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District of Sooke  
MAR 15 2016  
Received

March 8, 2016

Ref: 166096

Her Worship Mayor Maja Tait  
District of Sooke  
2205 Otter Point Road  
Sooke, BC V9Z 1J2

Dear Mayor Tait:

I am writing further to the draft Framework for the Capital Integrated Services and Governance Initiative sent to you in January. I appreciate the efforts that mayors have taken to share their thoughts and work with others to begin discussions on these matters, and I also recognize that there are details to be worked through as the Initiative unfolds. Based on the feedback received, I believe that the Framework materially reflects the views of the region's mayors for advancing the Initiative. Given the changing timelines, the Framework has been adjusted to reflect an updated schedule. Please find a revised Framework enclosed for your reference.

As you are certainly aware, there continues to be much community interest respecting effective delivery of services and governance arrangements. I am, therefore, very pleased that we are now positioned to assist the region in moving ahead with this Initiative, which will provide an important opportunity for Capital area local governments to respond to this interest, with further collaborative work in relation to local service delivery and governance. In our initial meeting, I heard general agreement respecting the need to collect and share facts with communities about current governance arrangements and service delivery. This information gathering and dissemination exercise will be an important first step; it will assist the region's taxpayers to better understand the perspectives of the region's local governments respecting current service delivery arrangements and any opportunities for further integration, and will assist local governments to further their conversations and engagement with citizens.

As I have suggested previously, the Framework will now serve as the basis for developing a request for proposals for the Province of British Columbia to retain a consultant on behalf of the region. That consultant will play a central role in moving the Initiative forward, gathering facts and perspectives respecting local practices from municipalities, and from the Capital Regional District, given its important role as a service provider.

I have requested that Ministry of Community, Sport and Cultural Development staff begin the search for consultant(s) for the Initiative. The search will be carried out according to the Province's procurement process. I anticipate that the request for proposals will be posted to BC Bid sometime in March. If you are interested in staying informed about the procurement process, I have asked Ministry staff to provide

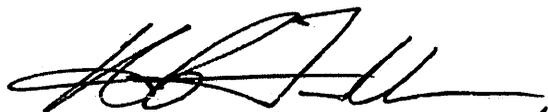
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Her Worship Mayor Maja Tait  
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updates to your local government staff. Ministry staff are also available to respond to any questions about the Initiative or the process; please email Ms. Michelle Dann, Director, Governance and Structure Branch at: [Michelle.Dann@gov.bc.ca](mailto:Michelle.Dann@gov.bc.ca).

Thank you for your important contribution to this Initiative, and I look forward to again being in touch with you once we have a consultant in place.

Sincerely,

A handwritten signature in black ink, appearing to read 'Peter Fassbender', with a long horizontal flourish extending to the right.

Peter Fassbender  
Minister

Enclosure

pc: Ms. Michelle Dann  
Director  
Governance and Structure Branch

## FRAMEWORK FOR CAPITAL INTEGRATED SERVICES AND GOVERNANCE INITIATIVE

### PURPOSE

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.

## FRAMEWORK FOR CAPITAL INTEGRATED SERVICES AND GOVERNANCE INITIATIVE

### 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



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District of Sooke  
JUN 01 2016  
Received

June 1, 2016

Ref: 167375

Her Worship Mayor Maja Tait  
and Members of Council  
District of Sooke  
2205 Otter Point Road  
Sooke, BC V9Z 1J2

Original to File No. 0400-20	
For Action by:	Copy to:
Mayor <input checked="" type="checkbox"/>	Maja
Council <input checked="" type="checkbox"/>	Council
CAO <input checked="" type="checkbox"/>	Teresa
Corporate Services <input type="checkbox"/>	
Development Services <input type="checkbox"/>	
Financial Services <input type="checkbox"/>	
Fire <input type="checkbox"/>	
Other <input type="checkbox"/>	

Dear Mayor Tait and Councillors:

I am very pleased to be writing to update you on the progress of the Capital Integrated Services and Governance Initiative.

