

Town of Oakville

Single Tier Governance Options Final Report

October 25, 2023

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Background, Context and Approach

Background and Context

The municipal level of government in Ontario is in the midst of its most significant transformation since the download of Provincial services in the late 1990's. The impending review of the Regional level of government through a legislative committee, the passage of Bill 112 and the announcement of 26 more municipalities (including Oakville) being granted Strong Mayor powers has launched a tremendous change for the local government community. The Town of Oakville has chosen to seize the opportunity to identify what a single-tier municipal structure could look like and determine potential governance structures for further consideration.

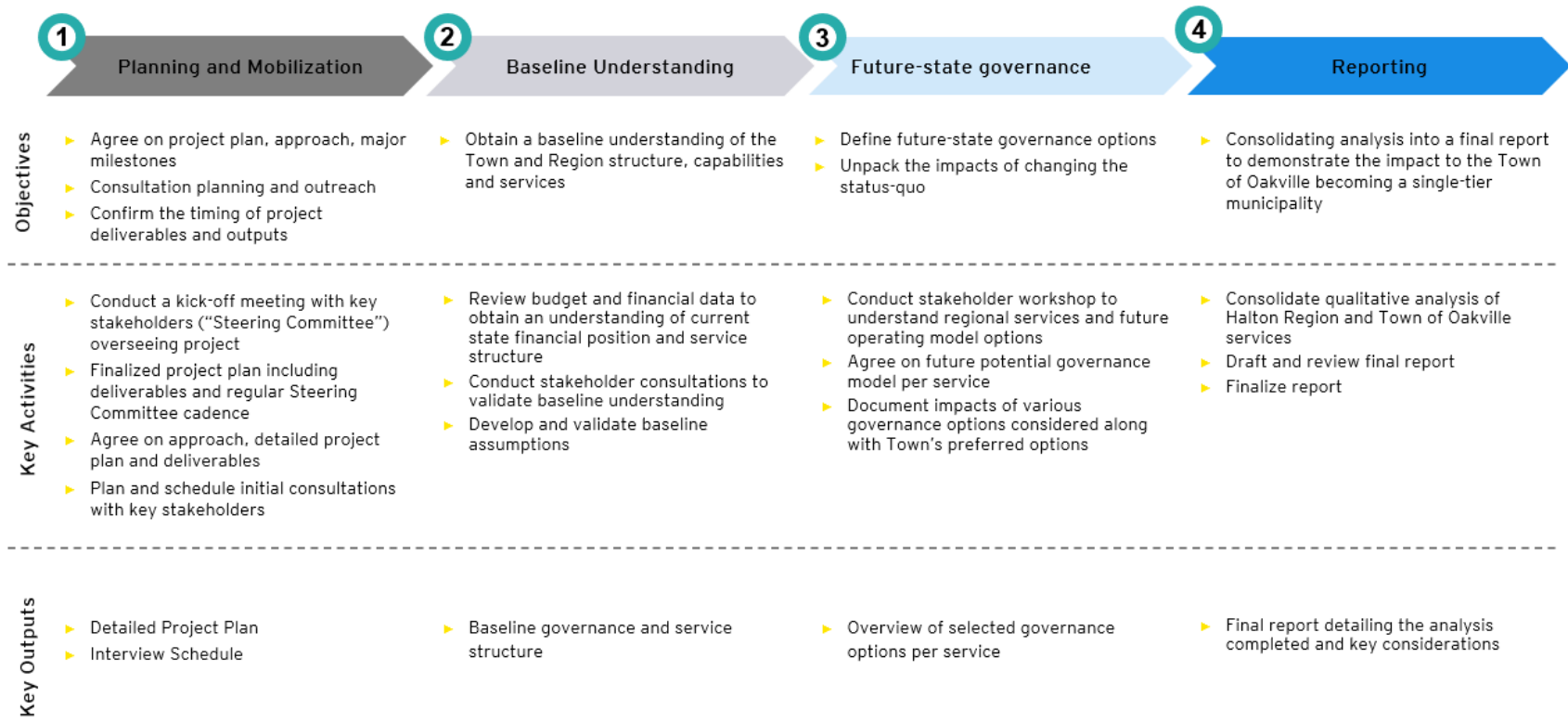
- ▶ The Town's interest in this analysis follows the announcement of Bill 112, the *Hazel McCallion Act*¹, by the Province of Ontario whereby the Region of Peel is to be dissolved on January 1, 2025. The Province has indicated a legislative committee will assess the current regional government model for the remaining six upper tier municipalities, including Halton Region. As such, the Town is considering future delivery model options in a single-tier scenario.
- ▶ This analysis is being conducted in the broader context of Bill 23, *More Homes Built Faster Act, 2022*² as "part of a long-term strategy to increase housing supply and provide attainable housing options for hardworking Ontarians and their families," with a target of building 1.5 million homes in 10 years. The current tiered municipal structure results in multiple layers of approvals that may reduce the ease at which developments are approved and the speed at which required infrastructure is built to facilitate the growth.
- ▶ This analysis represents a perspective on what that new model could look like, broken down by service. The analysis of potential governance options for each Town and Region service and selection of an optimal governance model was developed based on consideration of delivery models in other municipalities, guidance on suggested options from consultations with Town executive management, and evaluation against a set of guiding principles.
- ▶ A fundamental principle in this analysis is that should the Region no longer exist, all funding, including tax levies and development charges should follow allocation of existing expenditures based on governance decisions and operating models for each service.

¹ <https://www.ontario.ca/laws/statute/s23013>

² <https://www.ola.org/en/legislative-business/bills/parliament-43/session-1/bill-23>

Project Approach

The following provides a high level overview of the project approach, key activities, and deliverables:





Future Governance Model Options and Overview

Current State Service Overview Categories

For the purposes of this analysis, the Town and Region functions, per their organizational structure, have been broken down into two categories:

- Those services delivered by the Town or Region; and
- The operations enabling delivery of those services.

Only in very few scenarios do any Enabling Operations provide a direct touchpoint with residents or businesses (such as property taxes collected by a finance team or communications from the municipality to residents).



Services to Residents & Businesses

High-level service categories include:



Operations supporting delivery of services

Enabling Operations include:



The following slide details a breakdown in responsibility for each of the services between the Town of Oakville and Halton Region.

Current State Service Overview

Indicates services to residents or businesses
 Indicates operations supporting delivery of services

The table below represents an overview of the current model for delivery of services. There is overlap in some of the services performed at Halton Region and those delivered by Town of Oakville, however the actual services delivered may be for different assets or a slightly different aspect of the same service.

Grouping	Service/Sub-Service	Regional	Local	Grouping	Service/Sub-Service	Regional	Local
Emergency Services	Police	Yes		Health Services	Public Health	Yes	
	Fire		Yes		Long-Term Care & Services for Seniors	Yes	
	Paramedics	Yes		Social Services	Children's Services	Yes	
Transit	Transit Services		Yes		Employment and Social Services	Yes	
	Water and Wastewater	Yes			Housing Services	Yes	
Public Works	Stormwater	Yes	Yes	Contact Centre	Contact Centre	Yes	Yes
	Solid Waste Management	Yes			Clerk's Office	Clerk's Office	Yes
	Roads	Yes	Yes	Enabling Operations		Financial Services	Yes
	Forestry	Yes	Yes		Information Technology	Yes	Yes
Planning and Development	Building Services		Yes		Human Resources	Yes	Yes
	Municipal Enforcement		Yes		Legal Services	Yes	Yes
	Economic Development	Yes	Yes		Strategy, Policy and Communications	Yes	Yes
	Planning Services	Yes	Yes		Infrastructure Delivery	Yes	Yes
Community Services	Parks and Open Space	Yes*	Yes		Asset Management	Yes	Yes
	Public Libraries		Yes**		Facilities Management	Yes	Yes
	Cemeteries		Yes				
	Harbours		Yes				
	Recreation and Culture	Yes*	Yes				

*Minor elements of this service exist

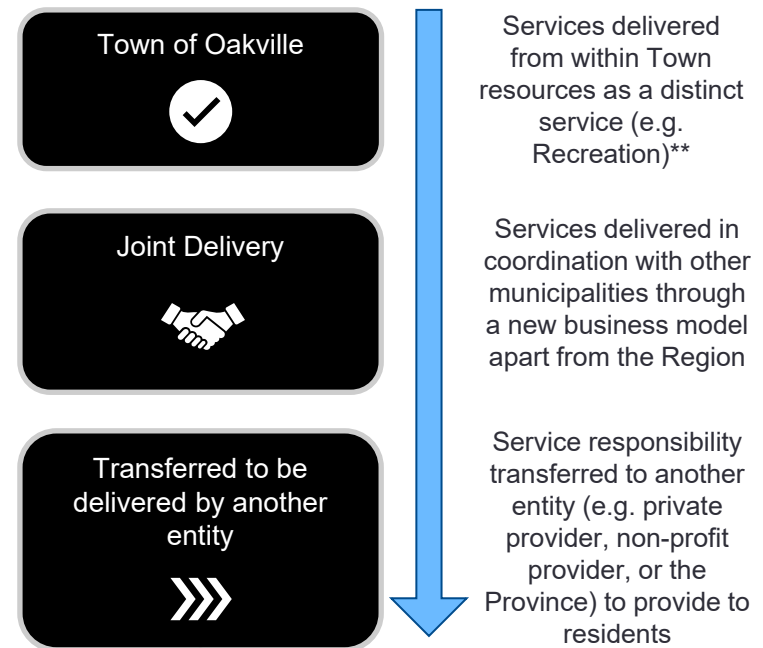
**Public Libraries are not operated by the local municipality, and are a separate legal entity funded by the Town as per governing legislation

Future State Delivery Options

- ▶ Evaluating viable future state service delivery models requires assessing service requirements, legislation and regulation, and funding models to arrive at a model of best fit. The options identified to the right are, at a high level, viable service delivery options for the services in scope for this assessment.
- ▶ To position a governance model for each service, we have considered delivery models in other municipalities, taken guidance through consultations with senior Town officials, and considered the guiding principles.
- ▶ Within the 'Joint Delivery' category, there are a range of options that provide differing levels of control over decision making. This includes various forms of Services Boards and Municipal Corporations:
 - A **Joint Services Board** between all 4 local municipalities where governance and service levels are agreed upon and each municipality contributes towards their share of services delivered. In this model, Halton assets (and debt) ownership would transfer to the municipalities, but be operated/managed by the board.
 - A **Municipal Corporation*** operating as a Utility company, owned by one or more municipalities, and generating rate-based revenues. Municipal Corporations maintain separate finances from a municipality, and municipalities do not have direct control over their day-to-day operations. Business decisions (such as investment for growth) are usually driven by market forces, including demand, competition, internal capabilities, regulation, pricing, etc.

*Municipal Corporations have not been considered as potential delivery options for Emergency Services, Health Services, Public Libraries, Children's Services, and Employment Services as it is prohibited under *O. Reg. 599/06 Municipal Corporations*.

