

Phase 1 Final Report
Facilitation Services
Governance & Boundaries Project
Squamish-Lillooet Regional District





#304 - 1353 ELLIS STREET, KELOWNA BC V1Y 1Z9
TELEPHONE: 250-762-2517

URBANSYSTEMS.

October 20, 2010

File: 1197.0012.01

Squamish-Lillooet Regional District
PO Box 219
1350 Aster Street
Pemberton BC V0N 2L0

Attention: Squamish-Lillooet Regional District Board Members

Dear Sir/Madam:

RE: SLRD Governance and Boundaries Project - Phase 1 Final Report

We are pleased to submit ten (ten) bound copies of the above described report which was presented to the Regional District Board, sitting in Committee of the Whole, on Tuesday, October 12, 2010.

The document includes: a brief overview of regional governance in British Columbia (Section 2); a review of the current structure and services of the SLRD (Section 3); documentation of issues identified by the member jurisdictions related to governance and boundaries (Section 4 and also set out in Appendix D – Summary of Priority Issues by Jurisdiction); and, identification of potential measures of success that were discussed during the course of this review (Section 5).

While this first phase of the Governance and Boundaries Project was focused on issues identification and the development of potential measures of success, discussions did gravitate towards potential options and solutions to address the various issues that were identified. Section 6 of the Report provides an outline of various projects and/or approaches that could be undertaken to address the issues. It is noted that some of the issues could be resolved within the current structure while others will require a more detailed review of structure, with potential changes to boundaries and representation as a result.

Clearly a wide range of approaches are available to the Board to address the many issues that arose during this first phase review. To provide focus over the coming months, the following projects/ approaches are highlighted for consideration, either as part of or separate from the Governance and Boundaries Project.

- **Visioning or Integrated Community Sustainability Planning Exercise** – Such a project would be of value in identifying a collective vision and common goals for the SLRD members.
- **Adjustments to Board Procedures** – There are a variety of potentially simple steps that could be taken to enhance Board efficiency, provide opportunity for increased dialogue on issues of regional and sub-regional concern, and delegate authority on issues of local concern.
- **Organizational Assessment** – An organizational assessment is required for the purpose of evaluating participation in services (i.e. who does what) as well as the cost-sharing formulas for various services, including region-wide services.

- **Region-Wide Structure Analysis** - A region-wide structure study is required to identify and analyze the risks and benefits of various changes to governance (e.g. review of pros and cons of various governance options including expansion of municipal boundaries and adjustment to electoral area boundaries).
- **Informal Service Reviews** – An extensive service review will be of assistance in resolving the various localized issues around service delivery and cost-sharing. This approach would also serve to increase awareness and understanding on the workings of regional government and services.
- **Review of Models for the Delivery and Governance of Regional Services** – Given the desires that were expressed by many for stronger regional cooperation, there is a need to review models for the delivery and governance of services that could be provided on a regional basis, such as transit and solid waste management.
- **Review of Options for Northern Governance Models** – This project would provide an opportunity for a more extensive analysis of opportunities for stronger sub-regional cooperation (including First Nations) with the current structure or in a new structure.
- **Pemberton Valley Governance Study** – Given the many concerns that have been raised around boundaries and service delivery in the Pemberton Valley, this would provide an opportunity to analyze Pemberton Valley issues in greater detail.
- **Howe Sound East Governance Study** – With the continuing growth of Britannia Beach, Furry Creek and Porteau Cove, a governance study or municipal incorporation study will be required to more fully analyze the impacts of change in local government structure.

It has been a pleasure for the Urban Systems and Neilson-Welch Consulting team to be involved in this project and we trust the issues identified and the projects highlighted herein will help to set the stage for the Board to proceed with next phases of this important Governance and Boundary review.

Respectfully submitted,

URBAN SYSTEMS LTD.



James Klukas, M.Pl., MCIP
Community Planner

D.G. Morris
Senior Associate Consultant

Cc: Bill Barratt, Whistler CAO
Paul Edgington, SLRD CAO
Grant Loyer, Lillooet CAO
Kevin Ramsay, Squamish CAO
Daniel Sailland, Pemberton CAO



TABLE OF CONTENTS

- 1.0 INTRODUCTION 1**
 - 1.1 GOVERNANCE AND BOUNDARIES PROJECT 1
 - 1.2 REPORT STRUCTURE 2
- 2.0 REGIONAL GOVERNANCE IN BC 3**
 - 2.1 HISTORY AND MANDATE..... 3
 - 2.2 REGIONAL DISTRICT SERVICES AND STRUCTURE 4
 - 2.3 GOVERNANCE 5
- 3.0 OVERVIEW OF SLRD 6**
 - 3.1 SLRD MEMBERSHIP AND REPRESENTATION 6
 - 3.2 SERVICES 7
- 4.0 ISSUES IDENTIFICATION..... 11**
 - 4.1 OVERVIEW..... 11
 - 4.2 IDENTIFIED ISSUES..... 11
- 5.0 PRIORITIES AND POTENTIAL MEASURES OF SUCCESS 23**
- 6.0 RECOMMENDATIONS AND NEXT STEPS..... 25**

APPENDICES

- Appendix A Squamish-Lillooet Regional District Statistics
- Appendix B 2010 Requisition Amounts by Area/Municipality
- Appendix C Revenue Sharing Formula for BC Hydro Payments in Lieu of Taxes
- Appendix D Summary of Priority Issues by Jurisdiction



1.0 INTRODUCTION

1.1 Governance and Boundaries Project

In 2010, the Squamish-Lillooet Regional District (SLRD) initiated the Governance and Boundaries Project to identify and address issues of governance, boundaries, and related matters which are of concern to the SLRD, its member municipalities (Lillooet, Pemberton, Squamish, and Whistler), Electoral Areas, and the First Nations within the boundaries of the SLRD. In recent years, a number of SLRD members expressed concern around issues of governance and boundaries, and this project emerged as a key SLRD priority. The Governance and Boundaries Project is divided into three main phases:

- Phase 1 – Issues Identification and Information Gathering
- Phase 2 – Issues Analysis and Development of Options
- Phase 3 – Assessment and Decision on Options

With this multiple phase approach, the intent is to: a) clearly identify problems, related issues, and key results if the problems are addressed (Phase 1); b) analyze issues and develop options to address the problems raised (Phase 2); and, c) assess options and implement the desired solutions.

For the Phase 1 work, the SLRD engaged Urban Systems Ltd., in association with Neilson-Welch Consulting, to facilitate discussions around the identification of issues related to governance and boundaries. Phase 1 objectives were to:

- Identify and document the pertinent issues related to governance, boundaries, and services within the Regional District;
- Identify and document the perspectives of the member jurisdictions;
- Identify and document measures of success or key results if the problems are addressed;
- Identify and document initial options put forward by participants in the process; and
- Identify and collect relevant historic and contextual information related to the project.

The Phase 1 work took place in August and September 2010 and it consisted of the following steps:

- Project initiation discussions (early August);
- Project introduction and issues identification at Electoral Area Directors Meeting and SLRD Committee of the Whole Meeting (August 9);
- Introductory discussions and issues identification with all member municipalities (mid/late August);
- Online survey (late August/early September);



- Historical and contextual review (late August/early September);
- Confirmation of issues and identification of measures of success with all member municipalities and electoral area directors (early/mid September);
- Preliminary reporting to SLRD Board (September 20);
- Confirmation of key priorities with all SLRD members (late September); and,
- Preparation of Phase 1 Project Report (late September).

1.2 Report Structure

This report is organized into the following main sections:

Section 2 provides an overview of regional governance in British Columbia.

Section 3 provides an overview of the SLRD, its members, current representation, and current services provided by the Regional District.

Section 4 reviews the numerous issues that were raised throughout the Phase 1 project discussions.

Section 5 identifies priority issues and highlights potential measures of success.

Section 6 provides a bridge to Phase 2, identifying initial approaches for consideration as options are developed to address the issues identified in project Phase 1.



2.0 REGIONAL GOVERNANCE IN BC

2.1 History and Mandate

In 1965, British Columbia established regional districts as a democratic federation of municipalities and non-municipal rural territories in 29 geographic areas of the province. At the outset, there was no provincial master plan for where, how or which regional services were to be provided. Instead, this flexible system was designed for continuous evolution. Over the past 45 years, the system has developed in response to the specific needs and conditions of each region.

The impetus for regional governance flowed from an early review, the Goldenberg Commission of 1948, which was charged with reviewing municipal taxation, borrowing and provincial-municipal financial relations. The Commission also provided comment on regional issues, drawing attention to the unorganized areas adjacent to many municipalities where uncontrolled development and the uncompensated use of municipal services required greater regulation. The report also noted that existing legislation did not provide enough incentives for inter-municipal co-operation, and that a more comprehensive approach was required.¹

As a “stop-gap” measure in 1957, prior to the development of new regional district legislation, the Department of Municipal Affairs (DMA) of the day developed a new *Local Services Act*. Among other things, this Act expanded the DMA's local government role in non-municipal fringe areas. In addition to land use planning and regulation, the DMA could now provide garbage collection, ambulance and fire services to residents.

In March 1965, following extensive consultation with local governments and the Union of BC Municipalities, the Legislature voted unanimously to support amendments to the *Municipal Act* that added a series of provisions for regional districts, including local services in unorganized areas and specified inter-municipal services. The final legislation reflected a decisive move toward the 'empty vessel' approach - where regional service responsibilities would not be predetermined but rather would be selected by the communities themselves.

Over the past 45 years, several major reviews of regional governance have been completed; each concluding that the regional district form of local government is needed and can be an effective tool for:

- provision of region-wide services;
- facilitation of inter-municipal cooperation and the provision of sub-regional services; and,
- provision of local government services for the rural areas of the province.

¹ Ministry of Community and Rural Development. Local Government Department History



As well, regional districts provide the vehicle for consolidated financing through the Municipal Finance Authority.

