00	$58,708.00	
Z. Jeffries	Councillor	$53,867.00	$7,077.00	$60,944.00	$54,684.00	$8,750.00	$63,434.00	
M. Loewen	Councillor	$53,867.00	$2,481.00	$56,348.00	$54,684.00	$856.00	$55,540.00	
P. Lorje	Councillor	$53,867.00	$6,905.00	$60,772.00	$54,684.00	$5,714.00	$60,398.00	
E. Olauson	Councillor	$53,867.00	$5,392.00	$59,259.00	$54,684.00	$6,088.00	$60,772.00	
T. Paulsen	Councillor	$53,867.00	$2,097.00	$55,964.00	$54,684.00	$3,765.00	$58,449.00	
Totals		$656,841.00	$76,384.00	$733,225.00	$667,828.00	$78,910.00	$746,738.00	

APPENDIX C

Cost Comparisons: Mayors, Councillors & CAOs
with Surrey and Burnaby

Some cost comparisons

The table below compares some per capita costs of municipal Mayors, Councils and Chief
Administrative Officers for the year 2011

Municipality	Population	Mayor & Council Cost $	Per Capita cost of Mayor & Council $	Municipal Chief Administrative Officer (CAO) cost $	Per Capita Cost of Mayor, CAO $	Combined Per Capita Cost of Council & CAO $
Surrey	468,000	631,650	1.35	325,874	0.70	2.05
Burnaby	223,218	566,920	2.54	237,032	1.06	3.60
5 Core municipalites	233,374	1,033,495	4.43	880,292	3.77	8.20
13 municipalities	335,256	1,988,836	5.93	1,923,349	5.74	11.67

APPENDIX D
Cost Comparisons: Halifax and Greater Victoria

Expenditures on salaries & wages
Figures in millions of dollars except last column

Municipality	2013/14	2014/15	Average	per capita
Halifax	324.0	343.5	333.8	$806
	2013	**2014**		
CRD	49.5	51.8		
Victoria	104.1	107.3		
Saanich	87.9	90.7		
Esquimalt	12.9	13.5		
Oak Bay	19.8	19.6		
Central Saanich	10.5	11.0		
North Saanich	5.2	5.4		
Sidney	6.6	6.8		
View Royal	4.1	4.3		
Colwood	6.7	7.0		
Langford	8.1	9.3		
Metchosin	1.0	1.1		
Highlands	0.6	0.6		
Sooke	3.0	3.1		
Total Victoria	320.0	331.5	**325.8**	**$908**

Expenditures on protective services

Municipality	2013/14	2014/15	Average	per capita
Halifax	192.1	203.0	197.6	$477
	2013	**2014**		
CRD	8.5	8.7		
Victoria	64.2	65.9		
Saanich	47.2	50.3		
Esquimalt	11.3	11.9		
Oak Bay	8.9	8.6		
Central Saanich	6.9	7.3		
North Saanich	2.7	2.8		
Sidney	4.0	4.1		
View Royal	3.0	3.1		
Colwood	5.2	5.5		
Langford	8.6	10.1		
Metchosin	0.7	0.7		
Highlands	0.4	0.4		
Sooke	3.0	3.2		
Total Victoria	$174.6	$182.6	**178.6**	**$497**

Census Metropolitan Areas (CMAs)	2015 Population	When amalgamated	Notes
Amalgamation in Canada's 33 Metropolitan Areas			
Toronto (Ont.)	6,129,900	1953, 1997	
Montréal (Que.)	4,060,700	2002	West Island demerge since 2002
Vancouver (B.C.)	2,504,300		15 municipalities, 39 census units
Calgary (Alta.)	1,439,800		unicity with annexations
Edmonton (Alta.)	1,363,300		unicity with annexations
Ottawa-Gatineau (Que.)		2002	
Ottawa-Gatineau (Ont.)		1998, 2001	
Ottawa-Gatineau combined	1,332,000		considered one CMA
Québec (Que.)	806,400	2002	minor demerge since 2002
Winnipeg (Man.)	793,400	1972	
Hamilton (Ont.)	771,700	1999	
Kitchener-Cambridge-Waterloo (Ont.)	511,300	2000	
London (Ont.)	506,400		2 units, central city and county
Halifax (N.S.)	417,800	1995	
St. Catharines-Niagara (Ont.)	408,200	1961, 1970	
Oshawa (Ont.)	389,000	1974	2 units, central city and county
Victoria (B.C.)	365,300		13 municipalities, 22 census units
Windsor (Ont.)	335,800	1996	2 units, plus amalgamation
Saskatoon (Sask.)	305,000		unicity with annexations
Regina (Sask.)	241,400		unicity with annexations
Sherbrooke (Que.)	214,500	2002	
St. John's (N.L.)	214,300	1992	
Barrie (Ont.)	202,700		2 units, central city and county
Kelowna (B.C.)	197,300		4 municipalities, 9 census units
Abbotsford-Mission (B.C.)	183,500	1972, 1995	
Kingston (Ont.)	169,900	1998	
Greater Sudbury (Ont.)	164,800	1999	
Saguenay (Que.)	160,000	2002	
Trois-Rivières (Que.)	156,400	2002	
Guelph (Ont.)	153,000	2004	annexation
Moncton (N.B.)	148,000	1973	
Brantford (Ont.)	143,900		2 units, central city and county
Saint John (N.B.)	126,900	1997-2000	amalgamations of suburbs
Thunder Bay (Ont.)	124,700	1970	
Peterborough (Ont.)	122,600	1997, 2011	multiple annexations

Note: Census units comprise municipalities plus other census subdivisions such as unorganized electoral areas, First Nations reserves and unincorporated villages.

