Welcome back | Please sit at any table
Acknowledgement of territory...

...and an update on our meetings with Cowichan Tribes, Lyackson and Chemainus First Nations
Your Mandate

The Citizens’ Assembly is tasked by the City of Duncan and the Municipality of North Cowichan (the Municipalities) to learn about the needs and interests of local residents, examine the implications of creating a new, amalgamated municipal structure, and advise local councillors and their administrations on the conditions under which the Municipalities should proceed.

Specifically, the Citizens’ Assembly on Municipal Amalgamation will develop:

- A set of values which describe their aspirations for good local governance;
- A list of issues which they believe need to be satisfactorily resolved for municipal amalgamation to merit consideration;
- A detailed recommendation concerning municipal amalgamation, including any conditions which would need to be satisfied if a merger was to proceed.
Our timeline

Jan 21  Feb 2  Feb 4  Feb 25  Initial Findings  Technical Report  Apr 1  Apr 6  Apr 8  Apr 22  Final Report
<table>
<thead>
<tr>
<th>Date</th>
<th>Values</th>
<th>Options</th>
<th>Recommendations</th>
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<tbody>
<tr>
<td>Jan 21</td>
<td>Acknowledgement of territory</td>
<td>Orientation</td>
<td>Welcome from the mayor</td>
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<tr>
<td>Feb 3</td>
<td>Member introductions</td>
<td>Recap</td>
<td>Presentation 4: A history of municipal formations and mergers - Gary Pagioli</td>
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<td>Feb 4</td>
<td>Presentation 1: Demographics and area</td>
<td>Recap</td>
<td>Presentation 7: The work of the technical consultants</td>
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<td>Feb 6</td>
<td>Presentation 2: Local history - Evolution of the area</td>
<td>Recap</td>
<td>Presentation 6: Civic perspectives panel</td>
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<td>Feb 8</td>
<td>Breakfast</td>
<td>Recap</td>
<td>Presentation 5: Civic perspectives panel 2</td>
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<td>Feb 13</td>
<td>Lunch</td>
<td>Recap</td>
<td>Dialogue 6: Prioritizing issues</td>
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<tr>
<td>Feb 15</td>
<td>Presentation 3: Municipal gov. Role, functions and services - Peter &amp; Vic</td>
<td>Recap</td>
<td>Dialogue 8: Observations and outstanding questions from the technical report</td>
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<tr>
<td>Feb 17</td>
<td>Dialogue 1: How have you seen the area change?</td>
<td>Recap</td>
<td>Dialogue 13: Draft recommendations</td>
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<td>Feb 21</td>
<td>Roundtable briefing</td>
<td>Recap</td>
<td>Debrief</td>
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<td>Apr 1</td>
<td>Welcome back and recap</td>
<td>Recap</td>
<td>Dialogue 12: Restoring recommendations</td>
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<td>Apr 3</td>
<td>Presentation 15: Civic perspectives panel 1</td>
<td>Recap</td>
<td>Dialogue 11: Final report</td>
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<td>Apr 5</td>
<td>Lunch</td>
<td>Recap</td>
<td>Dialogue 10: Panel discussions</td>
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<td>Apr 7</td>
<td>Dialogue 3: Anomalies during research</td>
<td>Recap</td>
<td>Debrief</td>
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<td>Apr 10</td>
<td>Dialogue 4: Anomalies during research</td>
<td>Recap</td>
<td>Public Roundtable</td>
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Duncan-North Cowichan Citizens' Assembly Planner Program Overview

Municipality of North Cowichan

Duncan-North Cowichan Citizens' Assembly

DNC-CGA020
New materials

- Project website
- Google Earth mapping files
- Duncan and joint-council minutes and report (~300 pages)

- To come: Historical clippings
Highlights from last session
Perspectives on municipal amalgamation

- Gary Paget
- Marijke Edmundson
- Patricia Ross
- Debra Oakman (by phone)
- Brian Walliser

…Refine values and identify issues as potential criteria for assessing the pros and cons of amalgamation
There are many ways for municipalities to evolve…

Incorporate
Amalgamate
Change boundaries
Change their status (ie, Town to City)
Dissolve
De-amalgamate
Duncan and North Cowichan have evolved as well…

1873: District Municipality of North Cowichan was formed

39 years

1912: City of Duncan incorporated (Smallest city by area in Canada)

(Greenwood, population 676, in Kootenay, BC is smallest by population)

55 years

1967: Cowichan Valley Regional Districts was formed

50 years

2017: DNC Citizens’ Assembly
Two eras of amalgamation

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<td>Kamloops</td>
<td>Castlegar</td>
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<td>Kelowna</td>
<td>Chiliwack</td>
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<td>Nanaimo</td>
<td>Abbotsford</td>
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<td>Prince George</td>
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Local Government Restructure Program Overview
Marijke Edmundson, Program Director
Governance & Structure Branch, Local Government Division Ministry of Community, Sport and Cultural Development