During this period, a number of significant changes have occurred in regional governance with: the amalgamation of three Regional Districts into one larger District, the Fraser Valley Regional District; the division of the Comox-Strathcona Regional District into two separate entities; and, changes in representation such as multiple directors serving one Electoral Area. More recently, the Tsawwassen First Nation Treaty settlement led to Tsawwassen becoming a full participant member of Metro Vancouver. As well, in 2009, the Northern Rockies Regional Municipality was created. Notwithstanding these changes, the Squamish Lillooet Regional District, established October 3, 1968, continues in much its original form with the one major change being the incorporation and rapid growth of the Resort Municipality of Whistler.

2.2 Regional District Services and Structure

There are six basic principles that continue to provide the foundation for British Columbia's regional district system. These include:

- **Federal / Confederal** – The regional district system is a federation of municipalities and rural areas and it exists to further the interests of its members.
- **Voluntary** – Regional districts are self-organizing, members have an ability to “write their own tickets” to provide the services that members or residents agree they should provide, and there are few mandatory functions.
- **Consensual** – Service provision is based on agreements and partnerships to do only what regional district members and the public agree upon.
- **Flexible** – There is a high degree of flexibility to choose which services regional districts provide, and at what scale.
- **Fiscal Equivalence** – The legislation for regional districts requires a close matching between the benefits and costs of services, with the intent that residents pay for what they get, and that each service will have its own cost recovery formula.
- **Soft Boundaries** – Each regional district service has custom boundaries, with the aim of matching cost recovery with the beneficiaries of the service.²

As noted above, Regional Districts have three primary functions:

1. The provision of region-wide services;
2. Facilitation of inter-municipal co-operation and the provision of subregional services; and,
3. Provision of local government services for the rural areas of the province.

² Ministry of Community and Rural Development. Primer on Regional Districts in British Columbia. 2006. Available at: <http://www.cd.gov.bc.ca/lgd/pathfinder-rd.htm>



Legislative authority and direction for regional districts is provided by Part 24 of the *Local Government Act (LGA)*, which provides authority for the following region-wide services that may be undertaken without a formal establishment bylaw.

- General Administration
- Electoral Area Administration
- Feasibility Study Services
- Regional Hospital District
- Regional Planning
- Solid Waste Management Planning
- Grants-Business Improvement Areas
- Local Community Commissions

Subject to a formal establishment bylaw and/or specific limitations of the *LGA* or another *Act*, a regional district may operate any service the Board considers necessary or desirable for all or part of the regional district.

2.3 Governance

Regional districts are governed by a board of directors composed of appointees from municipalities and a director elected from each electoral area. The municipal directors serve on the regional board until council decides to change the appointment. The directors from the electoral areas serve for a three-year term. The total number of directors on the board is determined by the population of the electoral area or the municipality which sets out the "Voting Unit" population in the Letters Patent establishing the regional district.

The chair of each regional district is elected by, and from, the directors each December. Collectively, the regional district board is a decision-making body that, through resolutions and bylaws, is responsible for the services provided by the regional district and the actions taken by the corporation. As the board is concerned with the public interest from a regional perspective, there is often a need for board members to balance their vision with the concerns expressed by the people and organizations affected by their decisions.

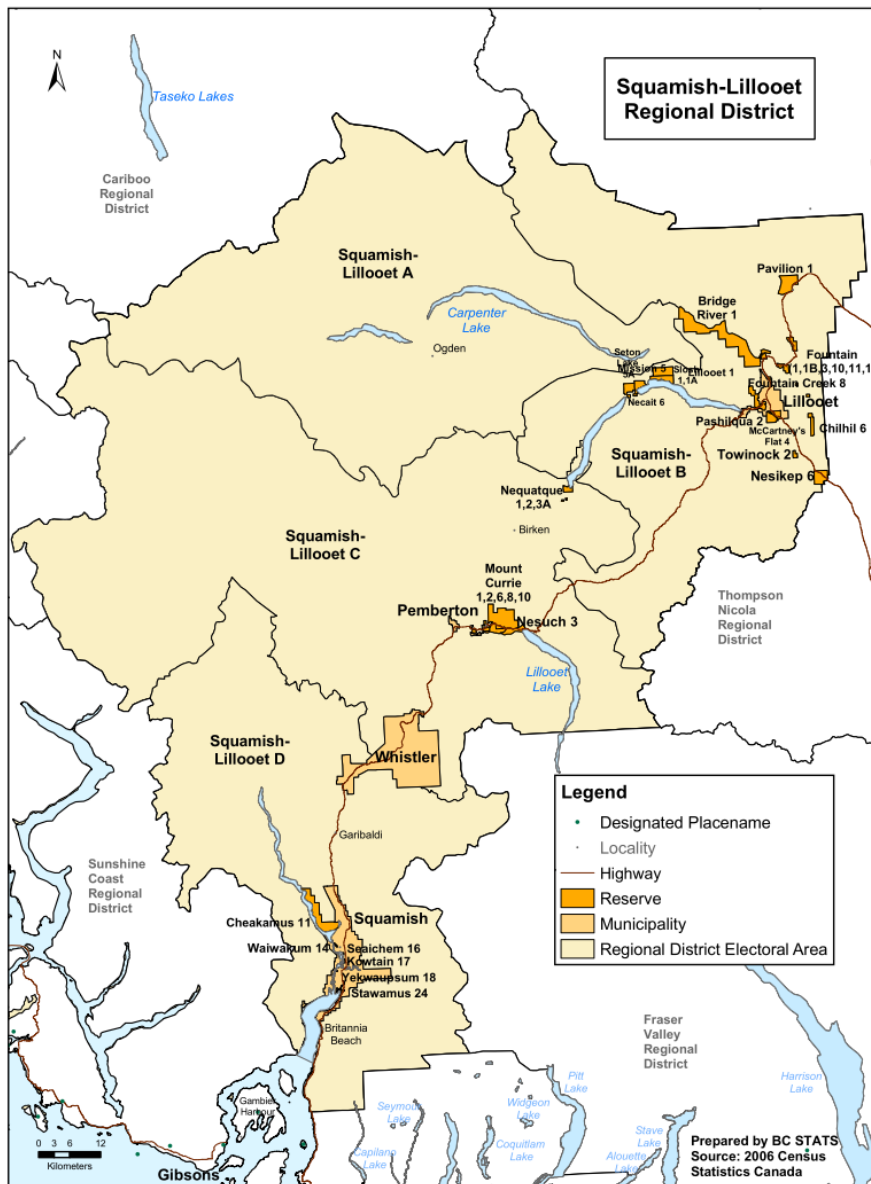


3.0 OVERVIEW OF SLRD

3.1 SLRD Membership and Representation

The SLRD consists of four member municipalities (District of Lillooet, Village of Pemberton, District of Squamish, and the Resort Municipality of Whistler) and four electoral areas (A, B, C, D) as illustrated in Figure 3.1 below.

Figure 3.1 – SLRD Overview Map



Source: BC Stats



As shown in Figure 3.1, there are a number of Indian Reserves located within the SLRD. While there is no specific First Nations representation on the SLRD Board (such as Tsawwassen First Nation, which sits on the Metro Vancouver Board as a Treaty First Nation), reserve populations are eligible to vote for their respective electoral area directors or municipal mayor and councilors.

Figure 3.2 illustrates population data, number of directors, and voting strength for each member jurisdiction of the SLRD. The number of directors and their voting strength is based on the population data that includes people residing on Indian Reserves. Voting strength is based on a voting population unit of 2,000, and each member jurisdiction has one director for every 10,000 people, with a maximum voting strength of 5 for each director. Appendix A provides additional SLRD statistics such as land area and assessment values by jurisdiction.

Figure 3.2 – SLRD Population and Representation

Jurisdiction	Population (2006, excluding Reserves)	Population (2006, including Reserves)	Directors	Voting Strength
District of Lillooet	2,324	2,324	1	2
Village of Pemberton	2,192	2,192	1	2
District of Squamish	14,949	15,338	2	8
Resort Municipality of Whistler	9,248	9,248	1	5
Electoral Area A	207	207	1	1
Electoral Area B	575	1,719	1	1
Electoral Area C	1,887	3,358	1	2
Electoral Area D	839	839	1	1

3.2 Services

The SLRD has approximately eighty active services that are funded by requisitions, grants in aid, and/or parcel taxes. These services fall into three main categories:

1. Region-wide services;
2. Electoral area services; and,
3. Local services (provided on a sub-regional basis or as specified areas).

Service functions and participants are summarized below. Further detail is provided in Appendix B, which itemizes requisition amounts by area/municipality.



Regional Services:

There are five main services that the SLRD provides on a region-wide basis, plus the Regional Growth Strategy, which was completed for all member jurisdictions with the exception of Electoral Area A. All member jurisdictions contribute to the rural area land use planning and zoning function. Waste management planning occurs on a regional basis, as mandated by the *Environmental Management Act*. However, garbage disposal occurs through a combination of SLRD facilities, such as the Lillooet landfill and SLRD transfer stations, and municipal facilities, such as the Squamish landfill and the Whistler transfer station. Similarly, there is a regional transit function that provides for transit planning and capital expenditures related to the disposition of Gas Tax Agreement revenues. However, member municipalities have individual service contracts with BC Transit. The SLRD’s regional services are summarized below in Figure 3.3.

Figure 3.3 – Regional Services

Function	DofS	RMOW	DofL	VofP	Area A	Area B	Area C	Area D
Corporate and Financial Administration	•	•	•	•	•	•	•	•
Land Use Planning and Zoning	•	•	•	•	•	•	•	•
Regional Growth Strategy	•	•	•	•		•	•	•
Waste Management Planning	•	•	•	•	•	•	•	•
Regional Transit	•	•	•	•	•	•	•	•
Treaty Advisory Committee	•	•	•	•	•	•	•	•

Electoral Area Services (All Areas):

Electoral area services are those services that are provided by the SLRD solely to rural areas, functioning in effect as the local government for these areas. Electoral area services that are provided to the full electoral areas are summarized in Figure 3.4, below.