There is a spectrum of potential future governance options available to the Town when considering the dissolution of the Halton Region:

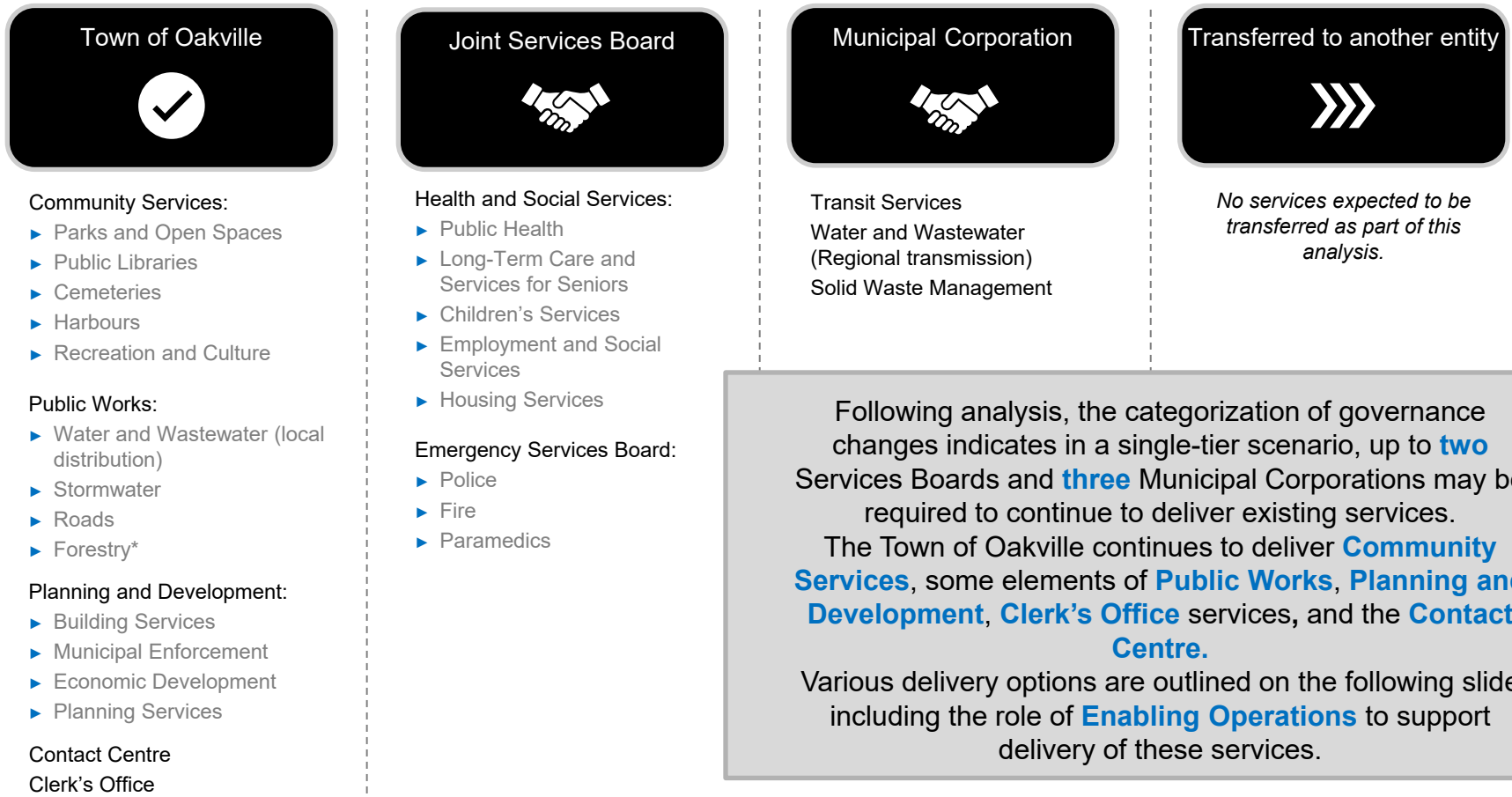


**This option assumes that in a scenario where the Town is downloading a service from the Region, associated Regional funding will be available to the Town.

Summary of Governance Changes

In a scenario where the Town of Oakville is a single-tier municipality, the services currently delivered by Halton Region would still need to be delivered. As such, the summary below represents the governance models for **Services to Residents** suggested by the analysis completed in conjunction with the Steering Committee for the continued delivery of these services.

Joint Delivery Models



Following analysis, the categorization of governance changes indicates in a single-tier scenario, up to **two** Services Boards and **three** Municipal Corporations may be required to continue to deliver existing services. The Town of Oakville continues to deliver **Community Services**, some elements of **Public Works**, **Planning and Development**, **Clerk's Office** services, and the **Contact Centre**.

Various delivery options are outlined on the following slide, including the role of **Enabling Operations** to support delivery of these services.

Key Governance Considerations

Governance Models:

- ▶ Services within the Joint Delivery Models have been categorized and grouped into single delivery entities based on function. Various models could be implemented including options around ownership and governance of Municipal Corporations and Services Boards. These could include, but are not limited to, partnering with only one other municipality for joint service delivery, to contracting out services from a Joint Services Board or Municipal Corporation to any other municipality that may not have an ownership or decision making interest.
- ▶ An example of this included in the detailed analysis is Transit Services where there may be the potential to separate local and rapid transit delivery, or integrate delivery East to West with neighbouring municipalities such as Mississauga, rather than focusing on delivering jointly with the Halton Region Municipalities.

Enabling Operations:

- ▶ The Enabling Operations currently delivered by both the Town of Oakville and Halton Region would still be required to deliver services under a single-tier governance model. The Town would continue to provide these operations for all services that are Locally Delivered.
- ▶ For any Joint Delivery Model, there are various models for Enabling Operations that could be implemented. These include, but are not limited to:
 - ▶ Each Service Board or Municipal Corporation providing these operations themselves, although this would likely result in significant duplication of functions;
 - ▶ A single entity providing Enabling Operations to all the Service Boards and Municipal Corporations to leverage economies of scale and a element of standardization in process and service levels. This could include a municipality such as the Town of Oakville delivering these operations on behalf of the Service Boards and Municipal Corporations for a fee.

For any structural or operational decisions, due consideration should be given to finding efficiencies, and reducing duplication.



Analysis of Governance Models by Service

Guiding Principles

Guiding principles are critical to the development of the governance model as they inform options and guide decision making. The following principles served as a guide for the analysis of future state options for delivery of services in Oakville as a single-tier municipality:




Operational Efficiency	Financial Sustainability	Service Excellence	Town Independence	Meet Housing Targets
 <p>Services are delivered efficiently while minimizing red tape and bureaucracy to simplify processes and streamline service delivery.</p>	 <p>Decisions are made to enable and foster the long-term financial sustainability of the Town.</p>	 <p>Services are delivered consistently, achieve defined outcomes, and meet resident expectations without disruptions to improve the customer experience.</p>	 <p>Processes are streamlined to empower Oakville to preserve its identity and heritage while retaining control over planning, costs, and decision-making.</p>	 <p>Decisions are made to prioritize housing development targets while ensuring sustainable growth for the community.</p>

Strategic Focus:
“Making Oakville a world-class Town with world-class services.”
 - Mayor Rob Burton

Emergency Services – Portfolio Overview

Portfolio Summary

- ▶ Emergency Services constitutes Police, Fire and Paramedics. The delivery for these services is varied, with the Region providing Police and Paramedic Services and the Town providing Fire Services.
- ▶ Emergency management is a wide-encompassing service that spans municipality and regional boundaries. As such, there is a compelling argument for these services to be transferred to be delivered by the Province.
- ▶ Demand for Emergency Services is driven by factors including population growth, density, unit mix, and complexity of service calls, all of which will be impacted by increased housing development in the Town of Oakville. These services need to be responsive to population and demographic changes.

Sub Service	Governance	Responsibilities
 <p>Police</p>	<p>Regional</p>	<ul style="list-style-type: none"> ▶ Halton Regional Police provides policing and enforcement services to the Region, and is governed by the Halton Police Services Board. ▶ Services include emergency and call response, investigations, road safety, community partnerships, and community education.
 <p>Fire</p>	<p>Local</p>	<ul style="list-style-type: none"> ▶ Services include administration and emergency planning, training and fire prevention, communication, emergency response services, and community engagement.
 <p>Paramedics</p>	<p>Regional</p>	<ul style="list-style-type: none"> ▶ The Region's Paramedic Services respond to emergency medical calls and provides non-emergency community paramedicine services to seniors and other vulnerable residents. ▶ Prior to the pandemic, the Province was considering the upload of all Paramedical Services (as it occurs in other provinces), to support better integration with the provincial healthcare system. A provincial model should remain open for consideration should it become feasible in light of the increasing integration required as part of Next-Gen 911.

Police Services



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- The existing Police Service is delivered through a single window of planning and coordination, under a Services Board. This model removes potential senior-level duplication across municipalities and ensures service delivery across municipal boundaries. Continuation under a similar model is likely the most operationally efficient option.
- Moving Police Services to a local model, despite enabling very targeted local services, is likely to reduce cross-regional collaboration, cause significant duplication in roles, and increase the complexity of co-ordinating with other municipalities when required.
- Conceptually, a regional model combining Police, Fire, and Paramedic Services may enable greater service integration, coordinated planning, and seamless service delivery, given Emergency Management spans across municipal and regional borders. However, cultural conflicts between these services are habitual. As such, a combined service delivery model across all Emergency Services could result in operational challenges that may cause the structure to become inefficient with duplication of roles and Enabling Operations.

Financial Sustainability:

- Delivering Police Services locally requires significant investments in resources and equipment, and associated Enabling Operations to provide the service, which may impact sustainability over the long-term.
- Providing Police Services within a Joint Delivery Model is likely be the most financially sustainable option as roles can be right-sized and matched to service demand across a broader base.
- For both delivery models, there would likely be one time costs setting up a Police Services Board under new governance structures. This is likely to be higher in a local delivery model as there are not other municipalities to share in the set-up costs.

Police Services - continued



New Delivery Model Considerations

Service Excellence:

- Providing Police Services through a Joint Delivery Model could enable service excellence. This represents a continuation of the current model with little to no interruption in service.
- The current Services Board has a Local Police Chief responsible for the Town, ensuring service delivery can be tailored to the Town's needs despite this service being delivered at a Regional level. This structure could be maintained under Joint Delivery Model in coordination with other local municipalities.
- The Town currently does not have the required resources or expertise to provide this service and there could be a disruption to service delivery and public safety should the current board be split.

Town Independence:

- If Police Services were to be delivered by the Town, the Town would likely have a high degree of control with an ability to target programs and services to specific populations. This control may be limited should Police Services continue to operate through a Services Board rather than as a department at the Town.
- The current structure with a Local Police Chief for Oakville enables a local perspective and influence on programming despite the service being offered regionally. A similar governance model could be implemented in a Joint Services Board to ensure there is some degree of control from the Town over the Police Services Board.

New Housing Development:

- The delivery of Police Services does not impact new housing development, however the service will need to be responsive to changes in population and demographics. Such changes could include activities such as setting up new Police Stations or changing the staffing model for changing Town priorities. Delivery beyond Town boundaries facilitates efficient planning for station locations and service areas, along with flexibility in resourcing to match changing needs of the broader region.

Fire Services



Baseline Service Overview



Joint Delivery Model



Locally Delivered



Joint Delivery
Model



New Delivery Model Considerations

Operational Efficiency:

- Fire Services is currently delivered by the Town, with mutual aid agreements in place with neighboring municipalities particularly for use in the event of major emergencies.
- There could be operational efficiencies, including enhanced planning for location and number of fire stations, organizational structure improvements, and overall improved service delivery by combining local fire services into a Joint Delivery Model. This model would also enable Fire Services to be provided across municipal boundaries, increasing efficiency of planning, resource allocation, and facility coordination in the response of a major emergency. Additionally, there could be reduced duplication in Enabling Operations across multiple municipalities. Analysis would need to be conducted on the interoperability and integration of equipment across Fire departments as this could negatively impact efficiency.
- Conceptually, a regional model combining Police, Fire, and Paramedic Services would enable greater service integration, coordinated planning, and seamless service delivery, given Emergency Management spans across municipal and regional borders. However, cultural conflicts between these services are habitual. As such, a combined service delivery model across all Emergency Services could result in operational challenges that may cause the structure to become inefficient with duplication of roles and Enabling Operations.

Financial Sustainability:

- Each of Halton's four municipalities have different fire service models. Oakville is the most urbanized, with the newest equipment and highest pay rates, according to consultations with the Town. Given these different structures, wage or service level harmonization may result in significantly increased costs should a Joint Delivery Model be implemented.
- There could also be significant upfront costs in implementing a Joint Service Board with other municipalities for costs such as those associated with integration of equipment for interoperability. These costs would require detailed analysis and may make the Joint Model impracticable.

Fire Services - continued



New Delivery Model Considerations

Financial Sustainability (cont'd):

- Overall efficiencies may result in the long-term for more efficient service planning across municipalities. A Joint Delivery Model may also result in savings by sharing costs across a broader operational base. However, there may be significant implementation costs, and wage harmonization across the various fire services may result in increased labour cost, negating long-term efficiencies.