The provincial role in restructuring

- Technical expertise, input and advice
- Support public and stakeholder consultation, including referendum
- Consultation with First Nations
- Provide and monitor grants
The Comox Valley Experience
Debra Oakman, Chief Administrative Officer, Comox Valley Regional District

Success hinges on a long-term view and careful project management… planning and execution are key

2008: Comox Strathcona Regional District is split into Comox Valley Regional District and Strathcona Regional District

Communications: Ensure community is well-informed throughout the process
Outcomes: Be clear on objectives; create measures to be accountable
Resources: Outsource project management role; seek funding to support transition
The BC Approach to Local Service Integration: How the RD System has Reduced Pressure to Amalgamate
Brian Wallisser, fmr Director, Governance & Structure Branch, Local Government Division Ministry of Community, Sport and Cultural Development

1. Consolidation vs service integration
2. British Columbia – service integration & the role of regional districts
3. Why service integration reduces consolidation pressure
Amalgamation & service integration are alternative pathways to reform

**Municipal Amalgamation:**
- Focus on a broad range of services
- Seeks to rearrange services into new, larger, fixed boundaries – all at once

**Service integration:**
- Focus on individual functions, or parts of functions
- Acknowledges that no single boundary is best for all services
- Generally unfolds over time – evolutionary in nature
The BC Approach to Local Service Integration: How the RD System has Reduced Pressure to Amalgamate
Brian Wallisser, fmr Director, Governance & Structure Branch, Local Government Division Ministry of Community, Sport and Cultural Development

The 80/20 rule applies…
• spend 80% of your time on understanding / defining problems
• recognize that problems in service provision are distinct from problems of general governance – so treat them differently

What do we want? Evidence-based reform…
• Avoid the temptation to prescribe solutions too soon
• Don't base recommendations on assumptions that can't be validated

The tortoise often wins…
• resolving one thing at a time can work best
• the trade-off is that pace of reform is reduced

It’s easier to break something than fix it…
We value local government that (is)

Efficient and cost effective
Provides quality services and infrastructure
Promotes public engagement
Exercises environmental stewardship
Collaborative
Accountable, accessible, approachable
Respectful of local differences
So today...

**Morning:**
Presentation from the technical consultants
Business perspectives panel

**Afternoon:**
Review issues and finalize questions for the consultants
Amalgamation Technical Consultants

Dan Huang, Marina Jozipovic, James Klukas
Urban Systems Inc.
Duncan - North Cowichan Amalgamation Study

Citizens’ Assembly
February 25, 2017

Dan Huang
Marina Jozipovic
James Klukas
Introductions
Our Role

- Support you!
- Technical, unbiased analysis
- Work with external Study Advisory Panel
## Our Process

### Milestone | Dates
---|---
Background Review | February 1-24
Citizens’ Assembly Meeting | February 25
Analysis and Draft Reporting | February 27-March 17
Review and Refinement | March 20-30
Citizens’ Assembly Meeting | April 1
The BC Context

- Local Government Structure Branch
- Facilitated Approach
- Local Determination
Why Do Communities Consider Changes to their Structure?
Some Observations

- Integration of Services
Some Observations

▪ Variations in Service Levels
Some Observations

- Coordinated Planning
Some Observations

- Economies of Scale
Some Observations

- Cost Savings/Value for Service
Some Observations

- Cost Savings/Value for Service
Some Observations

- Community Identity
- Align Boundaries with the ‘Functional’ Community

“If there was a plan when a municipality’s boundary was first drawn, then it is likely that the plan has been made obsolete by the changing environment.”

Andrejs Skaburskis
Some Observations

- Finding the Right Scale

Too Big, Yet Still Too Small
The Mixed Legacy of the Montréal and Toronto Amalgamations

Merging Municipalities:
Is Bigger Better?

Zachary Spicer, IMFG

By Enid Slack and Richard Bird
Some Observations

- Elected Accountability and Responsiveness
Some Observations

- Diversified Tax Base

North Cowichan

- Residential: 67%
- Utility: 1%
- Major Industry: 15%
- Light Industry: 3%
- Business: 13%

Duncan

- Residential: 56%
- Utility: 1%
- Major Industry: 43%
- Light Industry: 13%
- Business: 15%
Some Observations

Some Disincentives for Small Communities to Consider Amalgamation:

- Small Community Grant
- Policing Costs
- Possibility for economies of scale through partnerships and regional district service delivery
Some Observations

- Flexibility in Service Provision
BC’s Local Government System

- Community Charter:
  - “A municipality 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”
‘Unique’ Regional Districts

- Regional
- Sub-regional
- Local government for unincorporated areas

New Pathways to Effective Regional Governance: Canadian Reflections

Brian Walisser, Gary Paget and Michelle Dann
Framework for Analysis

- Focus on:
  - Service impacts
  - Administrative impacts
  - Financial impacts
Key Service Areas

- General Government
- Planning and Development
- Public Works and Engineering / Transportation Services
- Protective Services
- Environmental Health
- Parks and Recreation
Key Technical Considerations