Figure 3.4 – Electoral Area Services

Function	DofS	RMOW	DofL	VofP	Area A	Area B	Area C	Area D
Civic Addressing					•	•	•	•
Building Inspection					•	•	•	•
Elections UBCM (Electoral Area Admin.)					•	•	•	•
Emergency Planning					•	•	•	•
Electoral Area Community Parks					•	•	•	•



Local Services:

Local services are grouped into two main categories: a) those services that are provided on a sub-regional basis (i.e. to one or more full electoral areas and municipalities); and, b) those services that are provided to specified areas. The SLRD operates, funds, or partially funds the services identified in Figures 3.5 and 3.6.

As shown in Figure 3.5, most sub-regional services arrangements are for services such as: rescue services; 911; recreation; economic development; libraries; cemeteries, and museums/heritage facilities. As shown in Figure 3.6, specified areas are used for services such as: fire protection, street lighting, refuse collection, TV Rebroadcasting, recreation facilities, dyking, water, and sewer.

Figure 3.5 – Sub-Regional Services (1 or More Electoral Areas and Municipalities)

Function	DofS	RMOW	DofL	VofP	Area A	Area B	Area C	Area D
Pemberton Rescue Service				•			•	
Lillooet Area Rescue Service			•		•	•		
Squamish Emergency Services								•
Pemberton Search and Rescue				•			•	
Nuisances and Disturbances Control								•
911 Interior			•		•	•		
911 South				•			•	•
Lillooet Area Refuse Grounds			•		•	•		
Area A Refuse Grounds					•			
Pemberton Recreation Complex				•			•	
Haymore Heritage Property					•			
Pemberton Museum and Archives				•			•	
Lillooet/Area B Library			•			•		
Area A Library					•			
Pemberton Library				•			•	
Area A Cemetery					•			
Pemberton/Area C Cemetery				•			•	
Pemberton Valley Trails				•			•	
Sea to Sky Trails	•	•		•			•	•
Bridge River Valley Economic Dev't					•			
Pemberton/Area C Economic Dev't				•			•	



Figure 3.6 – Specified Areas

Function	DofS	RMOW	DofL	VofP	Area A	Area B	Area C	Area D
Pemberton Fire Protection							•	
Lillooet Fire Protection						•		
Bralorne Fire Protection					•			
Garibaldi Fire Protection								•
Furry Creek Fire Protection								•
Seton/Shalalth Fire Protection						•		
Gun Lake Fire Protection					•			
Birken Fire Protection							•	
Howe Sound East Fire Protection								•
Pemberton Meadows Fire Protection							•	
The Heights Fire Protection							•	
Gold Bridge Street Lighting					•			
Bralorne Street Lighting					•			
Seton Street Lighting						•		
D'Arcy Street Lighting						•		
Furry Creek Street Lighting								•
Britannia Beach Street Lighting								•
Pemberton Refuse Grounds				•			•	
D'Arcy/Devine/Birkenhead Refuse							•	
Anderson Lake Refuse						•		
Furry Creek Refuse								•
Britannia Beach Refuse								•
Bridge River TV						•		
Bralorne TV					•			
Lillooet/Camelsfoot TV			•			•		
Pemberton TV				•			•	
Pemberton Recreation Commission				•			•	
Birken Recreation Commission							•	
Lillooet District Recreation Centre						•		
Squamish District Swimming Pool	•							•
Bralorne Museum					•			
Upper Cheakamus Road								•
Furry Creek Dyking/Drainage								•
Walkerville Dyking							•	
Whitecap Dev Bear Creek Dyking							•	
Whistler Library								•
Devine Water							•	
Furry Creek Water								•
Pemberton North Water							•	
Bralorne Water					•			
Britannia Beach Water								•
Gold Bridge Water					•			
D'Arcy Water							•	
Bralorne Sewer					•			
Furry Creek Sewer								•
Britannia Beach Sewer								•
Britannia Beach Parks and Trails								•
Furry Creek Open Spaces								•



4.0 ISSUES IDENTIFICATION

4.1 Overview

The Phase 1 project focus was the identification of issues related to governance and boundaries. During project discussions with SLRD members, a variety of issues arose. While some issues are local in nature, many SLRD members share common concerns about governance, boundaries, and the provision of services. Over the course of this assignment, a wide range of issues were captured and then distilled into a number of key categories, including:

- Identity and Geographic Distinctions;
- SLRD Mandate;
- Representation;
- Geographic Boundaries;
- Democratic Accountability;
- Financial Accountability;
- Fringe Areas;
- Duplication of Services;
- First Nations;
- Capacity Building and Economic Development;
- Board Efficiency/Functionality;
- Service Delivery Capacity; and,
- Understanding of the Regional District.

4.2 Identified Issues

Identity and Geographic Distinctions:

In discussions around identity, two issues arose:

- 1) There are key differences between the northern and southern portions of the SLRD, leading to stronger sub-regional affiliations than regional affiliations; and,
- 2) In some parts of the region residents are confused about jurisdictional boundaries or they feel an affiliation with a jurisdiction that they do not reside within (e.g. they might live within a fringe area but feel a stronger affiliation to the adjacent municipality).

The differing sub-regional affiliations are in many respects a function of geography. For years, the Squamish, Whistler and Pemberton areas have collectively been known as 'Sea to Sky Country.' To the



north of Pemberton, a separation is created by the Duffy Lake Road, the mountains, and the travel distance involved from Pemberton to Lillooet and the surrounding rural areas. The difference between north and south is accentuated by the Biogeoclimatic zones, as the Lillooet area is generally within the Ponderosa Pine and Interior Douglas-Fir zones whereas Squamish, Whistler, and Pemberton are generally within the Coastal Western Hemlock and Mountain Hemlock zones. As one travels from Pemberton to Lillooet, the difference in geography is quite striking.

In many respects, Lillooet and the northern areas are oriented towards Kamloops as their service centre, while Sea to Sky Country is oriented towards Metro Vancouver. This difference is accentuated by the fact that the northern areas are part of the Interior Health Authority, while the southern areas are part of the Vancouver Coastal Health Authority. Federal and provincial political boundaries add to the confusion. At the federal level, the Pemberton Valley and the northern areas are part of the federal Chilliwack – Fraser Canyon riding, while Squamish and Whistler are part of the federal West Vancouver – Sunshine Coast – Sea to Sky Country riding. At a provincial level, the Squamish, Whistler, and Pemberton areas, all the way north to D’Arcy, are part of the West Vancouver – Sea to Sky riding, whereas the Gold Bridge and Lillooet areas are part of the Fraser-Nicola riding, which extends south all the way to Princeton and the United States border.

Community identity is also a concern at a more local level, where electoral area residents and municipal residents live side by side. While this is an issue with all fringe areas adjacent to municipalities, the issue is most pronounced in the Pemberton Valley, as the Village of Pemberton boundary is concentrated tightly on the urban area and the surrounding electoral area has the largest population of the four SLRD electoral areas. The Village of Pemberton is approximately 1,100 ha in area, whereas Squamish and Whistler, in comparison, are approximately 11,900 ha and 16,900 ha in area, respectively. Lillooet, with a similar municipal population to Pemberton, is approximately 2,900 ha in area. In terms of population, the Village of Pemberton has approximately 2,200 residents according to the 2006 Census, whereas Electoral Area C has approximately 1,900 residents not including those on First Nations reserves, and approximately 3,400 residents including those on First Nations reserves. The bulk of the Electoral Area C population is located within the Pemberton Valley, living side by side with the residents of the Village. As there are numerous shared services (e.g. recreation, economic development, cemetery, rescue services, library) between the Village and the Electoral Area, there is a stronger sense of identity as ‘Pemberton’ whether one resides within the municipality or not. There is also a reported lack of public awareness about municipal and electoral area boundaries, and the role that the Regional District plays in providing services within the Pemberton Valley.



SLRD Mandate:

As outlined in Section 2.1, British Columbia regional districts have three major roles:

- 1) They provide a vehicle for the provision of region-wide services and a political forum to advance the interests of the region as a whole;
- 2) They provide a framework for inter-municipal or sub-regional service partnerships through the creation of 'benefiting areas'; and,
- 3) For rural areas they provide local government services such as land use and building regulation, civic addressing, street lighting, and more.

While regional districts are tremendously nimble in their ability to provide a wide range of services with custom geography, many SLRD members identified a struggle in balancing the various mandates of the Regional District. This is evident in a number of relevant issues:

- **Allocation of Time and Resources** – There is an identified general orientation to local and/or rural issues at the SLRD Board table. While this is mainly a function of the large amount of local service areas, some expressed a concern that the volume of local and/or rural issues precludes discussion and co-operation on issues that are of greater region-wide or even sub-regional concern. As well, one jurisdiction requested completion of an organizational assessment to provide greater clarity on the SLRD's mandate. The intent of this exercise would be to: a) review how funds and time are spent now; and, b) review who does what and clarify how services ought to be delivered at all levels.
- **Regional Decision-Making on Local Issues** – There was an expressed concern that many local issues are dealt with by the Regional Board rather than locally elected representatives. This is primarily the case for electoral area services and services that are shared between a single municipality and the adjacent rural areas. There are two main related issues:
 - 1) Some expressed concern that decision-making is not in local hands on a number of issues, and there is a desire for better tools that would allow local decisions to be made at the local level.
 - 2) Some other directors expressed concern that they are sometimes responsible for decisions (e.g. site specific land use planning issues) that affect areas of the region that they are not familiar with. Despite this sentiment, over the course of this assignment, two electoral area directors separately expressed appreciation for the insight that other Board members provide on land use planning decisions.