Service Excellence:

- The Local Delivery model facilitates a set of service standards desired by the Town. There is a risk of these service standards being impacted by combining Fire into a Joint Services Board if agreements are not in place to maintain current service standards as a baseline, with each municipality being required to contribute additional funding to change service standards within their borders.
- Currently, mutual aid agreements allow Oakville Fire to respond to service emergencies across municipal boundaries should local resources in neighbouring municipalities be unable to respond or require additional response vehicles in the case of a significant event. Providing Fire Services through a Joint Delivery Model may improve service quality and responsiveness by further facilitating rapid service delivery across municipal boundaries in comparison to the local delivery model.
- Combining Police, Fire and Paramedics into one Services Board may improve delivery efficiency by ensuring the right teams are sent in a response to a call for service, however cultural conflicts that exist between these services may potentially also reduce delivery speed and quality, and therefore have an impact on public safety.

Town Independence:

- If Fire Services were to continue being delivered locally, the Town would likely have a high degree of control with an ability to target programs and services to specific populations. A local Fire service also contributes to the Town identity and heritage as a service historically delivered by the Town.
- Oakville has a more urbanized fire service in comparison with other regional municipalities, consisting of full-time resources as opposed to models that include a volunteer component. If appropriate governance agreements are not in place, the Town's service standards may be impacted through a change in delivery model.
- The Town could lose direct control over management and distribution of its current facilities, fleet, and programming if Fire is Jointly Delivered with other municipalities, as well as control over workforce structure and resourcing.

New Housing Development:

- The delivery of Fire Services does not impact new housing development, however the service will need to be responsive to changes in urbanization, population and demographics. Such changes could include activities such as setting up new fire stations or changing the staffing model for changes in urbanization. Delivery beyond Town boundaries facilitates efficient planning for station locations and service areas, along with flexibility in resourcing to match changing needs of the broader region.

Paramedic Services



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- The existing Paramedic Service is delivered through a single window of planning and coordination across the Region, removing potential senior-level duplication across municipalities and ensuring service delivery across municipal boundaries. Continuation of Paramedic Services through a Joint Delivery Model is likely the most operationally efficient option.
- Moving Paramedic Services to a local model, despite enabling very targeted local services, is likely to reduce cross-regional collaboration, cause significant duplication in roles, and increase the complexity of co-ordinating with other municipalities when required.
- Conceptually, a regional model combining Police, Fire, and Paramedic Services would enable greater service integration, coordinated planning, and seamless service delivery, given Emergency Management spans across municipal and regional borders. However, cultural conflicts between these services are habitual. As such, a combined service delivery model across all Emergency Services could result in operational challenges that may cause the structure to become inefficient with duplication of roles and Enabling Operations.

Financial Sustainability:

- Delivering Paramedic Services locally could require significant investments in resources and equipment, and associated Enabling Operations would be required to provide the service which may impact sustainability over the long-term. Service areas and station locations may also need to be reviewed along with potential additional infrastructure investments to maintain service standards.
- Providing Paramedic Services within a Joint Delivery Model would likely be a financially sustainable option as roles can be right-sized and matched to service demand across a broader base. The existing service areas and standards could also be maintained without the requirement for further investment in the short-term.
- The set-up of a Paramedic Services Board under any governance model would likely incur one-time costs. These costs are likely to be higher in a local delivery model as there are not other municipalities to share in the set-up costs.

Paramedic Services - continued



New Delivery Model Considerations

Service Excellence:

- Providing Paramedic Services through a Joint Delivery Model could enable service excellence. This represents a continuation of the current model with little to no interruption in service.
- The current delivery of Paramedic Services enables a single window of planning and coordination at the Region, removing potential senior-level duplication across municipalities. This structure could be maintained in a Joint Delivery model allowing for seamless continuation of service delivery under current service standards.
- Combining Police, Fire and Paramedics into one Services Board may improve delivery efficiency by ensuring the right teams are sent in a response to a call for service, however cultural conflicts that exist between these services may potentially also reduce delivery speed and quality and therefore have an impact on public safety.
- The Town currently does not have the required resources or expertise to provide this service and there could be a disruption to service delivery and public safety should the current service be split into local delivery models.

Town Independence:

- If Paramedic Services were to be delivered locally, the Town would likely have a high degree of control managing the service with an ability to target programs and services to specific populations particularly if operates as a department of the Town rather than as Services Board.
- Delivering a service jointly or uploading to the Province decreases the Town's control over programming and day-to-day operations. Governance agreements in a Joint Delivery model could enable a degree of control over a Joint Paramedic Services Board for the Town to influence operations.

New Housing Development:

- The delivery of Paramedic Services does not impact new housing development, however the service will need to be responsive to changes in population and demographics. Such changes could include activities such as setting up new facilities or changing the staffing model for changing Town priorities. Delivery beyond Town boundaries facilitates efficient planning for station locations and service areas, along with flexibility in resourcing to match changing needs of the broader region.

Emergency Services Governance Considerations

The analysis detailed in previous slides suggests that Police, Fire and Paramedics services should each be delivered through a Joint Delivery Model. Within this, consideration should be given on whether these services are bundled into a single Services Board with three departments or each through a separate Services Board. There are cultural challenges that exist between these organizations that suggest without some degree of separation there could be implications to efficiency and public safety by delivering them together.

Single Service Board

- Allows for a single board and governance agreement which enables efficiencies across all Emergency Services. A single board could potentially reduce duplication across Enabling Operations (ex: Finance, Fleet, IT, etc.) dependent on how these services are provided to the Board.
- Creates a single point of oversight for greater service integration, coordinated planning, and seamless service delivery.
- Enables a degree of separation between departments to mitigate potential cultural conflicts, while promoting collaboration under a single board.

Separate Service Boards

- Enables each of Police, Fire and Paramedic Services to focus on delivery of their respective services.
- Mitigates the potential for cultural conflicts in the provision of Emergency Services to impact public safety or operational efficiency.
- Potential to duplicate Enabling Operations across each Board.

The analysis suggests operating Emergency Services under a Single Services Board with three departments for Police, Fire, and Paramedics may be a more efficient delivery option than delivering them individually under separate Services Boards.

Transit Services



Baseline Service Overview



Joint Delivery Model



Locally Delivered



Joint Delivery Model



New Delivery Model Considerations

Operational Efficiency:

- Maintaining Transit Service delivery at the Town may ensure efficiency of transit planning given planning efforts will be a Town responsibility. However, consultations with the Town have indicated that in the current scenario whereby Transit is locally delivered, travelling across municipal boundaries and misalignment with broader regional/provincial transit systems is a significant challenge. This issue would likely persist if Transit continues to be delivered locally.
- A Joint Delivery Model may maximize efficiency of a broader transit system by taking a larger view of GTHA transit routes and sharing infrastructure, operating costs, and resources across a broader base. It is likely that in the short term there would be significant implementation costs through setting up a Joint Delivery Model, including one-time costs to establish the associated Municipal Corporation, costs to standardize Transit fleets, road infrastructure, yards, and equipment across the Region, and cost to integrate and standardize fare systems, among others.

Financial Sustainability:

- The financial cost of operations will not change if the Town continues to locally deliver Transit Services.
- In a Joint Delivery Model, it is critical to establish service level agreements to ensure service levels remain consistent after transition to avoid escalation in costs from service standardization. Governance agreements can be implemented to mandate that funding required to increase service levels in a given community should be borne by that municipality. One-time costs as described above may also result from implementing a Joint Delivery Model.
- While there would be significant up-front costs in aligning infrastructure to support transit service in a Joint Delivery Model, including fleet, yards, and roads, Joint Delivery enables economies and efficiencies of scale which contribute to financial sustainability of the service. Additionally, duplications in service delivery as well as management structures could be decreased by servicing a broader geographical area, suggesting that a Joint Delivery Model for transit is likely the more financially sustainable option in the long-run.

Transit Services - continued



New Delivery Model Considerations

Financial Sustainability (cont'd):

- Various Joint Delivery Models could be considered, including the possibility of the Town becoming a regional Transit provider and offering various levels of service to other municipalities for a fee.
- In a Joint Delivery Model scenario, Federal transit funding is anticipated to be focused on supporting intermunicipal transit models rather than single-city or local systems. Broadening the delivery of Transit Services may open up this funding pool to further invest in Transit infrastructure.

Service Excellence:

- Maintaining Transit as a locally-delivered service enables the Town greater flexibility over servicing and routes, improving outcomes for residents. However, in this scenario, misalignment with regional/provincial transit systems is possible, impacting the service journey for individuals between systems.
- Locally delivered transit also enables the Town greater autonomy to maintain and improve quality of transit infrastructure to support resident outcomes, such as buses, transit shelters and stations.
- A Joint Delivery Model enables more integrated, seamless services for users while allowing for the possibility of east-west (or north-south) transit integration with neighbouring municipalities to better connect residents across the GTHA. However, a joint model may result in inconsistent service levels between lower-tier municipalities. Service level agreements would be required to address associated service disparities.

Town Independence:

- Maintaining Transit as a local service facilitates Town independence and control over transit planning and delivery. An argument could be made for separating the rapid and local transit delivery to ensure rapid transit crosses municipal boundaries while the local transit delivery remains under direct control of the Town.
- A Joint Delivery Model may result in reduced Town control and authority over Transit delivery and related equipment and infrastructure. Potential governance models could include provisions for local demand planning, including having agreements to ensure service delivery, equipment and infrastructure standards are maintained and the Town has some level of control over the service.




New Housing Development:

- Transit Services has a direct impact on new housing development. With the new housing targets from the Province, having Transit available to the broader Region as well as other nearby municipalities is increasingly important. A broader transit network through a Joint Delivery Model could also increase the attractiveness of the Town to new residents and limit the demand for incremental Roads infrastructure.
- In a locally-delivered model, the Town has greater control to adapt Transit Services in line with long-term land-use planning and housing development objectives.

Public Works – Portfolio Overview

Portfolio Summary

- ▶ Public Works constitutes Water and Wastewater, Stormwater, Solid Waste Management, Roads, and Forestry.
- ▶ Delivery of these services is varied. The Region solely provides water, wastewater and solid waste management services, with the Town and Region both providing stormwater, roads, and forestry services.
- ▶ The delivery of these services has implications for the extent and location of new housing development. Demand for Public Works is driven by factors including population growth, density, and unit mix. Aligning Town planning and growth decisions with infrastructure planning and funding is a key driver to ensure these services are responsive to population and demographic changes.



Sub Service	Governance	Responsibilities
 <p>Water and Wastewater</p>	Regional	<ul style="list-style-type: none"> ▶ Responsibilities include treating and distributing water to residents. ▶ These services are fully rate-payer funded.
 <p>Solid Waste Management</p>	Regional	<ul style="list-style-type: none"> ▶ Responsibilities include collection and processing of solid waste material, including garbage, recycling, organics, and leaf and yard waste from residents and businesses.
 <p>Roads</p>	Local and Regional	<ul style="list-style-type: none"> ▶ While Regional roads are owned by the Region and local roads are owned by the Town, the Town currently manages and performs maintenance and winter control across all roads, sidewalks, and traffic signals through contractual agreements.

Sub-services continued on next page.