As you may recall, the Ministry of Community, Sport and Cultural Development posted a request for proposal (RFP) to BC bid to retain a consultant on behalf of the region, which closed April 15, 2016. The Framework for Discussion document, which was the outcome of our shared understanding about service delivery best practices and exploring further the opportunities to better integrate service and governance in the Capital region, informed the RFP. The successful proposal (reviewed by a panel of Ministry and local government staff from the town of View Royal and the District of Saanich) was a combined submission from Urban Systems and Circle Square Solutions. Mr. Dale Wall will lead the project team. As some of you may know, Mr. Wall is a former provincial Deputy Minister. Team members will include Mr. Dan Huang, Mr. Shaun Heffernan and Mr. James Klukas of Urban Systems and Mr. George Abbott, Mr. Bob de Faye and Mr. Chris Trumpy of Circle Square Solutions.

The project team is very interested to begin the process of hearing from you and your councils. They would like to meet with councils between now and the end of June to receive your perspective on this important initiative. To this end, I am advised that Mr. Wall will be reaching out to Chief Administrative Officers (CAO) in the near future. If you or your CAO wants to contact Mr. Wall, he can be reached at: [Dale@circlesquaresolutions.com](mailto:Dale@circlesquaresolutions.com).

The team has developed an engagement strategy that is flexible and customized to the requirements of individual local governments. They hope to be able to meet with each local government for at least one hour between now and the end of June in order to introduce their work and more importantly to hear the perspectives of you and your council. The team will also be preparing a description of how services are currently delivered in the Capital Region, best practices from other local governments (and other public bodies), as well as presenting the challenges and opportunities associated with various approaches to governance and service integration. Once this is completed, they plan to schedule a second round of meetings this fall with councils or groups of councils to discuss the tentative results with you and provide you with the opportunity to further inform their work.

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Ministry of Community,  
Sport and Cultural Development and  
Minister Responsible for TransLink

Office of the Minister

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Her Worship Mayor Maja Tait  
and Members of Council

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This is a complex and challenging project. The Urban Systems/Circle Square Solutions team brings a great deal of experience in working with local governance matters to the project. I am hopeful that you will engage with them in this dialogue, and that your work together will form the foundation for local government's future choices about governance and service integration opportunities in the Capital Region. I anticipate being able to provide local governments a status update on the project progress in the late summer. I also expect that once the project team has provided preliminary findings (in the fall) we will be in a position to discuss further our next steps toward implementation of those findings.

Sincerely,



Peter Fassbender  
Minister

cc: Her Worship Mayor Barbara Desjardins, Chair  
and Members of the Board  
Capital Regional District

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## NEWS RELEASE

For Immediate Release  
2016CSCD0028-000910  
June 1, 2016

Ministry of Community, Sport and Cultural Development

### **Consultants chosen to facilitate work on governance and service integration**

VICTORIA – The Province of British Columbia has selected consultants to work on the Capital Integrated Services and Governance Initiative with capital area local governments on exploring ways to integrate services and governance, Community, Sport and Cultural Development Minister Peter Fassbender said today.

Two consulting firms, Urban Systems and Circle Square Solutions, will facilitate fact-finding and discussion among local governments in the region to help inform opportunities that support the efficient delivery of services needed by communities and citizens. Dale Wall, a former B.C. provincial government deputy minister, will be project team leader.

Recognizing that local governments make their own decisions about integrated services and governance, the initiative will gather facts and facilitate dialogue between local governments. The Province will not impose an outcome. The consultants will also engage stakeholder organizations to gather feedback on perceptions of the issues and opportunities facing local governments in the area.

One of the first activities for the project team will be to meet with each local government in the capital area to discuss the work ahead and receive input from elected councils and the Capital Regional District board.

### **Community, Sport and Cultural Development Minister Peter Fassbender –**

“Local governments are accountable to their taxpayers, so a serious consideration of service and governance integration in the capital area just makes sense. The provincial government is helping to facilitate the discussion among local governments. Following the completion of the consultants’ report, local governments in the region will decide on next steps.”