Integrated Service Delivery (ISD) in the Capital Region

Types of ISDs

ISDs listed by the CRD:

- 155 in total
- 87 are for local services to unorganized areas
- 27 are for services involving only 2 to 7 mainly Westshore and Peninsula municipalities
- 26 are with the core municipalities
- Only 15 involve all 13 municipalities (i.e. service delivery on a regional scale)

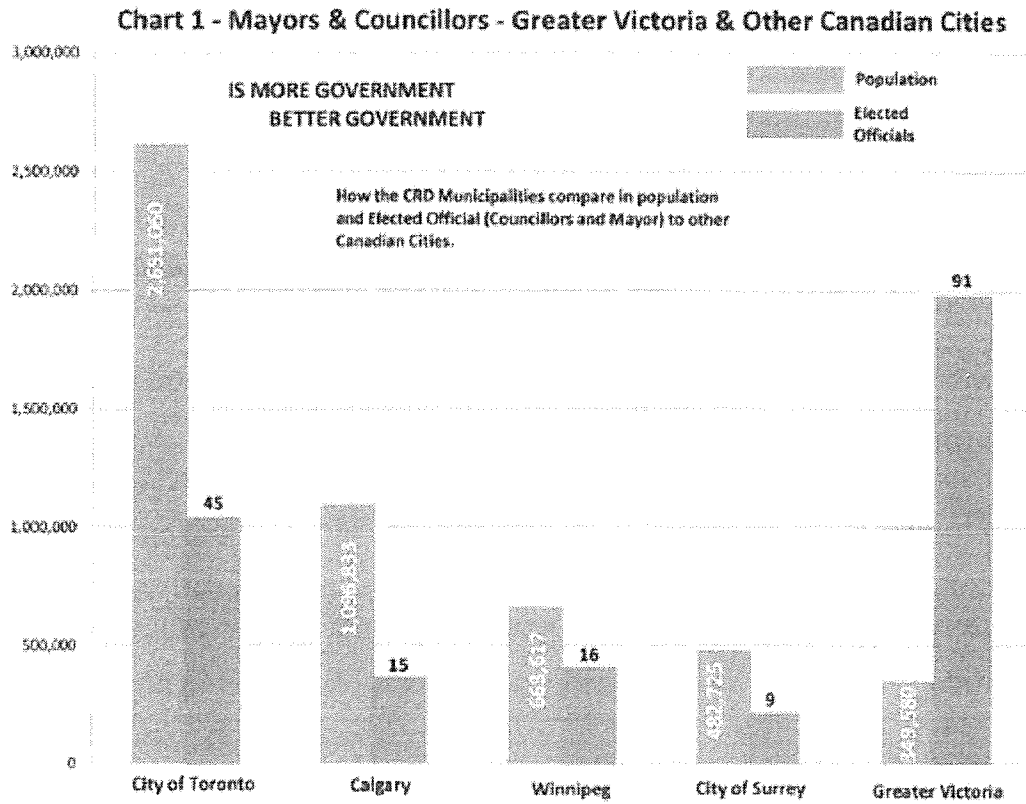ISDs listed by municipal CAOs as partnerships:

- 201 in total
- 45 delivered by the CRD − the rest are inter-municipal arrangements
- 30 involve core municipalities only
- 7 involve Peninsula municipalities only
- 3 involve Westshore municipalities only
- 31 are agreements between just 2 municipalities
- 42 relate to police services
- 29 relate fire services
- 35 relate to engineering projects
- 23 relate to parks and recreation
- 17 relate to administration and finance
- 15 relate to planning
- 40 relate to other areas

Comments

(i) The majority of the CRD's service deliveries are for rural residents in the unorganized areas.
(ii) Local interests always prevail because municipalities can opt in or out of agreements.
(iii) Because there is no consistent framework for inter-municipal agreements, residents are often unaware who manages service delivery and which services are delegated elsewhere.
(iv) Many ISDs depend on leadership roles played by Victoria and Saanich at an additional cost to the taxpayers of those municipalities.
(v) Although the outlying municipalities of Highlands, Central Saanich, Colwood and Langford are part of the Greater Victoria Library Board, their neighbours Sidney, North Saanich, Metchosin and Sooke have chosen to belong to the Vancouver Island Regional Library Board.
(vi) The number of ISDs related to Parks and Recreation reflects the fact that user patterns are regional not local.
(vii) ISDs add to the complexity of service delivery with no obvious gain in improvement.

Comparison of Elected Officials to Population

Chart 1 - Mayors & Councillors - Greater Victoria & Other Canadian Cities

IS MORE GOVERNMENT
BETTER GOVERNMENT

Population

Elected
Officials

How the CRD Municipalities compare in population
and Elected Official (Councillors and Mayor) to other
Canadian Cities.

City of Toronto	Calgary	Winnipeg	City of Surrey	Greater Victoria
45	15	16	9	91

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