Public Works – Portfolio Overview

Portfolio Summary

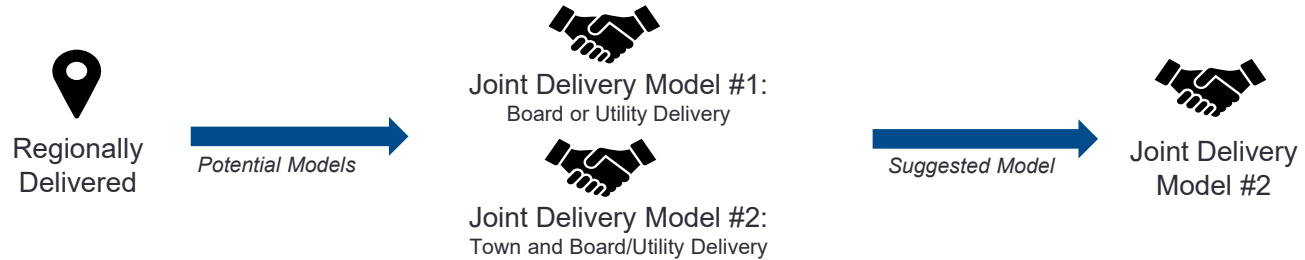
- ▶ Public Works constitutes Water and Wastewater, Stormwater, Solid Waste Management, Roads, and Forestry.
- ▶ Delivery of these services is varied. The Region solely provides water, wastewater and solid waste management services, with the Town and Region both providing stormwater, roads, and forestry services.
- ▶ The delivery of these services has implications for the extent and location of new housing development. Demand for Public Works is driven by factors including population growth, density, and unit mix. Aligning Town planning and growth decisions with infrastructure planning and funding is a key driver to ensure these services are responsive to population and demographic changes.

Sub Service	Governance	Responsibilities
 <p>Stormwater</p>	<p>Local and Regional</p>	<ul style="list-style-type: none"> ▶ The Town and Region both provide stormwater services. Stormwater network assets owned by both the Region and Town include but are not limited to stormwater pipes, catch basins, major and minor culverts, ditches, storm ponds, and creeks. Regional stormwater pipes runs under regional roads, and the Town stormwater pipes runs under Town roads, with both having a similar scope of maintenance. The Town currently manages and performs maintenance for the Region's stormwater system through contractual agreements.
 <p>Forestry</p>	<p>Local and Regional</p>	<ul style="list-style-type: none"> ▶ The Town maintains parks, urban forestry, and local tree management. The Town also maintains greenery along local and Regional sidewalks. This is a contracted service whereby the Town provides tree and grass maintenance along Regional sidewalks on behalf of Halton. Forests that cut through municipal borders are also maintained by the Town. ▶ The Region delivers minimal operations to service Regional forests, staffed by 1-2 arborist positions.

Water and Wastewater



Baseline Service Overview



New Delivery Model Considerations

Given the Water and Wastewater system is composed of Region-wide, intermunicipal transmission mains that cannot be readily split, local delivery of this service is challenging and has not been included in this analysis. Two models for Joint Delivery have been evaluated: 1) All Water and Wastewater services are provided by a Shared Services Board of Municipal Corporation, 2) Regional transmission is serviced by a Shared Services Board or Utility and local distribution is delivered by the Town (split of assets based on pipe diameter and the assets that relate to them, including pumps and plants).

Operational Efficiency:

- Water and Wastewater is currently provided regionally, with assets distributed through the Region. There are currently inefficiencies that get created between Water and Wastewater and Roads when both the Town and Region dig up roads multiple times for different projects that are not coordinated or aligned.
- Creating a Joint Delivery Model that is responsible for all assets and delivery (**Joint Delivery Model #1**) enables integrated planning to service growth and delivery of Water and Wastewater services across all areas from transmission and conveyance to distribution and collection. There are also economies of scale that can be leveraged from providing these services within one entity.
- However, local delivery of Water and Wastewater through **Joint Delivery Model #2** may improve efficiency. Local Delivery of distribution and collection allows for local decisions to be made in tandem with planning decisions, and increased attention to be placed on smaller infrastructure projects specifically around timing, sequencing and funding therefore increasing efficiency.
- Consultations have also indicated Water and Wastewater could be coordinated locally with Stormwater services to improve efficiency of delivery and water management including inflow and infiltration within the Town that may help solve for servicing capacity constraints.
- The concerns around alignment of priorities with Roads projects may be easier to manage under Joint Delivery Model #2 where the Town controls an aspect of service delivery alongside the Roads under which the Water and Wastewater assets runs.

Water and Wastewater - continued



New Delivery Model Considerations

Financial Sustainability:

- There are expected to be one-time implementation costs associated with establishing any new entity for Joint Delivery. This will be incurred regardless of which Joint Delivery Model is suggested.
- Utility models operate on a rate-based structure that generally includes capital recoveries and may even include some return on investment factor to help fund growth servicing. There are also benefits of scale applicable to a joint entity, both on a day-to-day operational level and for research and development opportunities.
- As a separate Corporation wholly responsible for service delivery, an entity in **Joint Delivery Model #1** should be able to assume debt and own assets, preventing the need for the Town to take on debt currently owed by the Region against Water and Wastewater assets. This entity would also be able to operate, coordinate and plan independently and ensure that fees are used optimally.
- Splitting Water and Wastewater into separate entities through **Joint Delivery Model #2** may result in increased costs due to duplications in Enabling Operations, overlap in resources (although resources would be required to deliver the work regardless of what entity they work for), and duplication of specific skillsets. The rates charged to residents would also need to be split between the Town and new entity to support the service delivery, adding complexity to the financial management process and assessment of financial sustainability. To avoid a disconnect in this rate based program, the Town would need to work with the Joint Delivery entity to ensure only one bill is sent to residents for all water and wastewater related services.
- Under either Joint Delivery Model, it will be critical to ensure there is a regulatory framework for checks and balances to ensure fair pricing for services.

Service Excellence:

- In **Joint Delivery Model #1**, efficiencies may be leveraged from having a single entity responsible for planning and distribution to facilitate optimal service delivery outcomes. This model allows for residents to have a single point of contact for all Water and Wastewater services. Service levels desired by the Town can be built in to the governance arrangement to ensure accountability for service delivery.
- Providing Water and Wastewater at a local level through **Joint Delivery Model #2** may increase timeliness of service delivery, thereby improving service quality. Having the Town in control of local distribution and collection provides an additional level of control over service delivery, however this could result in delays for any activities relating to integration with the Water Mains and Trunk Sewers held in a separate entity. Given ownership of the local delivery, the Town would be the primary point of contact for residents for all Water and Wastewater related inquiries. Further, local ownership of Water, Wastewater, in conjunction with Stormwater services would enable greater coordination of flood mitigation initiatives while providing enhanced customer service through a single point of contact in the case of flooding.

Water and Wastewater - continued



New Delivery Model Considerations

Town Independence:

- Adopting Water and Wastewater as a local service in **Joint Delivery Model #2** may promote Town independence and control, whereas adopting **Joint Delivery Model #1** would likely not have the same benefit.
- Options around providing Water and Wastewater Services either through a Joint Services Board or Municipal Corporation has implications for Town independence. A Joint Service Board enables the Town greater control over the service while also taking on a portion of the Water and Wastewater assets and liabilities. While a Municipal Corporation or Utility would maintain separate finances, the Town would have limited control over servicing and direction.
- Potential governance models could include provisions for local demand planning, including having service level agreements (similar to that of Alectra) to ensure service delivery is maintained and the Town has some level of control over the service.

New Housing Development:

- Water and Wastewater Services have a direct impact on new housing development. The capacity and location of infrastructure has implications on the extent to which new housing can be developed, and its geographic location.
- Delivering all Water and Wastewater services through a single entity through **Joint Delivery Model #1** enables a single point of planning, thereby reducing coordination required to deliver on development which may enable rapid delivery of housing. Contrary to this, however, if servicing and local distribution are not delivered where they are required, the speed of new housing development may be negatively impacted.
- **Joint Delivery Model #2** may enable a working relationship between the Town, residents, developers, and businesses, and empowers the Town with greater control and decision-making abilities. This model integrates development and delivery of services with planning and funding decisions, potentially facilitating the speed of housing delivery. Joint Delivery Model #2 also facilitates local decision making on allocation of servicing to expedite new housing development, which may be difficult to manage through Joint Delivery Model #1.

Solid Waste Management



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- Solid Waste Management is currently delivered by the Region with asset-intensive operations including waste collection, processing and disposal at landfills within Halton.
- Given that Solid Waste Management assets are distributed, coordinating their local operation may pose a challenge, including a lack of local resources, expertise, and capacity to deliver the service. Additionally agreements would have to be created with other municipalities for the use of assets or delivery of services that are geographically within their municipal boundaries (e.g. the Halton Waste Management Site in Milton) and new collection contracts agreed with contractors.
- As a result, delivering Solid Waste Management services through a Joint Delivery Model is likely the most operationally efficient option as economies of scales and existing contracts might be maintained.

Financial Sustainability:

- Joint Delivery of Solid Waste Management services would not result in any significant financial changes with the exception of set-up costs of a Utility and any changes to funding agreements as a result of the creation of a new entity. Under a Municipal Corporation the funding model for this service could also be revisited with a rate-based model being considered to remove the reliance for funding from the tax base.
- Providing the service locally may result in increased costs for the Town, given operational challenges highlighted, and duplication of resources that may occur across municipalities resulting in increased long-term operational costs. Agreements with other municipalities (or private corporations) for waste processing and disposal may also incur a higher costs than if a Joint Delivery Model were implemented in coordination with those municipalities.

Solid Waste Management - continued



New Delivery Model Considerations

Service Excellence:

- In a Joint Delivery Model efficiencies may be leveraged from having a single entity responsible for planning and delivery to facilitate optimal service delivery outcomes. This model allows for residents to have a single point of contact for all Solid Waste Management services. Service levels desired by the Town can be built in to the governance arrangement to ensure accountability for service delivery and capacity for growth.
- Given assets are located regionally, it may be simpler to continue with a standardized collection route and schedule for solid waste products under a single entity responsible for the entire system.
- The location of assets may impact service delivery in a local delivery model as the Town would likely have to enter into agreements with other municipalities or private providers for a large portion of the Waste Management services currently delivered by the Region.

Town Independence:

- Adopting Solid Waste Management as a local service promotes Town independence and control and enables the Town to optimize service levels and schedules based on resident needs (with an associated financial impact). Given the environmental impact associated with this service (i.e. landfill vs. incineration considerations), providing the service locally also enables the Town to align outcomes with climate change mitigation measures.
- Options around providing Solid Waste Management either through a Joint Services Board or Municipal Corporation has implications for Town independence. A Joint Service Board enables the Town greater control over the service while also taking on a portion of the Solid Waste Management assets and liabilities. A Municipal Corporation or Utility would maintain separate finances from the municipalities, however level of control over servicing and direction would likely be impacted.
- Potential governance models could include provisions for local demand planning, including having service level agreements (similar to that of Alectra) to ensure service delivery is maintained and the Town has some level of control over the service.

New Housing Development:

- The provision of Solid Waste Management services are required in response to new housing development with implications to items such as service delivery, efficiency, and capacity.
- Securing capacity for growth at may be easier and more fiscally sustainable through a Joint Delivery Model that through local delivery given the considerations in this analysis.

Roads

Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- Operational efficiency may increase if all Roads Services are provided locally, with the Town taking over the regional Road system. The operations required for Regional and Local roads are similar therefore consolidating all assets into one entity may allow for a reduction in complexity of planning and service levels and a reduction in duplication of functions resulting from managing roads in two entities.
- The Town already collaborates with other municipalities on boundary roads so adding collaboration on regional roads will align with this existing activity and remove one entity therefore reducing complexity.
- The Town currently manages and performs maintenance and winter control across all roads, sidewalks, and traffic signals through contractual agreements. Therefore, formalizing the delivery of Roads services to the Town would likely require minimal incremental efforts.
- Delivery of Regional Roads through a Joint Delivery Model with other municipalities may require revisiting current service contracts and complexity of co-ordination with other municipalities that may impact operational efficiency.
- Management of Stormwater pipes and Roads are closely related due to the linear infrastructure locations. A consistent model should be adopted for both services should the Region no longer exist.

Financial Sustainability:

- The Town currently maintains Regional Transportation systems and has the expertise to perform capital management on Regional Road assets.
- Local delivery of Roads services would likely enable continued operational efficiency and may result a lower overall cost of service from items such as a reduction in the number of senior positions or economies of scale from owning a larger asset base, however physical resources would still be required to deliver the service.
- In order to deliver all Roads services, the Town would require the funding allocated to this service in the Region's budget to support the increased asset base. The Town would also require additional resources to complete capital projects and renewals.
- Efforts to align service levels across Regional and Local roads may increase costs to the Town but would be at Council's discretion.

