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DATE 5 June 1996

TO/DEST. Co-ordinator
Corporate Services and Economic Development Committee

FROM/EXP. Chief Administrative Officer
Finance Commissioner

SUBJECT/OBJET **REVIEW OF INTER-MUNICIPAL SERVICE
ARRANGEMENTS IN THE OTTAWA-CARLETON AREA**

DEPARTMENTAL RECOMMENDATION

That the Corporate Services and Economic Development Committee and Council receive this report for information.

DISCUSSION

As a follow-up to the C.N. Watson report on Inter-Municipal Service Arrangements and as directed by the Corporate Services and Economic Development Committee, staff have investigated the service areas covered in the report in more detail and compiled a list containing those services that would benefit most from a more comprehensive study.

In conjunction with these initiatives, the area municipality CAOs, along with the Region's CAO established a sub-committee, referred to as the Co-ordination Committee, the membership of which was made up of the CAO from both the Region and the City of Ottawa, two from the urban municipalities and two from the rural municipalities. The purpose of the Co-ordination Committee is to provide a forum to collectively identify and establish a process to deal with regional service delivery reviews. These reviews would focus on improving municipal service delivery, identifying potential savings from alternative delivery methods, and reducing, or where possible, eliminating duplicate or overlapping services.

Services To Be Reviewed

As a result of these discussions, the Co-ordination Committee initially identified thirteen service areas to be reviewed as set out in Annex A. The committee, having recognized that it would not be possible to review all areas at the same time, selected five areas which have been given priority. These have been further divided into two types of reviews: those that could be completed in the short term (4 months or less); and reviews that would take longer (lasting up to 8 months in duration). The following five studies are those that have been given priority and are to be undertaken as part of this initiative:

Short Term Reviews:

1. Road and Sewer Responsibilities
 - Including both Sanitary and Storm Sewer Maintenance
2. Establishment of One Official Plan for the Ottawa-Carleton Area
 - Consolidation of the existing Official Plans
3. Emergency Services (Fire, Police, Ambulance, 911 and Emergency Measures)
 - Dispatch Functions

Longer Term Reviews:

4. Co-ordination of Economic Development in Ottawa-Carleton
5. Billings and Information Systems

Description of Review Areas

Road and Sewer

At the present time responsibility for roads in the Ottawa-Carleton area is divided into two primary areas, those that are managed by the area municipalities and those that are managed by the RMOC. While in the past this type of arrangement has worked reasonably well, an opportunity exists for potential savings that could come from combining the services in areas where there is a duplication of effort.

The second part of this review will deal with the issue around the jurisdictional responsibility for both the sanitary and the storm sewer systems. This is a responsibility that has been split between the area municipalities and the RMOC and has created some confusion in the past, particularly with respect to sanitary sewers. For example, the Official Plan Review and the Water and Waste Water Master Plan project has identified the need to reduce wet weather infiltration into the Region's sanitary sewer system. Having responsibility split between two jurisdictions complicates this process.

Official Plan

The Planning Act provides that the RMOC must have an official plan and keep it up-to-date. Further it provides that area municipalities may have an official plan.

Regional and Area Municipal Planning Commissioners meet regularly, approximately every two months, to discuss mutual concerns. About 18 months ago, they initiated an analysis of the content of the regional and local official plans with a view to identifying duplication. It was found that in many instances, local official plans either repeat the policies of the Regional Official Plan or have very similar policies. Because local official plans are required to conform to the Regional Official Plan, a change in the Regional Official Plan automatically means a change to the local official plan which often adds little value and costs time and money with the result that the planning process slows up development opportunity.

The review of the Regional Official Plan is currently underway. Regional staff hope to have a draft to release to the public early in 1997. The timing is therefore appropriate to investigate whether or not the Regional Official Plan should become the only official plan in Ottawa-Carleton and if so, how this might be done and still respect the planning policy requirements in the area municipalities; or if both municipal governments are to retain an official plan, how the duplication between the official plans might be eliminated.

The Regional and Area Municipal Planning Commissioners met on 24 May 96. They agreed to provide staff to the working group being established by the Regional and Area Municipal CAO's.

Emergency Services

Currently the dispatch function for emergency services is a split responsibility with respect to fire, ambulance, police, emergency measures and in some areas the 911 service. An opportunity exists to consolidate the dispatch function into one service while providing a comprehensive emergency response system for the residents of Ottawa-Carleton.

This study will examine the benefits, if any, which would be realized by consolidating the dispatch function throughout these services.