- **Role of Directors** – Related to the issue of regional decision-making on local issues, many Directors articulated a struggle with conflicting roles as: a) a representative of their municipality or electoral area; and, b) a representative of the broader regional interest. In some respects, this is a reflection of the various mandates of a regional government.
- **Layers of Government** – Where there are shared services between a municipality, surrounding electoral area, and even First Nations in some cases, there are concerns about too many layers of government (e.g. overlapping committee responsibilities) and a lack of local control or a lack of ability to influence the provision of the service. This is mainly a consideration for the Village of Pemberton and the District of Lillooet, as the District of Squamish and the Resort Municipality of Whistler primarily participate in the region-wide services of the SLRD.
- **Regional Mandate** – Of note, many expressed a desire for stronger co-operation on issues that are of concern to the full region, or at least to larger sub-regions. Examples of such issues included transit, solid waste management, 911, air quality, emergency services, regional land use planning, integrated community sustainability planning, and economic development. While the Regional Growth Strategy process had its challenges, a number of SLRD members stated that the project did well at articulating a common planning vision for the region, thus highlighting the benefits of co-operation on similar issues of region-wide concern. The Regional Hospital District function was cited as another successful example of regional cooperation in the SLRD.

Transit and solid waste management stand out as perhaps two areas where stronger regional co-operation could be considered, based on the Phase 1 project discussions. For transit, there are currently three distinct services in Pemberton, Squamish, and Whistler, plus a weekly health commuter service from Lillooet to Kamloops. There was an expressed desire for better commuter services between communities and to electoral area communities (e.g. Furry Creek, Britannia Beach). For solid waste management, stronger regional co-operation could be considered given the vastly different approaches that are currently taken throughout the region (i.e. the SLRD operates a landfill in Lillooet and transfer stations throughout the region, Squamish owns its landfill, and Whistler ships its solid waste to Washington State).

- **Common Vision** – Phase 1 project discussions unearthed a desire to identify, articulate and pursue common goals as a Regional Board. In this regard, it was noted that all SLRD members have a shared interest in mutual success and good planning, and that there is a need to move beyond parochial views that stop at jurisdictional boundaries. An Integrated Community Sustainability Plan was highlighted as one potential new project that could help to articulate a common vision for the SLRD. Another identified potential area of broader regional cooperation was tourism development, on a region-wide basis, to take advantage of the natural beauty of the area.



Representation:

There are a number of concerns about representation, with variations depending on the area.

- **Northern Area Representation** – The northern areas (i.e. Area A, Area B, District of Lillooet) identified a desire for a stronger, more cohesive sub-regional voice. Given the geographical differences between the northern and southern portions of the region, there was a sense of under-representation at the Board table on northern area issues. As well, in the past, Area A expressed an interest in municipal incorporation but there is recognition that this would not be viable given the current population base in the area. Nevertheless, there is a continued interest in creative governance models to serve local needs.
- **Pemberton Valley Representation** – In the Pemberton Valley it was noted that there is currently a reasonably high level of confusion about representation since the Village boundary is small and there is a large rural population directly adjacent to the Village, and because the electoral area and the municipality are engaged in multiple shared services. As a result, many residents do not understand how they are represented locally (by the Village Council or the Electoral Area Director) or regionally (by the Municipal Director or the Electoral Area Director).
- **Whistler Representation** – The Resort Municipality of Whistler expressed a concern that it is represented at the regional board table by one director, reflecting a municipal population of approximately 9,250, while in effect, the local government provides infrastructure and services for an average daily population of approximately 25,000. There is a desire for enhanced representation that reflects Whistler's true size and contribution within the regional context.
- **Howe Sound East Representation** – As the communities of Porteau Cove, Britannia Beach, and Furry Creek grow, there is development potential for approximately 4,000 homes and 10,000 residents. Currently, residents have an expectation for full urban services, and with the anticipated population growth in these communities, there is a need to develop capacity for local governance. A previous study was completed to review governance options for Howe Sound East at the time of rezoning for the Porteau Cove development, and the Area Director has been in discussions with the Ministry of Community and Rural Development regarding the potential for a municipal incorporation study.



Geographic Boundaries:

Throughout the SLRD there was a strong desire to review the boundaries of member jurisdictions and potentially the regional district itself. While this work would occur in a subsequent project phase, there were initial discussions around the following boundary-related issues:

- Creative forms of governance in the northern areas with the intention to facilitate stronger sub-regional cooperation;
- Establishment of larger District Municipalities with abutting boundaries in Sea to Sky Country, with the intention to reduce fringe area land use issues, reduce free rider issues, reduce the size of electoral areas, refocus the SLRD mandate on region-wide issues, etc.;
- Boundary extension for Pemberton to resolve issues around representation and delivery of shared local services; and,
- Changes to the SLRD boundaries to reflect the differences between the northern areas and southern areas (though it was noted that if the northern areas joined the Thompson-Nicola Regional District, as one example, they would face a similar issues related to their geographical position at the furthest extent of a regional district).

Through Phase 1 project discussions, it was clear that there is a desire to fully understand the potential risks and benefits associated with changes to geographic boundaries throughout the SLRD. A number of early considerations were raised in this regard. In boundary extension discussions, it was noted that fringe area residents such as those in Pinecrest or Black Tusk may not be interested in being located within a municipal boundary. It was also noted that financial considerations such as road maintenance costs may hinder efforts towards the creation of larger District Municipalities. In the case of Howe Sound East, discussions revolved primarily around the creation of a new local government structure, rather than a District of Squamish Boundary Extension to take in the communities of Britannia Beach, Furry Creek, and Porteau Cove. As well, throughout the SLRD it was noted that there may be First Nations considerations associated with any potential changes to local government boundaries.

Democratic Accountability:

In Phase 1 project discussions, there were two different issues raised regarding democratic accountability. Some municipal members articulated a desire for stronger political accountability, since municipal directors are elected to their Municipal Council rather than the SLRD Board, while on the other hand, electoral area directors are elected directly to the SLRD Board. As a result, there is a perception that there are varying degrees of democratic accountability for the municipal versus electoral area directors, and that on the whole, the SLRD Board is not accountable to the public.

Conversely, it was noted that there are democratic accountability challenges associated with being a single electoral area director for a large population with diverse service needs. An electoral area director is tasked with ensuring the provision of local government services by the regional district. In some cases,



when rural area services are low on the list of Board priorities, it is perceived to be difficult to establish these services that may be small in scale, but still needed for local residents. Because there is such direct political accountability between electoral area directors and local residents, this was highlighted as a unique challenge for electoral area directors.

Financial Accountability:

In Phase 1 project discussions, financial accountability was raised from two main perspectives: a) Equitable Sharing of Costs; and, b) Equitable Sharing of Revenues.

Equitable Sharing of Costs:

- **Value for Service** - Some members expressed concerns about the current value for service on some region-wide functions that are funded by all member jurisdictions. As an example, it was noted that there is annual contribution to the solid waste management planning function, while the actual Solid Waste Management Plan is undertaken approximately every five years. As a result, there was a desire for greater clarity around the annual costs associated with this function. There were also concerns raised about the perceived value for the rural land use planning and zoning function, although there was a recognition that it was valuable for municipalities to have input into rural area land use issues.
- **Free Rider Issues** - There was a desire to ensure that benefiter pay for services received and that free rider issues (e.g. Squamish arena and library, Lillooet area rescue services and various fire protection services) are eliminated.
- **Allocation of Costs for Shared Services** - Concerns were raised about ensuring that appropriate formulas are used for the allocation of costs related to shared services between municipalities and electoral areas, particularly in the Pemberton Valley, where there are a number of shared services.

Equitable Sharing of Revenues:

- **BC Hydro Revenues** - Some members expressed a desire to review how revenues such as BC Hydro Payments in Lieu of Taxes (of over \$800,000 per year) are shared. There were varying perspectives, with some members in agreement with the current approach, some municipal members that perceived limited current benefit from Payments in Lieu of Taxes, and some members articulating a desire to see revenues help those communities that are directly affected by BC Hydro installations. The current revenue sharing formula is provided in Appendix C.
- **Gas Tax Agreement Revenues** - There was a desire on the part of some members to ensure that Tier 2 Gas Tax Agreement Revenues flow equitably throughout all parts of the region.



- **Resource Revenues** - There were a number of comments around resource projects such as Independent Power Projects (IPPs) and mining projects:
 - There was a desire on the part of some to realize additional revenue from the sale of power from an SLRD Independent Power Project;
 - There was an expressed desire for sharing of Provincial tax revenues from Independent Power Projects or new mines;
 - Some highlighted the benefits of having new Independent Power Projects located within municipal boundaries, where Class 2 tax revenues would flow directly to a municipal government rather than the province.
 - The comment was made that under current financial arrangements, new Independent Power Project construction will only benefit electoral areas during construction, with no lasting benefit.

Fringe Areas:

Fringe area issues arose from a number of perspectives:

- **Land Use Planning** – From a planning perspective, there were a variety of concerns related to the compatibility of land uses between fringe areas and municipalities, and there was a general desire to ensure that fringe area land use supports regional sustainability. Most SRLD members view the Regional Growth Strategy as a success as it provides a stronger policy framework for fringe area land use than there was provided previously. Concerns about fringe area land use include: conflict of land uses along the boundaries between jurisdictions (e.g. Pemberton and Area C); political conflict around the provision of a commercial drive-through service at Britannia Beach; loss of tax revenue due to fringe area development; multiple jurisdiction involved in land use planning (e.g. municipal planning departments, SLRD planning department, Ministry of Transportation and Infrastructure for rural area subdivision approval).
- **Bylaw Enforcement** – There were concerns from both a municipal and rural area perspective that there are varying degrees of bylaw enforcement between municipalities and electoral areas. While it was recognized that bylaw enforcement can be challenging given the vast territory included in the electoral areas, there was a general desire to provide stronger bylaw enforcement, combined with similar bylaws for neighbouring jurisdictions.
- **Road Maintenance and Policing** – There were concerns articulated about lower than desired levels of provincial services like road maintenance and policing in the electoral areas.
- **Water Supply** – Concerns were articulated about ensuring the viability of future rural area water supplies for communities such as Britannia Beach, Furry Creek, and Porteau Cove.