- Potential facility needs?
- Potential for staffing and operational efficiencies?
- Potential implementation expenses?
- Level of service?
Amalgamation Givens

- 1 Council (total of 7 elected officials) and 1 Chief Administrative Officer (CAO)
- Policing cost impacts for Duncan residents
- No Small Community Grant (currently ~ $500,000 for Duncan per year)
- Increased Traffic Fine Revenue Sharing revenue in relation to Duncan
Basic Structure for Analysis

- Changes in Expenses:
  - New Implementation Expenses
  - Two Main Scenarios for Ongoing Expenses:
    - ‘Neutral’ Staffing and Operational Scenario
    - Scenario with Efficiencies

- Changes in Revenue:
  - Consolidated general municipal tax
Assessment 101

- Residential: $382,867,000
- Major Industry: $134,230,000
- Light Industry: $49,350,000
- Business: $140,010,000

Duncan
North Cowichan

URBAN systems
Tax Rates 101

Residential Tax Rates (per $1,000 of Assessment)
Tax Rates 101

[Graph showing tax rates for different uses such as Residential, Supportive Housing, Light Industry, Managed Forest Land, and Farm, with bars for Duncan, North Cowichan - South End, and North Cowichan - North End.]
Tax Ratios 101

<table>
<thead>
<tr>
<th>Category</th>
<th>Duncan</th>
<th>North Cowichan</th>
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<tbody>
<tr>
<td>Residential</td>
<td>1.0</td>
<td>1.25</td>
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<tr>
<td>Supportive Housing</td>
<td>8.2</td>
<td>8.8</td>
</tr>
<tr>
<td>Light Industry</td>
<td>3.3</td>
<td>3.5</td>
</tr>
<tr>
<td>Managed Forest Land</td>
<td>2.2</td>
<td>2.3</td>
</tr>
<tr>
<td>Farm</td>
<td>0.8</td>
<td>0.8</td>
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</tbody>
</table>
Key Discussion Points

- What issues are driving interest in studying amalgamation?
- What local government services do you most value?
- What service levels are already the same between communities?
- What service levels are different?
Break
Business Perspectives Panel

Jean Cardno, Downtown Duncan BIA
Blair Herbert, Royal LePage
Moira Hauk, Duncan Cowichan Chamber of Commerce
Don Hatton, Hatton Insurance
Lunch
What issues or concerns do you think matter most when considering whether Duncan and North Cowichan should be amalgamated?

Create a long list, then select and prioritize 8-10 top issues or concerns
Consistency of services
Emergency services (e.g. fire department)
Consistency of services
Water
Social issues - increased lobbying power for services
Overall services and infrastructure investment
How will services be impacted?

Governance and leadership
Bylaws
Governance structure
Councils and staffing numbers - approaches
Quality of governance - how big is Council?
What size of staff?
What is the process?
Unity of Vision
Mutual vision and understanding
Integrity of leadership
Equitable representation
Fair representation - will there be?
Style of representation

Economic development
Increased industry due to higher population in municipality
Employment? How will it be impacted?
Improved status for both communities - promotion, marketing, economic development, tourism
Economic development (e.g. tourism, population demographics)

General Concerns
Necessity of amalgamation
How much progress be impeded by not amalgamating? e.g. population; grant apps; medical
What needs fixing?

Culture and identity
Identity
Community identities
Competing or conflicting identities - how will these/could these affect?
Quality of life - preservation of neighbourhood character

Land use and planning
Integration of zoning bylaws
Enforcement of existing bylaws
Deal with the racetrack
Zoning by-laws (e.g. permitted process, boundaries)
How will this impact Duncan’s urban core?
Regional land use
Regional Official Community Plan (OCP)
Green space and land management
Land use planning
Detailed proactive planning re issues that are truly important to local government
Roads
How will this impact the "greater" built form?

Environment
Respect for the environment
Environment
Environment
Environmental policies

Taxes
Taxes
Taxes - will they go up/down?
What are the costs?
Taxes

Efficiencies and savings
Reducing bureaucracy
Removing certain regulations and simplifying processes
Greater efficiencies through amalgamation
Fiscal efficiency
Costs - savings to government and taxpayer
Issues and interests

1. Consistency of services
2. Governance and leadership
3. Economic development
4. Environment
5. General Concerns

6. Culture and identity
7. Land use and planning
8. Taxes
9. Efficiencies and savings

Draft two questions for each issue
Example

Will taxes go up?

How would property taxes likely change and what might be the anticipated impact on homeowners at different income levels?
Example

Will infrastructure improve?

How will a combined tax base affect the ability of the amalgamated city to pay for infrastructure improvements?

What are the costs of harmonizing infrastructure for all residents?
Issues and interests

Review all questions

Is anything missing?

Draft three or four clear and concise questions to forward to the consultants

Present these questions in plenary

Incorporate feedback
Next steps

April 1
Receive the technical report
First Nations Panel
Civic Perspectives Panel

April 6
Public Roundtable Meeting
Public release of technical report

April 8
Technical clarifications
Develop scenarios and identify preferred directions

April 22
Draft recommendations