### **Quick Facts:**

- The Capital Integrated Services and Governance Initiative is a product of a shared understanding reached between the region’s municipalities and the Province in March, 2016.
- The initiative recognizes the need for more information on service and governance best practices, changes and opportunities. As well, the initiative supports principles of collaboration, consultation and communication.
- Urban Systems and Circle Square Solutions submitted a successful joint proposal through BC Bid, awarded last month, to help implement the initiative.
- The project team will prepare a report including:
  - information on how services are currently delivered in the region;
  - best practices from other local governments; and

- challenges/opportunities identified by area local governments associated with various approaches to governance and service provision.
- Founded in 1975, Urban Systems is a private company that works with clients to help build prosperous, sustainable, resilient and healthy communities. Urban Systems operates offices in nine B.C. communities.
- Founded in 2013, Circle Square Solutions is a full-service policy and governance consulting firm based in British Columbia. Staff includes George Abbott, former B.C. provincial government minister and Chris Trumpy, former B.C. provincial government deputy minister.
- The Province of British Columbia awarded up to \$94,500 to Urban Systems and Circle Square Solutions for their work on the Capital Integrated Services and Governance Initiative.
- An evaluation panel consisting of staff from the Ministry of Community, Sport and Cultural Development and senior staff from capital area local governments selected the joint proposal submitted by Urban Systems and Circle Square Solutions.
- Participants in the Capital Integrated Services and Governance Initiative include the Capital Regional District and 13 area municipalities, as follows: City of Victoria, City of Colwood, City of Langford, Township of Esquimalt, Town of View Royal, Town of Sidney, District of Oak Bay, District of Saanich, District of Central Saanich, District of North Saanich, District of Metchosin, District of Highlands and the District of Sooke.

**Learn More:**

Check out the provincial government’s role in supporting communities, sport, arts and culture through the Ministry of Community, Sport and Cultural Development at:

<http://www.gov.bc.ca/cscd>

**Media Contact:**

Ministry of Community, Sport and Cultural  
Development  
250 356-6334

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Connect with the Province of B.C. at: [www.gov.bc.ca/connect](http://www.gov.bc.ca/connect)

## Summary Description of Capital Integrated Services and Governance Initiative

### Background

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 gathering facts about current service delivery, increasing understanding about service delivery best practices and exploring further the opportunities to better integrate service and governance.

The Capital Integrated Services and Governance Initiative is a product of a shared understanding reached between the region's municipalities and the Province reached in March, 2016.

The 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.

Urban Systems and Circle Square Solutions submitted a successful joint proposal through BC Bid, awarded last month, to help implement the initiative. The Province is committed to support the Capital area local governments through hiring the Contractor to deliver the project

The project team will prepare a report including:

- information on how services are currently delivered in the region
- challenges/opportunities identified by area local governments associated with various approaches to governance; and,
- survey service provision best practices from other local governments

### Description of Project Components

#### **Activity 1: Establishing the “facts” on How Services Are Currently Delivered in the Region**

- 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 area. This will help to establish the facts about who delivers what service to whom and how. Comparison of costs and service efficiency across local governments in the Capital area is not in scope for this activity.

#### **Activity 2: Identifying Challenges and Opportunities Identified by Area Local Governments**

- 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 themes, key issues/opportunities, and common interests that participants articulate.
- Provide an opportunity for other stakeholders (i.e., non-local government service providers, representative of the business and tourism sectors, and community-based groups) to share their perceptions of issues and opportunities facing local governments within the Capital area. Area First Nations will be contacted for the purposes of informing the Nations about the Initiative and the opportunities for them to share information related to the Initiative.

**Activity 3: Survey Best Practices**

- Gather information on what other jurisdictions and public bodies are doing to create efficiencies within organizations. This includes presenting relevant examples of the experience of 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.

**Activity 4: Creation of a Final Report**

- Provide a final report that brings together the information gathered in each of the activities outlined above, including a plain language executive summary of the key information.

**Dale Wall**  
**June 1, 2016**

## **PROJECT TEAM**

### **CIRCLE SQUARE SOLUTIONS**

#### **Dale Wall – Project Lead**

Dale brings extensive experience in public finance, local governance and regional development to his work. Dale's 25 years of experience in the B.C. Public Service includes 3 years as Deputy Minister of Community Development, 7 years as Assistant Deputy Minister of Local Government and significant work in a number of positions within the Ministry of Community Development, Cabinet Office and the Ministry of Finance.