Roads - continued



New Delivery Model Considerations

Service Excellence:

- Given the Town currently completes maintenance of both the Town and Regional Road system, service outcomes should not be impacted by delivering this service locally.
- Shifting all Road planning to the Town may reduce inefficiencies in coordination and planning with the Town completing all capital projects and renewals, while providing a single point of contact for residents for all Roads-related services. This may also reduce service delays and traffic congestion as a result of construction.
- Delivery of Regional Roads through a Joint Delivery Model with other municipalities may require revisiting current service contracts and complexity of co-ordination with other municipalities that may impact service levels.

Town Independence:

- Adopting Roads as an entirely local service promotes Town independence and control and enables the Town to optimize planning, infrastructure development and maintenance, development approvals, and service levels based on resident needs and to facilitate housing development. Local delivery of Roads services enables Town control over policy setting for roads and related infrastructure, such as transit priority lanes, non-motorized vehicle integration, and urban design and streetscaping.
- Providing Regional Roads services through a Joint Delivery Model may introduce a level of complexity to service delivery and planning and reduce the level of control the Town has over the service. Potential governance models under a Joint Delivery Model could include provisions for local demand planning, including having service level agreements to ensure service delivery is maintained and the Town has some level of control over the service.

New Housing Development:

- Roads infrastructure has a direct impact on new housing development. The capacity and location of infrastructure has implications on the extent to which new housing can be developed, and its geographic location.
- Efficiencies identified around infrastructure planning, maintenance and delivery could play a role in reducing approval times for developments if governed locally by the Town. Delivering all Road services locally enables a single point of planning, thereby facilitating coordination to expedite delivery of housing.

Stormwater



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- Stormwater pipes are largely located under or in close proximity to roads. As a result of this, similar considerations analysed for Roads services would also apply to Stormwater. The Town currently maintains Regional Stormwater pipes as a contracted service.
- Operational efficiency may increase if Stormwater services are Locally Delivered, with the Town taking over the Regional Stormwater system, enabling greater overall planning efficiency and water management strategies through ownership of all assets. Formalizing the delivery of Stormwater services to the Town would require minimal incremental efforts.
- Delivery of Stormwater Services through a Joint Delivery Model with other municipalities may require revisiting current service contracts and introduce complexity through co-ordination required with other municipalities that could impact operational efficiency.

Financial Sustainability:

- The Town currently maintains Regional Stormwater systems and has the expertise to perform capital management activities on these assets. Local delivery of Stormwater services may result a lower overall cost of service from items such as a reduction in the number of senior positions or economies of scale from managing a larger asset base, however physical resources would still be required to deliver the service. The ownership of the entire system also allows for improved water management overall that could have financial savings associated with them over the long-run. Efforts to align service levels across Regional and Local roads may increase costs to the Town but would be at Councils discretion.
- Under a Joint Delivery Model, there could be operational savings through economies of scale, however the reduction in control over the assets and broader system, along with potential wage harmonization may outweigh any potential efficiencies of this model.

Stormwater - continued



New Delivery Model Considerations

Service Excellence:

- Given the Town currently completes maintenance of both the Town and Regional Stormwater system, service outcomes should not be impacted by shifting to a Local Delivery Model.
- Shifting planning of all Road and Stormwater to the Town may reduce inefficiencies in coordination and planning between the Region completing capital projects and renewals and the Town's infrastructure requirements. This could also reduce service delays and traffic congestion as a result of construction.
- Local ownership of Stormwater services in conjunction with Water and Wastewater would enable greater coordination of flood mitigation initiatives while providing enhanced customer service through a single point of contact in the case of flooding.
- Delivery of Regional Stormwater services through a Joint Delivery Model with other municipalities may require revisiting current service contracts and complexity of co-ordination with other municipalities that may impact service levels if not appropriated governed by service level agreements.

Town Independence:

- Adopting Stormwater services as an entirely local service promotes Town independence and control and enable the Town to enhance these services at Council's discretion to more closely align with the Town's overall water management strategies.
- Providing Stormwater services through a Joint Delivery Model may introduce a level of complexity to service delivery and planning and reduce the level of control the Town has over the service levels.

New Housing Development:

- Stormwater services will need to be responsive to changes in Roads infrastructure resulting from new housing development. Service levels and water management strategies may need to be reviewed as development occurs to ensure it matches the level of urbanization. Service level changes would be easier to implement in a model where the Town controls the delivery of these services.

Forestry



Baseline Service Overview



Locally and Regionally Delivered



Joint Delivery Model



Locally Delivered



Locally Delivered



New Delivery Model Considerations

The following analysis includes considerations relating for Forestry services provided as part of the Regional Road Services agreement. Forestry considerations relating to Parks and Open Space have been included on Slide 47.

Operational Efficiency:

- Forestry assets are largely located in close geographic proximity to Roads. As a result of this, similar considerations analysed for Roads services would also apply to Forestry. The Town currently maintains greenery along Local and Regional sidewalks within Oakville as a contracted service. Formalizing the delivery of Forestry services to the Town would require minimal incremental efforts and may further streamline operations.

Financial Sustainability:

- The Town currently maintains Regional Forestry along Roads and has the expertise and capacity to continue to deliver these services. Local delivery of Forestry services would likely enable continued operational efficiency and may result a lower overall cost of service from items such as a reduction in the number of senior positions or economies of scale from managing a larger asset base, however physical resources would still be required to deliver the service.
- In order to deliver all Forestry services, the Town would require the funding allocated to this service in the Region's budget. The Town may also require additional resources to complete capital projects and renewals.

Service Excellence:

- Given the Town currently completes maintenance of both the Town and Region Forestry Services such as roadside grass cutting, service outcomes should not be impacted by delivering this service locally.
- Shifting all planning to the Town may reduce inefficiencies in coordination and planning, while providing a single point of contact for residents for all forestry-related services.
- Delivery of Regional Forestry services through a Joint Delivery Model with other municipalities may require revisiting current service contracts and complexity of co-ordination with other municipalities that may impact service levels.

Forestry - continued



New Delivery Model Considerations

Town Independence:

- Adopting Forestry services as an entirely local service promotes Town independence and control and enable the Town to enhance these services at Council's discretion to more closely align with the Town's desired look and feel.
- Providing Forestry services through a Joint Delivery Model may introduce a level of complexity to service delivery and planning and reduce the level of control the Town has over the service levels.

New Housing Development:





- Forestry services will need to be responsive to changes in Roads infrastructure resulting from new housing development. Service levels may need to be reviewed as development occurs to ensure it matches the level of urbanization. Service level changes would be easier to implement in a model where the Town controls the delivery of these services.

Note: The impact of a change in governance on Regional Forests would have to be analysed in detail as there may be complexities in the ownership of these assets that cross municipal boundaries, however the impact to cost and service delivery is likely to be minimal. Separate governance models or agreements may need to be implemented for these assets following consultation with the Province.

Planning and Development – Portfolio Overview

Portfolio Summary

- ▶ Planning and Development constitutes Building Services, Municipal Enforcement, Economic Development, and Planning Services.
- ▶ The delivery of these services is varied. The Town of Oakville currently provides all Planning and Development Services, with the Region also providing Economic Development and Planning Services.
- ▶ With the assent of Bill 23, all planning responsibilities belong to local municipalities. As a result, the Town will be responsible for these functions going forward, and planning responsibilities cease to exist at the Regional level.

Sub Service	Governance	Responsibilities
 <p>Building Services</p>	Local	<ul style="list-style-type: none"> ▶ Responsibilities include building administration, permit, zoning and inspection services.
 <p>Municipal Enforcement</p>	Local	<ul style="list-style-type: none"> ▶ Responsibilities include by-law services, licensing, and administration of the Humane Society.
 <p>Economic Development</p>	Local and Regional	<ul style="list-style-type: none"> ▶ Economic Development Services are currently delivered by the Town and the Region. At both the Town and Region, these include services to support the growth of existing businesses while attracting new ones, supporting and advancing tourism, and supporting job creation. ▶ Economic Development Services provided at the Region also include small business support which is not provided by the Town.
 <p>Planning Services</p>	Local and Regional	<ul style="list-style-type: none"> ▶ Planning Services include establishing overall direction of the organization, urban design, and policy planning for the Town. ▶ Planning Services are currently delivered by the Town and the Region. However, with the assent of Bill 23, all planning responsibilities have moved to local municipalities. As a result, the Town will adopt all associated planning responsibilities.

Building Services



Baseline Service Overview



Locally
Delivered



Suggested Model



Locally
Delivered



New Delivery Model Considerations

Operational Efficiency:

- Building Services are currently delivered by the Town and is focused on providing Oakville-specific supports and upholding municipal-specific regulations, such as building administration, permits, zoning, and the Committee of Adjustments. The Town has the resources and structures in place to deliver this service.
- Co-ordinating the delivery of this service through a Joint Delivery Model with other municipalities may be complicated given its reliance on local policies and regulations. Any change in policy or regulation would require coordination with a Joint Delivery agency in order to implement and changes could take time to achieve. Retaining Building Services as a local service would likely a more efficient option as a result of this.
- Continued local delivery would facilitate timely responsiveness while retaining local expertise and connection to Council priorities.

Financial Sustainability:

- The financial cost of operations will not change if the Town continues to deliver Building Services.
- The set up of a Service Board and added complexity under a Joint Delivery Model may increase the cost of delivery given the time and effort to manage across municipalities with differing regulations and service levels.

Service Excellence:

- Providing Building Services locally enables continuation of the current level of service delivery, given the Town has the required resources in place to respond to resident and business needs.
- Joint Delivery may increase service delivery time by adding in an extra layer to processes and removing the direct contact point with the Town, who sets the regulations, for any interactions or enquiries.

Town Independence:

- Delivering Building Services locally continues to empower Oakville by retaining control over building activities.
- A Joint Delivery model would decrease the Town's control over services, despite some of this impact potentially being managed through governance agreements.

New Housing Development:

- Building Services has an impact on new housing development as the department issues permits to allow for housing construction and development. Moving this function to a Joint Delivery Model likely adds complexity and red-tape and may slow down the New Housing Development process.

Municipal Enforcement



Baseline Service Overview



Locally
Delivered



Suggested Model



Locally
Delivered



New Delivery Model Considerations

Operational Efficiency:

- Municipal Enforcement provides local services such as by-law services, licencing, and administration of the humane society, and is currently delivered by the Town. Retaining the service within the Town would facilitate a continuation of the existing operational processes and responsiveness while retaining local expertise.
- Continued local delivery facilitates alignment of licencing and enforcement activities with local Council priorities and enables easier changes in delivery to any by-law modifications.
- Co-ordinating the delivery of this service through a Joint Delivery Model with other municipalities may be complicated given it incorporates Oakville-specific by-law services and licencing. Any change in by-laws would require coordination with a Joint Delivery agency in order to implement and changes could take time to achieve. Retaining Municipal Enforcement as a local service may therefore be a more efficient option.

Financial Sustainability:

- The financial cost of operations will not change if the Town continues to deliver Municipal Enforcement.
- The added complexity under a Joint Delivery Model may increase the cost of delivery given the time and effort to manage across municipalities with differing by-laws and licencing requirements.

Service Excellence:

- Providing Municipal Enforcement locally enables continuation of the current level of enforcement, given the Town has the required resources in place to respond to resident and business needs.
- Joint Delivery may increase service delivery time by adding in an extra layer to processes and removing the direct contact point with the Town to which by-law and licencing requirements relate.

Municipal Enforcement - continued



New Delivery Model Considerations

Town Independence:

- The vision of the department is “To promote livability, protect quality of life and maintain community standards through education, innovation and enforcement.”¹ Local delivery supports the Town’s Independence achieving this by being in direct control of the service delivery.
- A Joint Delivery model would decrease the Town’s control over services, despite some of this impact potentially being managed through governance agreements.