- **Service Area Boundaries** – There were concerns that in some cases, fire protection and rescue services have been provided outside of service area boundaries, resulting in implications around liability.
- **Shared Services** – There was agreement amongst many members that informal services reviews could be utilized to resolve disputes or problems around shared services or sub-regional services. It was noted that service reviews could be used as an educational tool to increase awareness and understanding of regional governance roles, responsibilities and services.
- **Decision-Making** – Some concerns were raised about inefficient or lengthy decision-making processes around shared services between fringe areas and municipalities. In the Pemberton Valley this was raised as a significant issue since neighbouring jurisdictions are engaged in multiple shared services, and the involvement of numerous decision-making bodies (e.g. Village, SLRD, Pemberton Valley Utilities and Services Committee) is perceived to delay decision-making.

Duplication of Services:

Two main concerns were raised about the duplication of services. First, there was a concern that for some services, multiple jurisdictions were involved in service delivery when a region-wide service may have been more efficient. One example of this is 911, for which there are now four different contracts for the provision of this service. Whistler and Squamish established their own arrangements for 911 services, the northern areas (Lillooet, Area A and Area B) established separate 911 service, and the remaining southern areas (Pemberton, Area C, and Area D) are currently in the process of implementing their own 911 service. In the case of both the northern and southern areas, it was noted that residents waited for upwards of eight to ten years for the establishment of their respective 911 services. The District of Lillooet also identified the recovery of front end costs related to the establishment of the service as an issue of concern.

Second, some SLRD members expressed a concern that both municipal governments and the Regional District are involved in the provision of the same services (e.g. building inspection, bylaw enforcement) for neighbouring jurisdictions. Concerns included a lack of consistency in bylaws and enforcement standards. Some felt that bylaws could be harmonized or that there were opportunities to work with municipalities to provide contract services to the electoral area (e.g. District of Lillooet could provide contract services to Area B).



First Nations:

While First Nations consultations were not within the scope of this Phase 1 project review, a variety of perspectives were raised with respect to First Nations considerations as they relate to governance and boundaries. First Nations represent a significant proportion of the northern area population, representing roughly half of the northern area population and two-thirds of the Electoral Area B population. The District of Lillooet and Area B both articulated a strong desire to involve First Nations in discussions around governance to facilitate an interchange of ideas and to encourage co-operation on issues of joint concern such as economic development and land management. The District of Lillooet now has a Protocol Agreement to facilitate cooperation with one of the First Nations in the northern areas, and it was felt that continued dialogue is required to achieve sub-regional goals. Additionally, the District noted that it felt local First Nations should also realize benefit from BC Hydro tax revenues (i.e. Payments in Lieu of Taxes). With regard to the southern areas, there was a comment that the Squamish and St'at'imc have stated opposition to municipal boundary extensions. There was also recognition that the Squamish Nation has significant development interests within the region, such as the Porteau Cove development.

Capacity Building & Economic Development

Economic development was raised as a significant issue with particular emphasis on the northern areas, but with opportunities noted throughout the Regional District. With the decline of the resource sectors and the recent privatization of BC Rail, the northern areas are currently experiencing severe economic challenges, and there was an identified need to respond as a collective group to this challenge. A variety of opportunities and issues were raised in the northern areas and throughout the region:

- **First Nations and Northern Area Capacity** - As noted above, the whole northern area sub-region is strengthened when all parties work together and there was a desire amongst the northern area representatives to partner with the local First Nations in sub-regional economic development initiatives.
- **Passenger Rail** – It was noted that the loss or downgrading of rail service has hurt the northern areas. While BC Rail used to provide passenger service from North Vancouver to Lillooet and beyond, current services now only include Rocky Mountaineer tourist trains from North Vancouver to Whistler and the Kaoham Shuttle service from D'Arcy and Seton to Lillooet. There was a desire to encourage the restoration of passenger rail service along the whole corridor, particularly to bring more tourist traffic into the northern areas.



- **Natural Resources** – The northern areas are endowed with natural resources (e.g. mining, hydroelectric power generation). As highlighted in the earlier discussion around sharing of revenues, it was noted that the area sees little benefit from these natural resources and there was a desire for the Province to level the playing field and share resource revenues with the affected communities.
- **Infrastructure** – The District of Lillooet highlighted the impact that infrastructure investments could have on the northern areas. There was a view expansion of the water system could support economic development initiatives such as viticultural development and new agricultural initiatives.
- **Airport Expansions** - There was recognition that airports are significant economic generators, and there was an identified need to make airport improvements in Lillooet, Pemberton and Squamish.
- **Pemberton Valley Economic Development** – There was an expressed desire to co-ordinate Pemberton area economic development initiatives on a valley-wide basis.
- **Tourism Development and Region-Wide Cooperation** – There was an identified need for stronger region-wide cooperation in economic development initiatives, particularly with regard to region-wide tourism development. Competition for investment was viewed as being counterproductive.

Board Efficiency/Functionality:

As the majority of the shared services are located within the Pemberton Valley, some members expressed frustration that a disproportionate amount of Board time is spent on the Pemberton Valley service issues rather than region-wide issues. Some also expressed a view that board co-operation and relations are weak, and that there is a tendency towards parochialism rather than a regional perspective. Rotation of the Board Chair was raised as one possibility to address these issues.

It was also suggested that the effective operation of the Board was compromised by the order of business on the agenda, leading to frustration and a lack of interest on the part of some Directors. This issue was raised during the September Board meeting, with a suggestion that a review of the Procedural Bylaw be undertaken. There are a number of possibilities in this regard, to: a) consider the order of business (i.e. as one possibility, corporate issues of region-wide interest could be addressed at the beginning of the agenda, followed by sub-regional issues and finally local area services); and, b) consider delegating authority to remove some issues from the Board table (with the exception of financial and appointment issues).



Service Delivery Capacity:

During the course of Phase 1 project discussions, a variety of concerns were raised with regard to service delivery capacity. Some were concerned about the capacity of small population bases (e.g. in the northern areas) to professionally deliver services such as rescue services. Positive views were expressed towards the informal service review that is currently underway for the Lillooet Area Rescue Service. Some were concerned about an inability or difficulty in establishing new services that are desired by residents (e.g. a new cemetery in Electoral Area C). Others expressed frustrations with delays in establishing new services (e.g. northern and southern area 911 services) or in making improvements to existing services (e.g. Lillooet recycling facility). Some also felt that enhanced service delivery capacity in fringe areas could support regional goals (e.g. both Lillooet and Pemberton highlighted a desire for further investment in rural area water systems to provide further support for agriculture).

Understanding of the Regional District:

In Phase 1 project discussions, it was evident that the Regional District, its role, its responsibilities and its service delivery capabilities are not well understood by the general public and the member jurisdictions. On the subject of regional governance, there is a wide variety of documentation available through the Ministry of Community and Rural Development and the Union of BC Municipalities. There was an overall desire to enhance communications, and to share the many successes of the Regional District. Awareness and understanding of the Regional District could be enhanced through the use of tools such as orientation sessions with the Board members and the member communities, publications to increase the level of awareness and understanding of the regional district and regional issues, and the development of a stronger presence online (e.g. social networking).



5.0 PRIORITIES AND POTENTIAL MEASURES OF SUCCESS

In the second round of Phase 1 project discussions with SLRD members, priority issues were identified for each jurisdiction and potential measures of success were articulated for each priority. Appendix D provides a summary of the priorities and potential measures of success on a jurisdiction-by-jurisdiction basis. As illustrated in Appendix D, there were a number of emerging themes, and many issues were highlighted by more than one SLRD member jurisdiction. Figure 5.1 highlights these key issues and it identifies potential measures of success if these issues are addressed.

Figure 5.1 – Priority Issues and Potential Measures of Success

Issue	Potential Measures of Success
Identity and Geographic Distinctions	<ul style="list-style-type: none"> • SLRD has a cohesive, regional identity. • Confusion around local community identity (e.g. Pemberton Valley) is eliminated.
SLRD Mandate	<ul style="list-style-type: none"> • SLRD is a regional body, focused on the regional community. • Common goals are identified, articulated, and pursued. • SLRD provides services that address shared, regional needs. • Directors wear regional hats. • Services are rationalized and capacity is developed to deal with regional issues. • Allocation of time and resources reflects a reinvigorated mandate. • Local residents are involved in decision-making on local issues.
Representation	<ul style="list-style-type: none"> • Northern areas have a strong sub-regional voice. • Pemberton Valley confusion about electoral area versus municipal jurisdiction is eliminated and community identity is enhanced. • Whistler’s voice and contribution is recognized. • Howe Sound East develops long-term governance capacity.
Geographic Boundaries	<ul style="list-style-type: none"> • Municipal boundaries match the geographic limits of the functional communities. • Phase 2 of the Governance and Boundaries project provides a full review of the pros and cons of various governance options and leads to appropriate boundary adjustments as required.
Democratic Accountability	<ul style="list-style-type: none"> • The SLRD Board is perceived to be more responsive to its constituent members and the public. • If desired, electors have some level of involvement in selecting their municipal representatives to the SLRD Board. • Decisions about services are made by those who participate in those services, and decision-making is streamlined.



Issue	Potential Measures of Success
Financial Accountability	<ul style="list-style-type: none"> • SLRD members perceive value for services received. • Costs for services are perceived to be shared equitably amongst all participants. • SLRD revenues are perceived to be shared equitably. • Impacted communities realize benefit of resource projects.
Fringe Areas	<ul style="list-style-type: none"> • Fringe area land use is compatible with municipal land uses. • Fringe area development supports regional sustainability goals. • Municipalities have jurisdiction over their current fringes.
Duplication of Services	<ul style="list-style-type: none"> • Services are delivered efficiently, recognizing opportunities for regional cooperation where possible.
First Nations	<ul style="list-style-type: none"> • The northern areas have a partnering relationship with First Nations on sub-regional service delivery and economic development. • Cooperation with neighbouring First Nations communities leads to compatible land uses in adjacent jurisdictions.
Capacity Building and Economic Development	<ul style="list-style-type: none"> • There is region-wide cooperation on economic development and tourism growth. • The northern areas participate jointly in initiatives to encourage and realize local economic development in the subregion. • Capacity is developed for infrastructure improvements required to support economic development.
Board Efficiency/Functionality	<ul style="list-style-type: none"> • Board members have trusting relationships that foster co-operation on issues of region-wide concern. • Successes are celebrated and communicated to the public. • The Board agenda facilitates meaningful dialogue on issues of region-wide and sub-regional concern.
Service Delivery Capacity	<ul style="list-style-type: none"> • Desired services are established in a timely fashion and services are delivered to the satisfaction of local residents.
Understanding of the Regional District	<ul style="list-style-type: none"> • Regional successes are communicated and celebrated. • SLRD members and the public understand the roles and responsibilities of the Regional District.



