



DIAGNOSTIC GOVERNANCE & SERVICE DELIVERY STUDY

Appendix G: Terms of Reference

Terms of Reference – Central Coast Regional District Diagnostic Governance and Service Delivery Study

Overview

The purpose of the study is to conduct a diagnostic governance and service delivery analysis of the current local governance system in the Central Coast Regional District (CCRD). The study is centred on four key themes, identified jointly by the CCRD and the Ministry of Community, Sport and Cultural Development (MCSCD).

These four themes are:

- 1) Service delivery, organization and cost recovery;
- 2) Electoral Area (EA) governance and structure;
- 3) Local governance and service relationships; and,
- 4) Access to infrastructure and other grant funding.

The study will include analytical research and objective data to better describe and understand these facets of local governance in the CCRD. The study process will include public and stakeholder engagement to assist with interpretation of data. The results may then be used to identify options and recommendations, within the existing regional district framework, for addressing the most pressing governance interests of the CCRD and its communities.

Study Process

The management and oversight of the study process rests with the CCRD staff and Board. A qualified consultant will be required to complete a bulk of the work with direction provided to the consultant on the research, education, and analytical elements of the study work. CCRD will also be responsible for engaging the community in discussion of the study findings. MCSCD will provide technical support and expertise in all element of the study process as required.

Working with MCSCD staff, the CCRD will develop a request for proposals (RFP) for the consultant that builds upon the parameters set out in these terms of reference. The RFP will be issued by the CCRD, following its procurement policies and process. In supervising the consultant and managing the overall study process, the CCRD is responsible for ensuring that the study reports completed by the consultant meet the requirements outlined in the RFP and these terms of reference.

The study process is to include:

- a preliminary governance report, presenting the initial research and analysis on the current state in relation to the four study themes (of:
 - a. Service delivery, organization and cost recovery;
 - b. EA governance and structure;
 - c. Local governance and service relationships; and,
 - d. Access to infrastructure and other grant funding.
- a public engagement and stakeholder consultation process, utilizing the contents of the preliminary report to drive issues identification; and
- a final governance report, providing a synopsis of the current-state findings, a summary of the public engagement outcomes, and any supplementary data, research and analysis that supports a future assessment of options to address community interests.

Following completion of the study, CCRD staff will convey the study findings to the CCRD Board. The CCRD will also forward a copy to the Minister of Community, Sport and Cultural Development.

Governance Study Area

The study area encompasses the entire CCRD, including all of Electoral Areas A, B, C, D and E.

Governance Study Timeline

The final governance study report must be delivered no later than March 10, 2017.

CCRD will establish specific time lines for the study in discussion with MCSCD staff and the study consultant. MCSCD staff will have the opportunity to review drafts and to provide comments prior to completion of the final study.

Public Engagement

It is important to establish and communicate parameters for public participation so that residents and property owners understand the opportunities to participate in the governance study. The CCRD may wish to have the study consultant assist in finalising the public engagement process.

The public engagement strategy should include:

- a communication plan for reporting out to the public on the study progress;
- one or more community meetings or other community engagement events to present information to the public and to seek community feedback; and
- a process to gather information from the public on subjects such as community issues.

Governance Study Contents

The study must include the following:

1. Community profile

Overview of community development and socio-economic characteristics, including descriptions of:

- a. history, overall and for each community or settlement node;
- b. population trends, both historic and forecasted, by community if possible;
- c. lot sizes, zoning and existing infrastructure;
- d. housing stock inventory and availability of commercial properties;
- e. tax base trends, by individual tax class and with respect to the mix of tax classes;
- f. socio-economic and economic characteristics and growth trend indicators; and
- g. connectedness between the communities or settlement nodes.