Dale's recent work includes acting as provincial negotiator for the 2015 \$1 billion Peace River Agreement, serving as an adjunct member of the Expert Panel on Business Tax Competiveness and working with the Union B.C. Municipalities Select Committee on Finance to produce "Strong Fiscal Futures; A Blue Print to Strengthening BC Local Governments Finance System". He is also a Sessional Instructor at the University of Victoria, where he teaches an on-line course in Urban and Regional Economics.

Dale has Master's degree in Public Administration from the University of Victoria and a Bachelor's Degree in Geography and History from Simon Fraser University. Dale will be the Project Manager for this assignment and key client liaison throughout the study.

#### **George Abbott – Senior Advisor**

George Abbott brings to this assignment the perspectives gained through his long and distinguished career in politics and public service.

George has served the Province of BC in a number of Ministerial roles, including:

- Minister of Education (2010-12)
- Minister of Health for four years (2005-09)
- Minister of Aboriginal Relations and Reconciliation (2009-10);
- Minister of Sustainable Resource Management (2004-05); and,
- Minister of Community, Aboriginal and Women's Services (2001-04).
- From 1996 to 2001, George also served as Deputy House Leader for the Official Opposition.

Prior to his election to the Legislature, he served for 17 years in local government including as Director and Chair of the Columbia-Shuswap Regional District and as a Councillor at the District of Sicamous. George was a Sessional Lecturer in Political Science at Okanagan University College from 1980 to 1996. He is currently a Sessional Lecturer and doctoral candidate in Political Science at the University of Victoria.

His most recent work has been working with Chris Trumpy to find an agreed approach to water governance in the City of Kelowna.

**Bob de Faye – Senior Advisor**

Bob is a respected and broadly experienced former provincial deputy minister. After receiving his BA in international relations, he went on to complete a Master's in Public Administration.

During his three-decade long career he served in a wide variety of senior and executive capacities including:

- Deputy Minister within the following ministries:
  - o Ministry of Aboriginal Relations and Reconciliation;
  - o Ministry of Small Business and Revenue;
  - o Public Sector Employers' Council;
  - o Ministry of Health, Chief Administrative Officer, and,
  - o Ministry of Community, Aboriginal and Women's Services.
- Assistant Deputy Minister: Government Services and Registries, and Provincial Treasury
- Chair, BC Medical Services Commission

Bob began his career as a specialist in program evaluation and service costing. He has overseen public sector contract bargaining and has hands-on experience in labour relations. He also has experience in public engagement and consultation in both aboriginal and non-aboriginal communities and has carried out governance reviews working from within the provincial government as well as from the outside as a public policy consultant. Bob is currently working as an independent consultant and is a senior associate of Circle Square Solutions.

**Chris Trumpy – Senior Advisor**

Chris Trumpy is a consultant who brings a wide range of operational and governance experience to his clients. His experience within the B.C Public Service spans more than 30 years and includes Deputy Minister postings in Finance, Environment, Provincial Revenue and Sustainable Resource Management. He has also served as Assistant Deputy Minister for Treasury Board Staff and Provincial Treasury. Chris has worked as a self-employed consultant since leaving the public service in 2009. Recent projects most relevant to this assignment include:

- Review of Governance structure and process for St Paul's Hospital;
- Chair of BC Transit Independent Review Panel in 2012 which made recommendations related to governance and performance for the transit system outside of the Lower Mainland in BC; and
- Chair of an Industrial Electricity Policy Task Force in 2013 which made policy recommendations on issues related to industrial electricity rates in BC.

Most recently he has been working with George Abbott to find an agreed approach to water governance within the City of Kelowna. Chris has a B.Comm. from University of British Columbia and a CGA designation.