6.0 RECOMMENDATIONS AND NEXT STEPS

For Phase 1 of the Governance and Boundaries project, the project scope was focused on issues identification (Section 4 and also set out in Appendix D - Summary of Priority Issues by Jurisdiction) and the development of potential measures of success (Section 5). Nevertheless, over the course of Phase 1, it was inevitable that some discussions gravitated towards potential options and solutions to address the various issues that were identified. This section provides a brief overview of the various options that came up, setting the stage for more in-depth development and analysis of options in Phase 2 of the Governance and Boundaries project.

Given the outcomes of the Phase 1 project discussions, there are a number of potential projects and/or approaches that could be used to address the identified issues. Many of the identified issues could be resolved within the current structure, by establishing new services, recalibrating the Board agenda, making adjustments to cost recovery approaches, or using other similar tools. Other issues require a more detailed review of structure, with potential changes to boundaries and representation as a result. Figure 6.1 provides an outline of various projects and/or approaches that could be undertaken to address the issues, and Figure 6.2 provides a concise summary of the issues that are addressed by each project. It is noted that some projects and/or approaches could be addressed outside of the Governance and Boundaries project, whereas other projects and/or approaches might be considered for more detailed analysis in Phase 2 of this project.

Figure 6.1 – Potential Projects/Approaches for Identified Issues

Potential Project/Approach	Relevant Issues
<ul style="list-style-type: none"> Visioning or Integrated Community Sustainability Planning exercise to identify, articulate, and pursue common goals 	<ul style="list-style-type: none"> Board Efficiency Duplication of Services Economic Development First Nations Fringe Areas Geographic Boundaries Identity/Geographic Distinctions Service Delivery Capacity SLRD Mandate Understanding of the Regional District
<ul style="list-style-type: none"> Adjustments to Board Procedures* 	<ul style="list-style-type: none"> Board Efficiency/Functionality Democratic Accountability SLRD Mandate



Potential Project/Approach	Relevant Issues
<ul style="list-style-type: none"> Organizational Assessment 	<ul style="list-style-type: none"> Democratic Accountability Duplication of Services Financial Accountability Service Delivery Capacity SLRD Mandate Understanding of the Regional District
<ul style="list-style-type: none"> New northern area sub-regional partnerships 	<ul style="list-style-type: none"> Economic Development First Nations Representation Service Delivery Capacity
<ul style="list-style-type: none"> Review of approach to the representation of Whistler and other members (e.g. voting units and population) 	<ul style="list-style-type: none"> Democratic Accountability Representation
<ul style="list-style-type: none"> Service reviews 	<ul style="list-style-type: none"> Duplication of Services Financial Accountability Fringe Areas Service Deliver Capacity Understanding of the Regional District
<ul style="list-style-type: none"> Review of models for the delivery and governance of regional services with consideration of better models for transit and solid waste management services 	<ul style="list-style-type: none"> Board Efficiency Duplication of Services Service Delivery Capacity SLRD Mandate
<ul style="list-style-type: none"> Review of revenue-sharing arrangements 	<ul style="list-style-type: none"> Financial Accountability
<ul style="list-style-type: none"> Adjustments to method for appointing Municipal Directors (i.e. elector involvement) 	<ul style="list-style-type: none"> Democratic Accountability Understanding of the Regional District
<ul style="list-style-type: none"> Communications strategy 	<ul style="list-style-type: none"> Board Efficiency/Functionality Understanding of the Regional District
<ul style="list-style-type: none"> Review options for northern area governance models 	<ul style="list-style-type: none"> Democratic Accountability Duplication of Services Economic Development Financial Accountability First Nations Fringe Areas Geographic Boundaries Identity and Geographic Distinctions Representation Service Delivery Capacity Understanding of the Regional District



Potential Project/Approach	Relevant Issues
<ul style="list-style-type: none"> Pemberton Valley Governance Study 	<ul style="list-style-type: none"> Board Efficiency/Functionality Democratic Accountability Duplication of Services Financial Accountability Economic Development Fringe Areas Geographic Boundaries Identity/Geographic Distinctions Representation Service Delivery Capacity Understanding of the Regional District
<ul style="list-style-type: none"> Howe Sound East Governance Study 	<ul style="list-style-type: none"> Democratic Accountability Duplication of Services Financial Accountability Fringe Areas Geographic Boundaries Identity/Geographic Distinctions Representation Service Delivery Capacity Understanding of the Regional District
<ul style="list-style-type: none"> Region-wide structure analysis (e.g. review pros and cons of various governance options and to identify and analyze the risks and benefits of various changes to governance including expansion of municipal boundaries and adjustment of electoral area boundaries) 	<ul style="list-style-type: none"> Board Efficiency/Functionality Democratic Accountability Duplication of Services Financial Accountability Fringe Areas Geographic Boundaries Identity/Geographic Distinctions Representation Service Delivery Capacity SLRD Mandate Understanding of the Regional District

*While Phase 1 is for issue identification and not solutions, it is recommended that the Board immediately proceed with a review of the Procedural Bylaw to make Board agenda adjustments and to consider further delegation of powers to potentially remove certain sub-regional and/or local issues from the Board table. These early actions will be helpful in addressing some identified Board member frustrations.



Clearly, a wide range of approaches are available to address the many issues that arose in Phase 1 project discussion. To provide focus over the coming months, the following projects/approaches are highlighted for consideration (either as part of or separate from the Governance and Boundaries Project):

- **Visioning or Integrated Community Sustainability Planning Exercise** – Such a project would be of value in identifying a collective vision and common goals for the SLRD members.
- **Adjustments to Board Procedures** – As noted above there are a variety of potentially simple steps that could be taken to enhance Board efficiency, provide opportunity for increased dialogue on issues of regional and sub-regional concern, and delegate authority on issues of local concern.
- **Organizational Assessment** – An organizational assessment is required for the purpose of evaluating participation in services (i.e. who does what) as well as the cost-sharing formulas for various services, including region-wide services.
- **Region-Wide Structure Analysis** - A region-wide structure study is required to identify and analyze the risks and benefits of various changes to governance (e.g. review of pros and cons of various governance options including expansion of municipal boundaries and adjustment to electoral area boundaries).
- **Service Reviews** – An extensive service review will be of assistance in resolving the various localized issues around service delivery and cost-sharing. This approach would also serve to increase awareness and understanding on the workings of regional government and services. It is noted that service reviews may be undertaken in an “informal” manner or as “formal” service reviews under the legislated provisions of the *Local Government Act*.
- **Review of Models for the Delivery and Governance of Regional Services** – Given the desires that were expressed by many for stronger regional cooperation, there is a need to review models for the delivery and governance of services that could be provided on a regional basis, such as transit and solid waste management.
- **Review of Options for Northern Area Governance Models** – This project would provide an opportunity for a more extensive analysis of opportunities for stronger sub-regional cooperation (including First Nations) within the current structure or in a new structure.
- **Pemberton Valley Governance Study** – Given the many concerns that have been raised around boundaries and service delivery in the Pemberton Valley, this would provide an opportunity to analyze Pemberton Valley issues in greater detail.



- **Howe Sound East Governance Study** – As the communities of Britannia Beach, Furry Creek, and Porteau Cove grow, a governance study or municipal incorporation study may be required to more fully analyze the impacts of a change in local government structure.

Figure 6.2 – Summary of Issues Addressed by Potential Projects/Approaches

Potential Project/Approach	Relevant Issues												
	Identity/Geographic Distinctions	SLRD Mandate	Representation	Geographic Boundaries	Democratic Accountability	Financial Accountability	Fringe Areas	Duplication of Services	First Nations	Economic Development	Board Efficiency	Service Delivery Capacity	Understanding of RD
Visioning or ICSP Project	•	•		•			•	•	•	•	•	•	•
Adjustments to Board Procedures		•			•						•		
Organizational Assessment		•			•	•		•				•	•
Northern Area Sub-Regional Partnerships			•						•	•		•	
Representation Review			•		•								
Informal Service Reviews						•	•	•				•	•
Review of Models for Delivery and Governance of Regional Services		•						•			•	•	
Review of Revenue-Sharing Arrangements						•							
Adjustments to Method for Appointing Municipal Directors					•								•
SLRD Communications Strategy											•		•
Northern Area Governance Study	•		•	•	•	•	•	•	•	•			
Pemberton Valley Governance Study	•		•	•	•	•	•	•		•		•	•
Howe Sound East Governance Study	•		•	•	•	•	•	•				•	•
Region-Wide Structure Analysis	•	•	•	•	•	•	•	•			•	•	•



Appendix A

Squamish-Lillooet Regional District Statistics

Squamish-Lillooet Regional District

(incorporated October 3, 1968)

Voting Unit: 2,000 population

	Area ¹ as of Dec 31, 2006	2006 Census including subsequent population changes certified by the Minister ³		Number of Directors	Voting ⁴ Strength	2008 Hospital Purposes Assessment \$	2008 General Purposes Assessment \$
		(3)	(4)				
Districts:							
Lillooet	2,864.0	2,324	2,324	1	2	197,516,102	198,088,577
Squamish	11,912.4	14,949	15,338	2	8	3,085,936,813	3,078,637,697
Whistler	16,917.5	9,248	9,248	1	5	10,020,817,937	10,006,169,537
Village:							
Pemberton	1,071.5	2,192	2,192	1	2	367,346,299	367,719,899
Electoral Areas:							
A	3,809.6	207	207	1	1	133,583,346	133,992,807
B	3,691.7	575	1,719	1	1	79,788,917	80,474,752
C	5,860.7	1,887	3,358	1	2	441,675,685	471,820,460
D	3,004.1	839	839	1	1	483,699,505	496,741,895
Totals:	16,693.8 ²	32,221	35,225	9	22	14,810,364,604	14,833,645,624

¹ Area shown for incorporated municipalities in hectares: for electoral areas in square kilometres. Conversion factors: 1 acre = .4047 hectares. 1 square mile = 2.59 square kilometres.