New Housing Development:

- Municipal Enforcement has some impact on new housing development through enforcement of by-law services which may impact housing construction. Moving this function to a Joint Delivery Model likely adds complexity may slow down responsiveness of enforcement activities.

1. Town of Oakville 2023 Annual Budget

Economic Development



Baseline Service Overview



Locally and Regionally Delivered



Joint Delivery Model



Locally Delivered



Locally Delivered



New Delivery Model Considerations

Operational Efficiency:

- Retaining Economic Development as a local service would likely be the most efficient option.
- The Town and Region both provide Economic Development activities with the Region focusing on non-residential growth as well as leveraging the services of Toronto Global. Parts of this service are duplicative across the Region and Town and hence may be more suitably delivered by a single entity.
- A single strategy and aligned initiatives determined by the Town facilitates planning efficiency and duplication reduction.
- Moving Regional small business functions, a unique offering, along with the Toronto Global relationship to the Town may enable Oakville to achieve greater alignment across the broader economic agenda.
- Moving to a Joint Delivery Model would facilitate alignment in activities across multiple municipalities, however given the differences in urbanization and Municipal priorities, the delivery may be more complex in a Joint Delivery Model than in a local model.

Financial Sustainability:

- To maximize investment in Economic Development activities, duplications should be eliminated. In a local delivery model, the Town can ensure that tax levy funding is spent on local priorities that directly benefit the Town. A Joint Delivery Model would spread funding across multiple priorities and the Town could potentially receive less value per dollar spent than in a local delivery model.

Service Excellence:

- Providing Economic Development locally would likely be the suggested option to ensure service excellence.
- A single Economic Development strategy reduces misalignment in messaging and services that may confuse residents and hinder service quality. Furthermore, services targeted at small business can be personalized to address the unique needs of the Town as opposed to standardized regionally.

Economic Development - continued



New Delivery Model Considerations

Town Independence:

- The Town has a vision for Oakville to be “the community where companies want to be.”¹
- Delivering Economic Development locally facilitates this by allowing the Town to direct activities and funding to areas that align to their vision as a Town. Delivering the service through a Joint Delivery Model reduces the Town’s control over programming and investment attraction.

New Housing Development:

- Economic Development focuses on attracting businesses to the Town of Oakville. Although this has little direct relationship to new housing development, Town requirements for mixed-use buildings in any new housing developments, and hence businesses to occupy those spaces may be impacted by Economic Development activities. In addition to this, many residents want to live in the area in which they work, so the attraction of businesses may impact the demand for housing in the area.
- Economic Development through a Joint Delivery Model reduces the Towns ability to control the types of economic investment targeted through specific activities.

1. Town of Oakville 2023 Annual Budget

Planning Services



Baseline Service Overview



Locally and Regionally Delivered



Suggested Model



Locally Delivered



New Delivery Model Considerations

Operational Efficiency:

- Planning Services are currently delivered by the Town and the Region, however all planning responsibilities will move to the Town with the assent of Bill 23. Given this change, the practical model for delivery is to maintain all planning activities at a local level.
- The Town and Region currently both have Planning Services that in many cases may be duplicative. Streamlining this in a single local-delivery model removes the duplications and multiple layers of approvals to enhance operational efficiency.

Financial Sustainability:

- From a financial perspective, elimination of duplication and red-tape in a process usually resulting in a decreased cost or productivity improvements. Will the responsibility for this delivery falling on the Town, it is anticipated that the aggregate cost of delivering this service would decrease.

Service Excellence:

- A single point of accountability for Planning Services provides the opportunity for service outcomes to be prioritized and owned by the Town. Service standards can be set by Council and actioned by the department.

Town Independence:

- Owning Urban Design Policy and Practices along with “balancing community needs, economic prosperity, heritage conservation and environmental sustainability”¹ actively enables the Town to own and deliver on its desired Town identity while retaining control over planning, costs, and decision-making.

New Housing Development:

- Planning is a critical service which guides new housing development within the Town. Oakville Urban Design priorities and areas of densification can be actively identified and prioritized with co-ordination for appropriate infrastructure servicing capacity.

1. Town of Oakville 2023 Annual Budget

Contact Centre



Baseline Service Overview



Locally and Regionally Delivered



Joint Delivery Model



Locally Delivered



Locally Delivered



New Delivery Model Considerations

Operational Efficiency:

- Contact Centers provide a direct point of contact between residents and a municipality. They are both a service offered to residents and an enabling function for the delivery of certain services with a requirement for resident interaction.
- Providing these services locally for all locally delivered services allows the Town to align training and contact center service offerings to service delivery activities. Although these services could be outsourced, having a focus on Town-specific services makes delivery locally rather than through a Joint Model operationally easier.
- A Joint Delivery model required all policies, communications and guidance that may be Town-specific to be delivered alongside services from other municipalities. This could get complicated and impact both cost and service delivery.
- Any service Jointly Delivered may require Contact Center capabilities to support them. For example, an Entity delivering Water and Wastewater services would require a customer service/contact center team to field customer inquiries. These would need to be individually evaluated to determine whether they would be best served through a single point of contact within the Town or an individual contact center for that Joint Delivery Model.

Financial Sustainability:

- Absorbing Regional Contact Centre functions into the Town may require additional resources to be transferred from the Region to support service delivery, however cost savings will likely be realized from achieving economies of scale and reducing management positions.
- Although cost savings from economies of scale may also occur in the scenario of a Joint Delivery Model, the complexity of managing calls for multiple, differing municipalities may result in incremental resource requirements.
- The cost of specific Contact Centers for any service Jointly Delivered Services would need to be determined and considered in aggregate once the requirements for that service are determined.

Contact Centre - continued



New Delivery Model Considerations

Service Excellence:

- Having a single point of contact for resident for all services would provide an opportunity to maximise service excellence as there would be no confusion of who to call for support. Eliminating the Regional Contact Centre enables seamless services and allow for a single point of contact for residents, particularly if the Region's 311 helpline is transferred and maintained by the Town.
- The complexity of managing calls for multiple Municipalities, combined with the reduced level of control of the Town over these services in a Joint Delivery Model could impact service delivery outcomes.
- Contact Centers for any service Jointly Delivered Services would require their own service standards and could operate independently similar to the way Alectra currently runs.

Town Independence:

- A Key Program Initiative for the Town is "Effective communication plans to support town programs and services, ensure open and transparent government, and increase public awareness, engagement and understanding of town priorities and emerging issues"¹. Controlling delivery of Contact Centers directly supports this initiative with the ability to achieve this being diluted under a Joint Delivery Model.
- In delivering a service locally, the Town's ability to target programs and services to specific populations increases. Delivering a service jointly would decrease the Town's control over programming.

New Housing Development:

- Delivery of Contact Centres does not impact new housing development, however the service will need to be responsive to changes in services offered and population needs.

1. Town of Oakville 2023 Annual Budget

Clerk's Office



Baseline Service Overview



Locally and Regionally Delivered



Suggested Model



Locally Delivered



New Delivery Model Considerations

Operational Efficiency:

- Clerk's Office services are currently delivered by the Town and the Region. If the Region were dissolved, the Regional Clerk's Office would no longer be required in the absence of Halton Region government.
- A change from the singular Clerk's Office at the Town would increase complexity in the delivery of a variety of functions in accordance with provincial legislative requirements, municipal by-laws and Council direction.

Financial Sustainability:

- Eliminating the Regional Clerk's Office may result in some overall cost savings, however the Town may require additional resources as a result of absorbing additional services from the Region and adaption to any Council changes that may occur as the result of a governance change.

Service Excellence:

- Providing Clerk's Office services enables continued service delivery and allow for one point of contact for residents. Some functions may need to adapt in the absence of a regional Clerks office.

Town Independence:

- Delivering Clerk's Office services locally enables the Town to target programs and services to specific populations in line with Town strategic priorities and legislative requirements.






New Housing Development:

- Delivery of Clerk's Office services does not impact new housing development, however demand for services may grow and change as population and demographics change with new housing development.

Community Services – Portfolio Overview

Portfolio Summary

- ▶ Community Services constitutes Parks and Open Spaces, Libraries, Cemeteries, Harbours, and Recreation and Culture. The Town of Oakville currently delivers all Community Services, with the Region providing some services to develop and manage parks and museums not geographically located within Oakville.

Sub Service	Governance	Responsibilities
 <p>Parks and Open Spaces</p>	<p>Local and Regional</p>	<ul style="list-style-type: none"> ▶ Parks and Open Spaces Services are primarily delivered by the Town. This includes developing, managing, and maintaining the Town’s parks and open space system. ▶ The Region is responsible for developing and managing the Burloak Regional Waterfront, a park not geographically located within Oakville.
 <p>Public Libraries</p>	<p>Local</p>	<ul style="list-style-type: none"> ▶ Public Library Services are currently delivered by the Town. ▶ The Oakville Public Library is a separate legal entity that is funded primarily by the Town as per legislative requirements. All corporate service functions with the exception of Human Resources and Communications are provided by the Town to the Oakville Public Library.
 <p>Cemeteries</p>	<p>Local</p>	<ul style="list-style-type: none"> ▶ Cemetery Services are currently delivered by the Town. This includes administration and maintenance of active cemeteries in addition to providing maintenance of pioneer cemeteries.
 <p>Harbors</p>	<p>Local</p>	<ul style="list-style-type: none"> ▶ Harbour Services are currently delivered by the Town. This includes harbour services to mooring customers in Oakville and Bronte Harbours, servicing approximately 880 boating customers.
 <p>Recreation and Culture</p>	<p>Local and Regional</p>	<ul style="list-style-type: none"> ▶ Recreation and Culture Services are currently delivered by the Town. ▶ There are no recreation services provided by the Region. The Region’s cultural services are focused on operating the Halton Region Museum, a Regional museum not geographically located within Oakville, and some museum planning efforts, specifically Halton Region’s Heritage Services Masterplan which is designed to support local museum efforts.

Parks and Open Spaces



Baseline Service Overview



**Regionally delivered services specifically refers to services to develop and manage Burloak Waterfront Park, a park not geographically located within Oakville. The development and management of Burloak Park does not impact the Town's delivery of Parks and Open Spaces services.*



New Delivery Model Considerations

Operational Efficiency:

- Retaining Parks and Open Spaces as a local service would likely be the most operationally efficient option. Given Parks and Open Spaces provides local services, retaining the service within the Town ensures timely responsiveness while retaining local expertise.

Financial Sustainability:

- The financial cost of operations will not change if the Town continues to deliver Parks and Open Spaces.

Service Excellence:

- Continuing to provide Parks and Open Spaces locally would be the suggested option to ensure service excellence.
- The Town currently has the required resources to respond to local needs. A Joint Delivery Model would provide services to a broader jurisdiction which may potentially decrease service responsiveness and personalization.

Town Independence:

- Delivering Parks and Open Spaces locally is the suggested option to ensure Town independence.
- In delivering a service locally, the Town's ability to target programs and services to specific populations increases. Delivering a service jointly would decrease the Town's control over programming.

New Housing Development:

- Delivery of Parks and Open Spaces does not directly impact new housing development, however the service will need to be responsive to changes in population and demographics. For example, planning for new development will need to ensure sufficient parks and open spaces are provided which may impact parks operations in the long-run.

Public Libraries



Baseline Service Overview



**Public Libraries in the Region are delivered at the local level and are funded by the local municipality, but are separate legal entities that are independently operated.*



New Delivery Model Considerations

- | | |
|----------------------------------|---|
| Operational Efficiency: | <ul style="list-style-type: none"> Public Libraries are a separate entity from an operational perspective and as such would be unaffected by changes. |
| Financial Sustainability: | <ul style="list-style-type: none"> The Town is required to fund Public Libraries as a legally-obligated municipality. If the governance structure were to change, the funding requirements would need to be assigned to the appropriate order of government. |
| Service Excellence: | <ul style="list-style-type: none"> Public Libraries are a separate entity from an operational perspective and as such would be unaffected by changes. |
| Town Independence: | <ul style="list-style-type: none"> Public Libraries are a separate entity from an operational perspective and as such would be unaffected by changes. |
| New Housing Development: | <ul style="list-style-type: none"> Delivery of Public Libraries does not impact new housing development, however the service will need to be responsive to changes in population and demographics. |

Cemeteries



Baseline Service Overview



Joint Delivery Model



Locally Delivered



Locally Delivered



New Delivery Model Considerations

Operational Efficiency:

- Retaining Cemeteries as a local service would likely be the most operationally efficient option. Given Cemeteries provides local services within Town boundaries, retaining the service within the Town enables timely responsiveness while retaining local expertise.
- However, providing Cemetery Services through a Joint Delivery Model may enable sharing of expertise and resources across municipal borders and eliminate duplications, thereby increasing operation efficiency.