## URBAN SYSTEMS

### **Dan Huang, MCIP, RPP – Principal and Local Government Advisor**

Dan is a Registered Professional Planner, a partner at Urban Systems and Branch Leader of our Victoria office. He has over 20 years of experience in land use planning through his work in both the private and public sector, including six years working within local government for both a municipality and a regional district.

Since joining Urban Systems in 2001, Dan has been involved in numerous governance and service delivery studies throughout the province, including: Salt Spring Island (Phase 1 governance study and Phase 2 incorporation study), Castlegar (boundary extension), Campbell River (boundary extension), Vernon (boundary extension), Trail (amalgamation study and boundary extension), Atlin (incorporation study), and the Regional District of North Okanagan (annexation and service delivery review). Dan will work closely with Dale and the rest of the Project Team, and provide key local government connections and dialogue based on his working relationship with the majority of municipalities and the CR

### **James Klukas, MCIO, RPP Local Government Advisor**

James is a Community Planner and Local Government Advisor working with Urban Systems' Vancouver branch. With Urban Systems, James has twelve years of experience in planning and local government assignments throughout British Columbia and Alberta.

James was the primary author of incorporation studies in Barriere and Clearwater, resulting in the establishment of two new municipalities. James is currently completing an incorporation study for Salt Spring Island, and a Boundary Extension study with the City of Trail. He also recently completed a governance review for the Squamish-Lillooet Regional District, and a municipal amalgamation study for Trail/Warfield.

James thoroughly enjoys discussions around governance, and he is well equipped to address the many considerations related to governance, finance, and service delivery. Prior to joining Urban Systems, James completed a B.A. in Political Science and a Master of Urban and Regional Planning. James' previous experiences also include employment with the City of Ottawa and the Treasury Board of Canada, Secretariat. James will provide advice to the Project Team on the key service delivery aspects with respect to efficiency and effectiveness, as well as lead the research into best practices within BC and across Canada.

### **Shaun Heffernan, MCIP, RPP – Community Planner**

Shaun grew-up in the Greater Victoria area and is a Community Planner in our Victoria office. He has experience in municipal planning, economic development and local government finance. In his time with Urban Systems, Shaun has worked on a number of boundary extension projects across British Columbia, as well as numerous local government finance assignments including Development Cost Charge (DCC) and Fees and Charges Bylaws. These have included DCC updates for the Capital Regional District, City of Fernie, City of Castlegar, District of Lake Country and the City of Pitt Meadows, among others, and a boundary expansion study for the City of Trail. From this experience he has developed a keen knowledge of local government finance and its critical role in maintaining the standard of service delivery and infrastructure in our communities. For this project, Shaun will support our team throughout the project undertaking background research, policy reviews, database creation and analysis, and assisting with consultation activities and summarizing consultation outcomes.



# Capital Region

Integrated Governance and Services Initiative

# Project

- Client - Ministry of Community, Cultural and Sport Development
- Process
  - Fact Gathering - Capital Area Service Provision and Governance
  - Best Practices - Other Local Governments and Public Sector Organizations
  - Dialogue - Local Councils, CRD Board, First Nations
  - Opportunity for Input - Community Stakeholders
- Outputs
  - Interim Report
  - Final Report - meant to inform future local government decision making but not provide specific recommendations on integration

# Team

- Urban Systems
  - Dan Huang
  - James Klukas
- Circle Square Solutions
  - Dale Wall
  - George Abbott
  - Chris Trumpy
  - Bob de Faye

# Time Frame

- **First Round Dialogue - June/July**
- **Interim Report - August**
- **Second Round Dialogue - late September/October**
- **Final Report November**

# Why Are We Here Now?

- Introduce Project
- Initiate first round of dialogue with councils.
- Our team will be working with your staff on the “establishing the facts” part of the project.

# Our Questions of Council

- Key Issues - related to governance and service integration - for this Council?
- What do You Want to See Covered In Our Work?
- What Services Provide the Best Opportunities?
- Is this Primarily About:
  - Finding Cost Savings;
  - Decision Making - Regional, Local;
  - Regional Vision
  - Jurisdictional Change?
  - Areas of caution?
  - Constraints?
- What Best Practices/Innovations Are You Most Interested In?