² Square kilometres (1 square kilometre = 100 hectares).

³ Population excluding people residing on Indian Reserves as of Dec 31, 2006.

⁴ Population including people residing on Indian Reserves certified by the Minister as of Dec 31, 2006. These figures are used to determine the number of Directors on the Regional Board and their voting strength during the calendar year 2008 in accordance with Section 783 of the *Local Government Act*.



Appendix B

2010 Requisition Amounts by Area/Municipality



Appendix C

Revenue Sharing Formula for BC Hydro Payments in Lieu of Taxes

BC Hydro/BC Rail Grants in Lieu of Taxes

- The allocation of Dams and Reservoir grants be on a percentage of overall grant formula basis;
- The following percentage allocations be made:
 - 40% - General Government
 - 30% - Land Use Planning
 - 5% - Feasibility Study Reserve (to maximum fund level of \$150,000, with any resulting excess being allocated to General Government)
 - 1% to General Select Funds
 - 5% to the following standing commitments:
 - Lillooet Recreation Centre - \$8,500
 - Seton Portage Fire Service - \$5,000
 - Pemberton Area Transit - \$14,500
 - Squamish Public Library - \$10,000
 - 19% to Electoral Area Select Funds (to be divided equally among the 4 Electoral Area)
- Unused Electoral Area Select Fund allocations will be transferred to General Select Funds at each fiscal year end;
- Prior years' (2007 and earlier) accumulations of Electoral Area Select Funds will be retained to the extent that they have been allocated for specific identifiable projects;
- Where allocations of prior and future years Electoral Area Select Funds have been made for specific identifiable projects which relate to an established service, the allocation will be transferred to an appropriate reserve fund for that service;
- Electoral Area Select Fund Allocations for specific identifiable projects (other than those which have been transferred to a specific service reserve fund) which remain unexpended as at December 31, 2012 will be transferred to General Select Funds;
- Electoral Area Directors will identify their allocations of prior years (2007 and earlier) accumulations of Electoral Area Select Funds for specific identifiable projects no later than the June 2008 Regular Board meeting;
- Electoral Area Grants By-law No. 774-2003 will be amended to remove the provision which delegates the authority to Electoral Area Directors to provide grants not exceeding \$1,000.00 [This to become a function of the Electoral Area Directors Committee];
- A monthly "Grant Approvals Report" setting out Electoral Area Select Fund usage will be placed on the agenda of each regular board meeting.

Adopted: November 25, 1996

Amended: November 23, 1998
February 2, 1999
December 17, 2003
April 28, 2008

Crown Corporation Grants in Lieu of Taxes
Adopted: November 25, 1996
Amended: April 28, 2008

Policy: 2.2

Page 1



Appendix D

Summary of Priority Issues by Jurisdiction

Squamish-Lillooet Regional District
Governance & Boundary Review – Phase 1

Issues Summary – Electoral Area A

Key Issues:

1. Economic Development:

There is an identified economic disparity between the northern and southern parts of the region. With this, there is a desire for stronger emphasis on northern area economic development initiatives in co-operation with Area B and the District of Lillooet.

Potential Measures of Success:

- Area A develops capacity to encourage and realize local economic development (i.e. mining, IPPs, tourism).
- Northern areas participate jointly in economic development initiatives.

2. Revenue Generation and Revenue Sharing:

Related to the economic competitiveness of the region, there is a desire for enhanced revenue generation and revenue sharing to help facilitate the provision of local services. Examples include: a) the potential for additional revenue from the sale of power from an SLRD Independent Power Project; or, b) sharing of Provincial revenues from Independent Power Projects or new mines.

Potential Measures of Success:

- Area A attracts new investment in resources (e.g. IPPs, mining)
- Area A realizes the benefits of revenue from new local resource projects.

Other Issues:

- Sense of region: There is a significant geographic divide between the northern and southern parts of the region. Area A has a northern area sub-regional affiliation with Lillooet and Area B, and northern area residents generally look towards Kamloops as the main service centre.
- Representation: There is a general desire to have stronger local representation, although there is recognition that Area A alone would not support a municipal structure at this time.

Squamish-Lillooet Regional District
Governance & Boundary Review – Phase 1

Issues Summary – Area B

Key Issues:

1. First Nations:

The Director highlighted the importance of strong co-operation with local First Nations to achieve sub-regional goals, particularly for economic development and sub-regional service delivery (e.g. emergency services). This issue is of particular importance in Area B, where First Nations comprise approximately two-thirds of the population.

Potential Measures of Success:

- The northern areas have a partnering relationship with First Nations on subregional service delivery and economic development.
- First Nations have a voice in sub-regional issues and services.

2. Economic Development:

With the economic challenges facing the northern part of the SLRD, the Director noted the need for stronger emphasis and cooperation on northern area economic development initiatives

Potential Measures of Success:

- Area B develops capacity to encourage and realize local economic development.
- Northern areas participate jointly in economic development initiatives.

3. Environmental Protection:

The Director highlighted concerns about environmental protection (e.g. air, water, land, wildlife), particularly in relation to potential IPP and mining projects.

Potential Measure of Success:

- Local environmental concerns are heard and addressed satisfactorily by all levels of government.

4. Capacity:

The Director highlighted concerns with: a) adequate local capacity to deliver professional emergency services; and, b) bylaw enforcement capacity under the current structures. In both these cases the Director highlighted opportunities for stronger sub-regional cooperation in the delivery of shared services. To accomplish this, the Director also highlighted a need for enhanced communication with the District of Lillooet.

Potential Measures of Success:

- Northern areas (including First Nations) co-operate on issues of common concern and in the provision of shared services.
- Residents have access to professional emergency services and consistent bylaw enforcement.

Squamish-Lillooet Regional District
Governance & Boundary Review – Phase 1

Issues Summary – Electoral Area C

Key Issues:

1. General Governance and Representation (Geographic Boundaries):

There is recognition that the current Village boundary is piecemeal. This causes confusion over community identity and confusion about representation, with multiple jurisdictions being involved in the provision of services in the Pemberton Valley. It was noted that functionally, the Pemberton Valley is one community. However, the geographic boundaries of the Village and the electoral area do not recognize this.

Potential Measures of Success:

- Municipal boundary matches the geographic limits of the functional community.
- Confusion about electoral area versus municipal jurisdiction is eliminated.
- Community identity is enhanced.

2. Equity and Fairness in Sharing of Costs:

Area C residents contribute towards many sub-regional services (e.g. search and rescue, library, recreation, economic development) and it was noted that the free rider issue is not a problem in the Pemberton Valley. However, with some specified area services (e.g. fire protection and water) there is a concern that service costs are not equitable (e.g. some rural residents pay full rates for fire protection but do not realize insurance rate reductions due to lack of community water systems).

Potential Measure of Success:

- Costs for services are perceived to be shared equitably amongst all participants.

3. Board Efficiency / Functionality:

While there is recognition that a large amount of Board time and effort is spent on Pemberton Valley issues, it was noted that this needs to be looked at in context, recognizing the large number of joint services. Beyond this issue, there is a concern that there is a lack of trust and respect at the Board table that precludes co-operation on region-wide issues. There is also a sense that the SLRD has many successes (e.g. Regional Growth Strategy, emergency responses, D'Arcy water system, energy resilience task force) and that there are opportunities to make continued improvements within the regional district system.

Potential Measures of Success:

- Board members have trusting relationships that foster co-operation on issues of region-wide concern.
- Successes are celebrated and communicated to the public.

4. Democratic Accountability:

It was noted that there are challenges associated with being a single electoral area director for a large population with many service needs. Because local, rural area services can be far down the list of Board priorities, it can be difficult to establish some of these needed services. There is also a sense that electoral area directors have a different level of regional accountability, as they are directly elected as Board members, whereas municipal directors are appointed to the Board.

Potential Measure of Success:

- There is an ability to readily establish desired services to the satisfaction of local residents.

Other Issues:

- Land Use Planning: Board input into rural area planning issues is appreciated. There is a concern that on regional planning issues, some municipal decisions are not consistent with the Regional Growth Strategy vision.
- Revenue-Sharing: It was noted that amenity contributions and hydro revenues have allowed the electoral areas to fund needed initiatives without having to establish services, and that there is a continued need for these sources of revenue.

Squamish-Lillooet Regional District
Governance & Boundary Review – Phase 1

Issues Summary – Electoral Area D

Key Issues:

1. Governance and Representation (Howe Sound East):

At full build-out, it is expected that the communities of Britannia Beach, Furry Creek, and Porteau Cove could have approximately 4,000 homes and 10,000 residents. Currently, residents already have an expectation for full urban services, and with this expected population growth, there is a need to develop capacity for local governance. A previous study was completed to review governance options for Howe Sound East, and the Area Director has been in discussions with the Ministry of Community and Rural Development regarding the potential for a municipal incorporation study.

Potential Measures of Success:

- Howe Sound East (Britannia Beach, Furry Creek, Porteau Cove) develops long-term governance capacity.