Financial Sustainability:

- The financial cost of operations will not change if the Town continues to deliver Cemeteries.

Service Excellence:

- Continuing to provide Cemeteries locally would be the suggested option to ensure service excellence.
- The Town currently has the required resources to respond to local needs. A Joint Delivery Model would provide services to a broader jurisdiction which may potentially decrease service responsiveness and personalization.

Town Independence:

- Delivering Cemeteries locally is the suggested option to ensure Town independence.
- In delivering a service locally, the Town's ability to target programs and services to specific populations increases. Delivering a service jointly would decrease the Town's control over programming.

New Housing Development:

- Delivery of Cemeteries does not impact new housing development, however the service will need to be responsive to changes in population and demographics.

Harbours



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- Retaining Harbours as a local service would likely be the most operationally efficient option given current arrangements and servicing. However, there could be potential operational efficiencies if a Joint Delivery Model was adopted across municipal harbours. Given Burlington is the only other municipality within Halton Region who operates a Harbour, a Joint Delivery Model may potentially standardize management and service delivery.

Financial Sustainability:

- The financial cost of operations will not change if the Town continues to deliver Harbours.

Service Excellence:

- Continuing to provide Harbours locally would be the suggested option to ensure service excellence. However, Harbour Services delivered through a Joint Delivery Model may create operational efficiencies that might translate to improved services for residents.

Town Independence:

- Delivering Harbours locally is the suggested option to ensure Town independence.
- In delivering a service locally, the Town's ability to target services to specific populations increases. Delivering a service jointly with Burlington would decrease the Town's control over programming.

New Housing Development:

- Delivery of Harbours does not impact new housing development, however the service will need to be responsive to the Town's growth as it becomes increasingly developed and attracts new businesses and residents.

Recreation and Culture



Baseline Service Overview



*Regionally delivered services specifically refers to services to operate the Halton Region Museum, a Regional museum not geographically located within Oakville, and some Regional museum planning efforts. The delivery of these services does not impact the Town's delivery of Recreation and Culture services.



New Delivery Model Considerations

Operational Efficiency:

- Retaining Recreation and Culture as a local service would likely be the most operationally efficient option. Given Recreation and Culture provides local services, retaining the service within the Town ensures timely responsiveness while retaining local expertise.

Financial Sustainability:

- The financial cost of operations will not change if the Town continues to deliver Recreation and Culture services.

Service Excellence:

- Continuing to provide Recreation and Culture locally would be the suggested option to ensure service excellence.
- The Town currently has the required resources to respond to local needs. A Joint Delivery Model would provide services to a broader jurisdiction which may potentially decrease service responsiveness and personalization.

Town Independence:

- Delivering Recreation and Culture locally is the suggested option to ensure Town independence.
- In delivering a service locally, the Town's ability to target programs and services to specific populations increases. Delivering a service jointly decrease the Town's control over programming.



New Housing Development:

- Delivery of Recreation and Culture does not directly impact new housing development, however the service will need to be responsive to changes in population and demographics.

Health Services – Portfolio Overview

Portfolio Summary

- ▶ Health Services constitutes Public Health and Long-Term Care and Services for Seniors. These services have been entirely delivered by Halton Region.
- ▶ There is no overlap in services currently delivered, with the exception of some seniors recreational programs provided by the Town of Oakville Recreation and Culture.
- ▶ Demand for Health Services is driven by factors including population growth, demographics, vulnerable population, density, and complexity of service calls, all of which will be impacted by increased housing development in the Town of Oakville. These services need to be responsive to population and demographic changes.

Sub Service	Governance	Responsibilities
 <p>Public Health</p>	<p>Regional</p>	<ul style="list-style-type: none"> ▶ Public Health services are solely provided by the Region. In recent years, the Ontario government has made several proposals relating to changes in Public Health. These include changing the funding formula to increase the municipal share, reorganizing and consolidating health units, and changing their governance, including uploading Public Health to form a new provincial model. These proposals were put on hold at the onset of the pandemic and currently it is not known when or if the province will proceed with these plans.
 <p>Long-Term Care and Services for Seniors</p>	<p>Regional</p>	<ul style="list-style-type: none"> ▶ Long-Term Care and Services for Seniors are solely provided by the Region, with one Regional LTC facility currently geographically located within the Town. ▶ Services for Seniors are delivered in tandem with Long-Term Care as part of a broader seniors strategy. Recreation services at the Town of Oakville delivers various recreational programs for seniors at a local level, such as fitness and wellness, woodworking, fine arts, etc.

Public Health



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- Providing Public Health Services through a Joint Delivery Model may be more operationally efficient than providing the service locally. A higher level of governance allows Public Health resource contracts to be created at scale, increasing the efficiency of procurement. These resources can also be delivered at scale through alignment with the provincial health network. This would be a challenge at a local level where coordination with other municipalities and a focus on local needs may pose a barrier to standardized procurement and rapid delivery.

Financial Sustainability:

- The Town currently does not have the necessary resources or appropriate skillsets for delivery of Public Health services. Downloading these services would likely result in local municipalities each duplicating efforts to deliver a service that spans beyond municipal boundaries.
- A Joint Delivery Model in a dissolution scenario would likely be the most financially sustainable model.
- Recent Ontario government announcements related to changes in Public Health propose increases to the municipal share of providing these services, which may have financial implications in the long-term. However, these changes also include reorganizing and consolidating health units, which may enable leveraging economies of scale while eliminating duplications.¹

Service Excellence:

- Providing Public Health Services through a Joint Delivery Model may result in improved service outcomes than providing the service locally, as resident outcomes are likely better served regionally. Integration of Public Health into the health system and coordination required particularly to support vulnerable residents is essential for delivery of this service, and are better enabled through regional delivery.

<Analysis continued on following page>

1. <https://news.ontario.ca/en/release/1003399/ontario-investing-in-a-stronger-public-health-sector>

Public Health - continued



New Delivery Model Considerations

Service Excellence (cont'd):

- In a scenario where Public Health were to be delivered locally, it would facilitate a single contact point for residents within the Town, however the connection to service delivery in other municipalities and coordination across those municipalities would be reduced. This may have negative implications for service outcomes, given Public Health considerations span across municipal boundaries and populations.
- Delivery at a Provincial level promotes alignment with the broader provincial health network and create a seamless, one-point of contact for health services to residents.

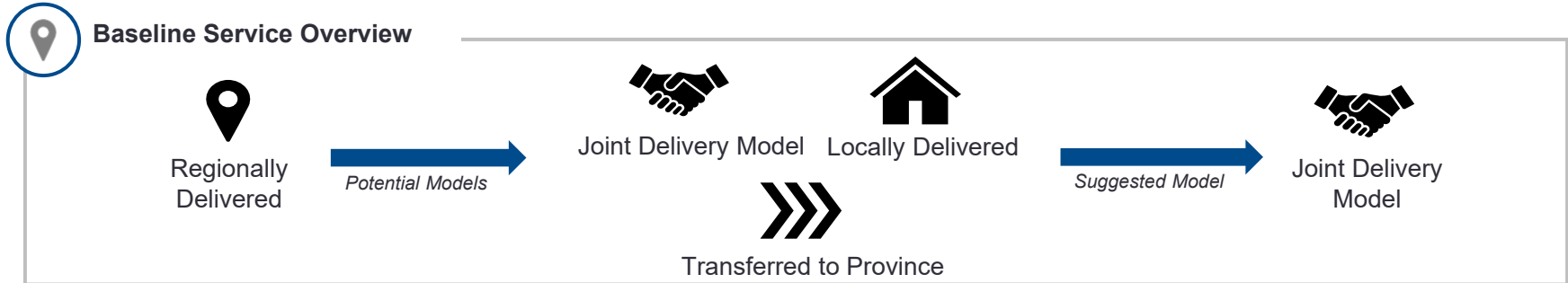
Town Independence:

- Decision making abilities and independence would be increased in a scenario where Public Health is delivered by the Town.
- In delivering a service locally, the Town 's ability to target programs and services to specific populations increases. Delivering a service jointly or uploading to the Province would decrease the Town's control over programming.

New Housing Development:

- The delivery of Public Health does not impact new housing development, however the service will need to be responsive to changes in population, density, and demographics.

Long Term Care and Services for Seniors



New Delivery Model Considerations

The analysis below includes some consideration of delivery of Long Term Care and Services for Seniors at the Provincial level. Ultimately, the transfer of Long Term Care and Services for Seniors is contingent on approval from the Province. At this point in time, appetite for transfer from the Province has not been indicated.

Operational Efficiency:

- Providing Long Term Care and Services for Seniors through a Joint Delivery Model may be more operationally efficient than providing the service locally. LTC licensing arrangements may provide obstacles to the devolution of the three facilities run by the Region, with each lower-tier municipality required to become a licensed provider and set up their own LTC facilities. Delivering this services is complex, and there are other providers such as non-profits in the Region.
- While providing Long Term Care and Services for Seniors may improve long-term operational efficiency by consolidating resources and administration at the provincial level, transfer of this service would require a significant policy change and may result in associated operational challenges in the short term.

Financial Sustainability:

- The Town currently does not have the necessary resources or appropriate skillsets for delivery of Long-Term Care and Services for Seniors. Additionally, downloading these services would result in local municipalities each duplicating efforts to deliver a service that spans beyond municipal boundaries.
- Transfer of this service to the Province may enable leveraging economies of scale and improving efficiency of resource allocation, however it would also result in significant transfer and transition costs in the short-term.
- A Joint Delivery Model in a dissolution scenario is likely the most financially viable solution.

Service Excellence:

- Providing Long Term Care and Services for Seniors through a Joint Delivery Model may result in improved service outcomes than providing the service locally, as resident outcomes are likely better served regionally.
- If this service were to be delivered locally, it would facilitate a single contact point for residents with the Town, however the connection to service delivery in other municipalities and coordination across those municipalities would be reduced.

Long Term Care and Services for Seniors - continued



New Delivery Model Considerations

Service Excellence (cont'd):

- Delivery at a provincial level promotes alignment with the broader provincial health network and creates a seamless, one-point of contact for health services to residents. Additionally, residents have noted a lack of long-term care beds have increased hospital wait times, lowering satisfaction. Increased efficiency in hospital bed procurement should increase the number of overall beds, decreasing wait times and solving a major resident pain point.

Town Independence:

- Decision making abilities and independence may be increased in a scenario where Long-Term Care and Services for Seniors is delivered by the Town. In delivering a service locally, the Town's ability to target programs and services to specific populations may increase. Delivering a service jointly may decrease the Town's control over programming, however impacts to Town independence are minimal in both local and jointly delivered scenarios given decision-making abilities and planning are largely constrained by Provincial regulations.




New Housing Development:

- The delivery of Long Term Care and Services for Seniors does not impact new housing development, however the service will need to be responsive to changes in population and demographics.

Social Services – Portfolio Overview

Portfolio Summary

- ▶ Social Services comprises Children's Services, Employment and Social Services, and Housing Services. These services have been entirely delivered by Halton Region.
- ▶ Although there is no overlap in services currently delivered, the Town and Region work together in a coordinated fashion to ensure end-to-end, wraparound service delivery. The Town and the Region participate in joint committees to provide complementary services while minimizing duplications in service delivery.
- ▶ The delivery of Social Services are largely funded through a provincial cost share model. A portion of tax levy funding is currently mandated by the Province for the delivery of these services
- ▶ The delivery of Social Services does not directly impact the development of new housing. Rather, Social Services must be responsive to a growing and evolving population base.