2. Service Delivery, Organization and Cost Recovery

Description of service delivery, organization and cost recovery in the CCRD, including the:

- a. provision of services with reference to each of the major service providers (regional district, improvement districts, First Nations and the Province), including representative structure, service geography and methods of cost recovery, including property tax rates
- b. servicing provision framework, decision-making processes and procedures of the service providers, in relation to the services and other matters.
- c. connection between different service providers (e.g. where water service is provided by one entity and sewer or fire protection by another), how those linkages are functionally managed, and how the service providers identify common interests and communicate;
- d. level of cooperation/collaboration among governing bodies of service providers, with reference to their relative roles and responsibilities.
- e. variations in governance and/or service features and levels across different service-areas of CCRD, and complexities or benefits that arise.
- f. effect on taxability of specific services relative to the service geography and demographics.

3. EA Governance and Structure

Description of EA and RD governance framework and structures, including:

- a. overview of Provincial legislative and policy framework that governs RD and EA boundary structure and revisions;
- b. overview of the types of changes to RD and EA structure that exist under Provincial legislative and policy framework ranging from internal EA boundary realignment to incorporation; including consideration of key objectives/criteria underlying the different types of changes and their potential impact to the local government system (i.e., impacts on RD neighbours).
- c. geography of existing EA and RD boundaries, relative to settlement notes, population, other service jurisdictions, and taxable assessments.
- d. rationale for the existing RD and EA boundaries.
- e. similarities and differences between the configuration of CCRD and other regional districts in the Province.
- f. relative weight or influence of voters in each EA in regional and sub-regional decisions (representativeness and weighted voting).
- g. decision-making processes employed by the CCRD Board (i.e. who votes on which matters and when are weighted votes used).
- h. overlaps and gaps in jurisdictions, mandates, roles and responsibilities among the various First Nations/federal/provincial/regional district/local governments (including improvement districts) that affect local governance decision-making and service delivery.
- i. how well understood are the governance jurisdiction, mandate, roles and responsibilities of each of the government players within the region, and is that understanding shared collectively amongst those players or do divergent opinions exist.
- j. the use and function of local commissions and committees.
- k. other governance issues or gaps.

4. Local governance relationships

Description of:

- a. level of cooperation/collaboration among representatives of individual EAs, First Nations, the CCRD Board, and improvement districts.
- b. level of cooperation/collaboration and community trust between First Nation governments, the CCRD Board, improvement districts and citizens.
- c. impact of cooperation/collaboration and community trust issues on the CCRDs ability to govern effectively and meet servicing and other mandated obligations.
- d. mechanisms currently in place or contemplated to address and/or improve local relationships related to CCRD mandate.

5. Access to infrastructure and other grant funding

Assessment of:

- a. processes in place for assessing, prioritizing and funding infrastructure in the CCRD.
- b. processes in place for asset management.
- c. regional and community priorities for infrastructure investment.
- d. resources and funding gaps available in relation to those infrastructure priorities.
- e. current structural, relationship, legislative and policy barriers to accessing infrastructure and other grant funding.

6. Synopsis of public engagement, including a:

- a. summary of the public engagement activities undertaken.
- b. report on results of stakeholder consultation meetings.
- c. summary of community issues raised.

7. Summary and conclusions on the results of the four themes of the diagnostic inventory, including:

- a. the identification of major governance issues or gaps as a result of the study.
- b. how those results inform the scope and sequencing of potential future work that begins to examine options for addressing the most pressing governance issues and gaps.

8. Appendices, including:

- a. Copies of public engagement materials.
- b. Copies of foundational documents (e.g. Terms of Reference, Request for Proposals, etc.).

Out of Scope

The purpose of the study is to conduct a baseline diagnostic governance and service delivery analysis of the current local governance system in the CCRD. Although potential options for initiating local governance, structure, policy, and/or legislative changes may naturally emerge, the documentation or analysis of any specific options is not within the scope of this study. A detailed scoping of options, which may then culminate in specific recommendations, would be potential future work.

The formation of a local study committee is not in the scope of this study. A study committee may be considered as part of potential future work.

Administration of the Study

The consultant shall report directly to the CCRD, and disbursements will be provided by the CCRD.

The total funding available for the governance study will be determined by the CCRD. The Ministry's financial commitment to the governance study is \$60,000.