Economic Development

At the present time Economic Development initiatives are being pursued by a number of different organizations. These include the Ottawa-Carleton Economic Development Corporation, Ottawa-Carleton Tourism Authority, Ottawa-Carleton Entrepreneurship Centre, Ottawa-Carleton Research Institute, Ottawa Life Sciences Council, as well as through Economic Development departments in the area municipalities and through a number of private sector partners. In addition several Regional departments are directly involved in matters relating to Economic Development. For example Planning and Property provides land related information and ensures land is properly designated, Environment and Transportation manages and maintains the infrastructure, and Social Services provides training and work placement services for area welfare recipients. Economic Development is an essential ingredient for the Ottawa-Carleton area to remain competitive and to continue to attract new business to the community. This is a task that requires a co-ordinated and focused approach in terms of developing and executing a marketing plan that incorporates all of the various aspects this region has to offer. While considerable progress has been made to achieve a co-ordinated and focused approach through the 'Future Ottawa' effort, it is essential to sustain this momentum and minimize the duplication of effort in the interest of having a clear marketing strategy.

This study will look at a number of alternatives and will recommend the most appropriate model for the Ottawa-Carleton area.

Billings and Information Systems

It has been recognized by the Co-ordination Committee that a significant amount of administrative duplication exists across the municipalities because of the existence of twelve independent structures needed to support the current service delivery model related to billing. For example, each of the area municipalities manages and staffs a separate property tax billing and collection function. This service could be delivered more efficiently if the function was to be consolidated under one structure.

Information systems includes establishing a common set of standards for hardware, software and infrastructure products among the twelve municipalities, the identification of where common system support services could be utilized and as well looking at the possible use of common application products that may offset the requirement for larger up-front investment and ongoing maintenance costs.

Given that these functions are common among the municipalities, it has been recognized that there may be a more cost effective way to deliver these types of services.

Parking By-Law Enforcement

In addition to those initiatives identified by the Co-ordination Committee and as directed by Corporate Services and Economic Development Committee, staff will also be assessing the cost associated with the administration and enforcement of parking by-laws on Regional roads. At the present time, parking by-law enforcement is carried out by the City of Ottawa and all revenue collected is retained by the City to offset any administrative costs resulting from this service.

Review Process

A service review task team will be established for each of the areas, consisting of service experts, a financial expert, a performance expert and a member at large. The resources required for the service review teams dealing with the five priority areas will come from the various municipalities and each task team will be chaired by one of the Area CAOs. The team will be responsible for reviewing the current service activity by analyzing existing practices, identifying service delivery alternatives, recommending changes and developing a transition and implementation plan.

The recommended priority service areas described above were tabled at the 17 Apr 96 Ottawa-Carleton Mayor's Forum and each municipality has in principle received approval to proceed with this approach. Each area municipality has agreed to bring forward a report to their respective Councils in order to obtain approval for the process and as well to confirm the priorities as established by the Co-ordination Committee. It is the intention of the Committee to have the review teams established in July, with the review commencing shortly thereafter. Staff expect to report back to Council on the recommendations from the shorter term studies between September and November and early in 1997 for the longer term reviews.

FINANCIAL IMPLICATIONS

There are no direct financial implications at this time, given that the intention is to study the implications of changing the current systems. The object is to reduce expenditures in the municipal sector as a whole.

CONSULTATION

The public consultation process is not applicable at this time, but would be considered before any changes to existing systems were implemented.

Approved by
C.M. Beckstead
Chief Administrative Officer

Approved by
J.C. LeBelle
Finance Commissioner

Categories of Service Reviews
(As Proposed by the Co-ordination Committee)

ANNEX A

Short Term:

Sectoral

1. ***Planning Functions*** - Official Plan Consolidation
2. ***Staff Training***
3. ***Licensing And Permits***
4. ***Economic Development***
 - Marketing
 - Land Sales
 - Retention Of Business
 - Job Creation
 - Site Pre-Clearance

Operational

1. ***Fire/Emergency Services (Police, Ambulance)***
 - Training
 - Public Education
 - Inspections
 - Suppression
 - Standards
2. ***Road Maintenance***
 - Local Sanitary And Storm Sewers

Long Term:

Sectoral

1. ***Billing - Utilities, Tax, Facilities, Citizen Cards***
2. ***Information Systems***
 - Standards
 - Purchasing
 - Systems Support Services
 - Payroll
 - HRIS
3. ***Purchasing***
4. ***International Standards Organization (ISO 2000)***

Operational

1. ***Public Library*** - Systems Duplicated
2. ***School Boards***
 - Joint Use Of Facilities
 - Libraries
 - Day Care
3. ***Parks And Recreation***
 - Joint Use Of Facilities
 - Standard Facility Maintenance