Sub Service	Governance	Responsibilities
 <p>Children's Services</p>	<p>Regional</p>	<ul style="list-style-type: none"> ▶ Responsibilities include strategic planning, administration of funding, and oversight of the early years and child care section in the Region. ▶ Halton operates three Regional licensed child care centres.
 <p>Employment and Social Services</p>	<p>Regional</p>	<ul style="list-style-type: none"> ▶ Responsibilities include providing employment assistance to job seekers and employers, financial assistance through the Ontario works program, and providing regionally funded supports to low-income households.
 <p>Housing Services</p>	<p>Regional</p>	<ul style="list-style-type: none"> ▶ Halton Region currently acts as a service manager for regional housing and provides programs across the housing continuum, including the provision of government assisted housing, homelessness prevention and emergency shelter programs, supportive housing, and the operation of the Halton Community Housing Corporation (HCHC).

Children's Services



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- Offering services through a Joint Delivery Model with other municipalities enables the Town to continue to serve residents without limiting them to municipal boundaries. As a result, operational efficiency may increase through delivery of Children's Services in a Joint Delivery Model. A Services Board enables the Town to have a degree of control over managing these programs without the responsibility of delivery.
- Delivering the service locally may impact a resident's ease of access to services whereby they would be required to change service providers if they moved cities within the Region. Such scenarios require significant coordination with other municipalities, resulting in potential duplication of efforts and operational inefficiencies.

Financial Sustainability:

- Providing the Children's Services locally may result in increased costs for the Town, given adequate resources and knowledge do not currently exist and the service would be duplicated across municipalities.
- Continuing with a Joint Delivery Model is likely the most financially sustainable option as there are economies of scale, especially when integrated with other social services, and reduction in duplication under this model.

Service Excellence:

- Children's' Services, along with other Social Services provide support and assistance for vulnerable residents and groups and should be accessible and responsive to residents needs.
- The logistics of this program and integration with other social services make a strong case to continue to deliver it jointly with other municipalities to ensure service outcomes for residents. Further, providing all Social Services under one Services Board would provide a single point of contact for residents for all related services.
- Providing Children's Services locally limits resident access to the service as the service becomes constrained by municipal boundaries, while resident needs for Social Services tend to span beyond these boundaries.

Children's Services



New Delivery Model Considerations

Town Independence:

- Control over service delivery and implementing Provincial requirements for Children's Services would likely increase in a scenario where Children's Services is delivered by the Town.
- However, under a Joint Delivery Model, the Town could choose the extent to which it contributes additional tax levy funding over and above what may be mandated by the Province based on the desired programming and service levels and can influence the level of control through governance and service agreements.

New Housing Development:

- Delivery of Children's Services does not impact new housing development, however will need to be responsive to changes in population and demographics.

Employment and Social Services



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- Operational efficiency may increase through delivery of Employment and Social Services in a Joint Delivery Model. Offering services through a Joint Delivery Model with other municipalities enables the Town to continue to serve residents without limiting them to municipal boundaries.
- Delivering the service locally would impact a resident's ease of access to services whereby they would be required to change service providers if they moved cities within the Region. Such scenarios would likely require significant coordination with Halton's other municipalities, resulting in duplication of efforts and operational inefficiencies.

Financial Sustainability:

- Continuing joint delivery of Employment and Social Services is likely the most financially sustainable option. Providing the service locally would result in increased costs for the Town, given adequate resources and expertise do not currently exist and the service would be duplicated across municipalities. Joint delivery of the service leverages economies of scale while eliminating the possibility of duplication across municipalities.

Service Excellence:

- Continuing to provide Employment and Social Services regionally would be the suggested option to ensure service excellence. The logistics of this program and integration with other social services make a strong case to continue to deliver it jointly with other municipalities to ensure service outcomes for residents. Further, providing all Social Services under one Shared Services Board provides a single point of contact for residents for all related services.
- Providing Employment and Social Services locally limits resident access to the service as the service would be constrained by municipal boundaries.

Employment and Social Services - continued



New Delivery Model Considerations

Town Independence:

- Control over service delivery and implementing Provincial requirements for Employment and Social Services increases in a scenario where Employment and Social Services are delivered by the Town.
- However, under a Joint Delivery Model, the Town could choose the extent to which it contributes additional tax levy funding over and above what may be mandated by the Province based on the desired programming and service levels and can influence the level of control through governance and service agreements.

New Housing Development:

- Delivery of Employment and Social Services does not impact new housing development, however the service will need to be responsive to changes in population and demographics.

Housing Services



Baseline Service Overview



New Delivery Model Considerations

Operational Efficiency:

- Offering services through a Joint Delivery Model with other municipalities enables the Town to continue to serve residents without limiting them to municipal boundaries. As such, operational efficiency may increase through delivery of Housing Services in a Joint Delivery Model. A regional perspective on Housing Services and a larger asset and funding base may improve efficiency and service delivery outcomes.
- Delivering the service locally would require significant coordination with Halton's other municipalities, resulting in potential duplication of efforts and operational inefficiencies.
- Any changes to this delivery model requires entirely new functions at the Town as well as dismantling and rebuilding the existing system. Other challenges include dividing housing stock and associated liabilities and renegotiating and tendering contracts with non-profit and cooperative housing providers, which may potentially result in disruptions to a service that is critical for residents, high profile, and very complex to deliver.

Financial Sustainability:

- Providing the Housing Services locally may increase costs for the Town, given adequate resources and expertise do not currently exist, duplication of services across municipalities, and a smaller asset base. Further, dividing housing stock and renegotiating contracts may be a costly and time-intensive endeavor.
- A Joint Delivery Model leverages economies of scale while eliminating the possibility of duplication across municipalities. As such, continuing Joint Delivery of Housing Services is likely the most financially sustainable option.

Service Excellence:

- The logistics of providing Housing Services and integration with other Social Services make a strong case to continue to deliver it jointly with other municipalities to ensure service outcomes for residents. Further, providing all Social Services under a single Services Board provides a single point of contact for residents for all related services.
- Providing Housing Services locally limits resident access to the service as the service would be constrained by municipal boundaries and reduces the pool of Housing stock available to the Town to tackle with demand for Housing.

Housing Services - continued



New Delivery Model Considerations

Town Independence:

- Control over service delivery and implementing Provincial requirements for Housing would increase in a scenario where Housing Services are delivered by the Town.
- However, under a Joint Delivery Model, the Town could choose the extent to which it contributes additional tax levy funding over and above what may be mandated by the Province based on the desired programming and service levels and can influence the level of control through governance and service agreements.

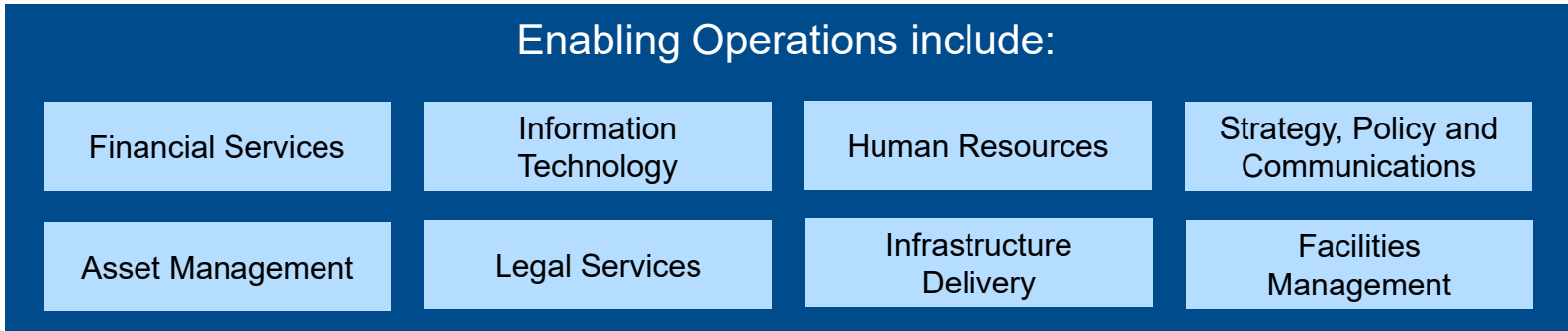
New Housing Development:

- Housing is a critical service which has considerations for new housing development, government assisted housing, homeless prevention, and supportive housing. Close collaboration and communication would be required between Planning Services and the proposed Joint Delivery Model responsible for Housing to ensure alignment on direction, meeting growth mandates, and policy setting.
- Although the level of control might be higher under a Local Delivery Model, having a regional perspective on Housing Services and a larger asset and funding base may improve delivery outcomes.

Enabling Operations



Operations supporting delivery of services



New Delivery Model Considerations

- Enabling Operations deliver a range of support functions to ensure other services in the organization are operating efficiently and effectively. These operations are required by both the Town of Oakville and Halton Region to deliver services to residents and businesses.
- In a dissolution scenario, Enabling Operations would no longer exist at Halton Region. However, elements of these Enabling Operations would likely be required to support any jointly delivered services as an enabling function. For example, a Joint Services Board overseeing social services would require some resources to manage the boards finances or legal requirements.
- While these Enabling Operations would continue to be provided at the Town of Oakville, operations could grow as responsibilities are downloaded from the Region. An example of this is additional resources in Financial Services may be required at the Town to run debt issuance and management.
- As such, additional resources may be required at the Town to manage and deliver these additional services. Overall, efficiencies may be realized through consolidation of services, a reduction in administrative and general positions, and a reduction in overhead costs. With a reduction overall in resources there may be severance costs incurred on a one-off basis along with training for new resources joining the Town and technology costs associated with an increase in workforce size.
- For any Joint Delivery Model, there are various models that could be implemented. These include, but are not limited to:
 - Each Service Board or Municipal Corporation providing these operations themselves, although this would result in significant duplication of functions;
 - A single entity providing Enabling Operations to all the Service Boards and Municipal Corporations to leverage economies of scale and a element of standardization in process and service levels. This could include a municipality such as the Town of Oakville delivering these services on behalf of the Service Boards and Municipal Corporations for a fee.

Additional Governance Considerations

Following the analysis of potential governance options for the Town of Oakville in a single-tier scenario, there remain additional governance items for consideration requiring further detailed analysis. These items include:

Efficiency in service delivery:

- Under the current model, the Region is responsible and accountable for delivery of a variety of services. In a scenario where the Region no longer exists, the Town will have a degree of accountability to fund and deliver programs effectively, regardless of governance models decided. Any governance decisions should be made with a lens to the appropriate level of control or influence the Town requires over service delivery.
- Preliminary analysis suggests that there are opportunities to streamline service delivery and enable efficiencies to facilitate the Town reaching provincial housing targets. The extent of these opportunities, and their impact, will need to be validated through further analysis.
- Moving the Town to a single tier model may allow funding models related to those services currently provided by the Region to better reflect actual cost drivers, as opposed to using market value assessments which is the current practice (i.e., the proportion of the Region's total revenue that is provided by the Town's tax payers). It is unclear whether this would result in a lower total cost of service for the Town, and would need to be validated through detailed financial and economic modelling with data provided by the Region and all the lower tier municipal partners in Halton.

Transfer of services to other levels of government:

- Prior to the pandemic, the Province was considering the upload of various health services, such as Paramedics and Public Health, to support better integration with the provincial healthcare system. Ultimately, while a number of external factors would dictate the transfer of these services, including the Province's willingness to deliver these services, a provincial model should remain open for consideration should it become feasible in light of the increasing integration of the provincial health system.

Changing landscape:

- The Province is currently working with the Region of Peel, consisting of the cities of Mississauga and Brampton and Town of Caledon, following the announcement of Bill 112, the *Hazel McCallion Act*. Any decisions made as part of the process of dissolving the Region of Peel may impact governance options considered by the provincial legislative committee responsible for assessing the regional government model for the remaining six upper tier municipalities. Further analysis should consider this process as it advances.