2. Service Priorities:

There are a variety of immediate service priorities for the residents of Area D. These include:

- 911 South: While Squamish, Whistler, and the northern areas each have their own 911 services, 911 service is only now being established for Area C, Area D, and the Village of Pemberton. Area residents have been waiting for this service for approximately ten years, and it is expected that this service will be operational by late 2010.
- Emergency Response and Recovery Plan Update: This plan was last updated approximately four years ago and area residents have expressed a desire for greater preparation for emergency situations, especially with the access limitations that can occur during emergencies (e.g. evacuations via Highway 99, which can be subject to closure at times).
- Transit: There is currently no transit service for Britannia Beach, Furry Creek, and Porteau Cove. There is a desire for service to provide access to the SLRD municipalities to the north, and Vancouver to the south. It is expected that this issue will become more significant as the Area D communities grow in population.

Potential Measure of Success:

- Service priorities are addressed to the satisfaction of local residents.
- There is sub-regional cooperation to provide transit service to Area D residents.

Other Issues:

- Regional Priorities: The Director identified possibilities for stronger cooperation on issues of region-wide concern (e.g. transit, solid waste management, air quality, emergency response).

Squamish-Lillooet Regional District
Governance & Boundary Review – Phase 1

Issues Summary – District of Lillooet

Key Issues:

1. First Nations:

Council highlighted the importance of strong co-operation with local First Nations to achieve sub-regional goals, particularly for economic development and sub-regional service delivery.

Potential Measures of Success:

- The District and northern areas have a partnering relationship with First Nations on subregional service delivery and economic development.
- First Nations have a voice in sub-regional issues and services.

2. Economic Development:

Council noted the economic challenges facing the northern part of the SLRD and highlighted the need for additional resources to promote economic development on a sub-regional basis and to make capital investments in water system improvements to help realize the area's agricultural and viticultural potential.

Potential Measures of Success:

- There is broad support for sub-regional economic development initiatives.
- Lillooet and the surrounding electoral area develop capacity for investment in water infrastructure required to support agricultural initiatives.

3. Revenue Sharing:

Council articulated a desire to revisit revenue sharing approaches with regard to: a) hydro payments in lieu of taxes, for which it is felt that the benefits should be seen primarily in the communities that are affected by facilities; and, b) other resource revenues, for which it is felt that current provincial revenues should be shared locally.

Potential Measures of Success:

- Sharing of payments in lieu of taxes is commensurate with the impact of facilities on the sub-region.
- Provincial resource revenues (e.g. IPPs, mining) are shared with the locally impacted communities.

4. Representation and Sub-Regional Cooperation:

Council expressed a desire for stronger sub-regional cooperation, particularly to come together as a sub-region to support economic development and to engage the Province with one voice. There was also a desire to review options for enhanced representation for area residents.

Potential Measures of Success:

- Northern areas have a collective voice in governance.
- Northern areas (including First Nations) co-operate on issues of common concern and in the provision of shared services.

Other Issues:

- Understanding of Regional District: Lillooet highlighted the need for further Board and community orientation to the roles and functions of the Regional District.

- Sense of Region: There is a significant geographic divide between the northern and southern parts of the region, and Lillooet residents generally look towards Kamloops as their main service centre.

Squamish-Lillooet Regional District
Governance & Boundary Review – Phase 1

Issues Summary – Village of Pemberton

Key Issues:

1. Mandate of SLRD:

Council highlighted concerns with multiple layers of government being involved in the provision of local services within the Pemberton Valley. There is a desire for stronger local control over local issues, and a related desire for an expanded SLRD mandate to provide leadership on issues of region-wide concern (e.g. transit, solid waste management).

Potential Measures of Success:

- SLRD functions as a regional body, focused on the regional community.
- Regional services are provided to address shared, regional needs.
- Services are rationalized, with appropriate jurisdictions delivering appropriate services.
- Local residents are involved in decision-making on local issues.

2. General Governance & Representation (Geographic Boundaries):

Council noted the confusion that prevails in the Pemberton Valley with regard to who governs whom and how services are delivered. Community identity is a concern and there is an overall desire to match the Village Boundary with the geographic limits of the functional community. There are also related concerns about the current duplication of services between the Village and surrounding electoral area.

Potential Measure of Success:

- Confusion about electoral area versus municipal jurisdiction is eliminated.
- Village boundary matches the geographic limits of the functional community.
- Community identity is enhanced.

3. Accountability:

Council articulated three main concerns relating to accountability:

- Democratic accountability – there is a concern that decisions on local services and issues are currently made by representatives who are not accountable to the local community.
- Financial accountability – there is a concern that the Village is unable to establish equitable rates for services that are provided by the Village to the surrounding electoral area.
- Service delivery accountability – there are concerns about capacity and responsiveness to deliver local services under the current structures.

Potential Measures of Success:

- Decisions about services are made by those who participate in those services.
- Decision-making is streamlined.
- There are clear lines of accountability for local services.
- Costs for services are perceived to be shared equitably amongst all participants.
- There is capacity and responsiveness to deliver all desired services.

Other Issues:

- Board efficiency: there is a recognition that much of the Board agenda typically deals with Pemberton Valley issues.
- Role of directors: there is a degree of discomfort for Directors making decisions on local area issues elsewhere in the region.

- Revenue sharing: the benefits of new electoral area Independent Power Projects flow to the Province rather than the local community.
- Fringe area issues: there are concerns about the compatibility of fringe area development and about different enforcement standards in fringe areas.

Squamish-Lillooet Regional District
Governance & Boundary Review – Phase 1

Issues Summary – Resort Municipality of Whistler

Key Issues:

1. Representation:

Council noted that Whistler's level of representation at the SLRD Board table is not equitable, given the average daily population served by the resort municipality, and the contribution made by the community to the broader region. There was a desire for enhanced representation to recognize Whistler's true size and its contribution within the regional context.

Potential Measures of Success:

- SLRD governance recognizes Whistler's true size (i.e. number of directors is commensurate with the population that Whistler serves on a daily basis).
- SLRD governance recognizes Whistler's voice and contribution.

2. SLRD Mandate:

Council articulated a desire to enhance the SLRD's mandate on issues of region-wide concern. Stronger regional cooperation is warranted on a variety of issues and Council expressed a desire to work with the other SLRD members to identify, articulate, and pursue common goals. There were also related concerns about the role of directors (i.e. local interests often trump regional interests), and about the need to rationalize service delivery in the SLRD so that less time and resources are spent on local issues.

Potential Measure of Success:

- SLRD is a regional body, focused on the regional community.
- Common goals are identified, articulated, and pursued.
- SLRD provides services that address shared, regional needs.
- Directors wear regional hats (not local).
- Services are rationalized and capacity is developed to deal with regional issues.

3. Fringe areas:

Council highlighted concerns over the ability to influence land use decisions in the fringe areas surrounding Whistler, and articulated a desire to ensure that all development supports regional sustainability goals.

Potential Measures of Success:

- Municipalities have jurisdiction over their current fringes.
- Fringe area development supports regional sustainability.
- Commercial development is directed towards municipalities.

Other Issues:

- Capacity: Council highlighted a sense that the SLRD's focus on local issues limits the capacity of both Board members and staff to address issues of region-wide concern.
- Board functionality / efficiency: A general lack of board efficiency can lead to frustration in attempting to address issues of region-wide concern.
- Perception of Whistler: There was recognition that Whistler is a unique community and that there is a need to transcend current perceptions of the community in order to address regional issues as a collective.
- Sense of region: There was recognition of the north – south divide, together with an acknowledgement that all members have an interest in the success of the region as a whole.
- First Nations: It was noted that First Nations may have a stronger voice in regional issues in the future (e.g. Tsawwassen First Nation on Metro Vancouver Board) and thought needs to be given on how to appropriately accommodate First Nations needs.

- Financial Accountability: It was noted that Whistler makes significant contributions towards regional functions.
- Democratic Accountability: It was noted that the municipal members do not have a significant role in shaping the SLRD agenda.
- Identity: It was noted that the SLRD name identifies some areas of the region and not the whole.

Squamish-Lillooet Regional District
Governance & Boundary Review – Phase 1

Issues Summary – District of Squamish

Key Issues:

1. Function & Mandate of SLRD (Core Services Review):

Council desires a core services review to provide clarity regarding the SLRD's function and mandate. There is a general need to: a) review how funds and time are spent now (accountability/function issue); and, b) review who does what and clarify how services ought to be delivered at all levels (mandate issue).

Potential Measures of Success:

- Squamish perceives value for regional services.
- Services are rationalized, with appropriate jurisdictions delivering appropriate services.

2. General Governance & Representation (Geographic Boundaries):

Council desires a review of the jurisdictional boundaries of both the SLRD and its governing members.

Potential Measure of Success:

- Phase 2 of this study provides a full review of the pros and cons of various governance options (including the formation of larger District Municipalities that take in electoral areas).

3. Financial accountability:

Council desires a review to ensure appropriate formulas are used for equitable contributions towards services and equitable sharing of revenues.

Potential Measures of Success:

- Costs for services are shared equitably.
- SLRD revenues are shared equitably.

4. Democratic accountability:

Council desires stronger democratic / political accountability for the SLRD Board (i.e. issue with Board members being appointed versus elected by the public and desire for structural change to address this).

Potential Measures of Success:

- SLRD Board is perceived to be more responsive to its constituent members and the public.
- Electors have some level of involvement in selecting their representatives for the SLRD Board.
- SLRD provides services that address shared, regional needs.

Other Key Issues:

- Representation: current structure leads to strong representation of electoral areas at SLRD table.
- Common goals: there is a current rural / urban divide with weak focus on region-wide issues at SLRD table.
- Board efficiency: SLRD focus on rural area issues detracts from regional issues.
- Role of directors: there are significant challenges associated with representing both local and regional interests.
- Fringe area issues: there is a long-term need for Howe Sound East to develop governance capacity; there are also land use issues associated with fringe areas.
- Free rider issue: service agreements are desirable for services such as arena, library, search and rescue.

Other Issues:

- Land Use Planning: Board input into rural area planning issues is appreciated. There is a concern that on regional planning issues, some municipal decisions are not consistent with the Regional Growth Strategy vision.
- Revenue-Sharing: It was noted that amenity contributions and hydro revenues have allowed the electoral areas to fund needed initiatives without having to establish services, and that there is a continued need for these sources of revenue.