

Squamish-Lillooet Regional District Governance & Boundaries Study Phase 2 Reports

Region-Wide Structure Analysis
Northern Area Sub-Regional Partnerships
Board Efficiency and Decision-Making
Decision-Making for Regional Service Delivery





September 21, 2011

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

Attention: Squamish-Lillooet Regional District Board Members

Dear Sir/Madam:

RE: SLRD Governance and Boundaries Study - Phase 2

We are pleased to submit the updated Phase 2 reports for the SLRD Governance and Boundaries Study. It was a pleasure to review the Study findings with the SLRD Board on Monday, September 19.

The first phase of the Governance and Boundaries Study was focused on issues identification and the development of potential measures of success to address these issues. At the request of the SLRD and its members, the second phase of the Study included four key components, designed to address as many of the Phase 1 issues as possible. These Phase 2 project components include:

1) Region-Wide Structure Analysis

This component identifies various potential changes to local government structure, including full municipal boundary extensions, and provides a high-level analysis of the potential benefits, risks, and ability to address key issues identified in the Phase 1 Governance and Boundaries work.

2) Northern Area Sub-Regional Partnerships

This component involved facilitated discussions with Northern Area First Nations to identify areas of shared interest and explore potential models for further co-operation on sub-regional issues.

3) Board Efficiency and Decision-Making

This component reviews current SLRD Board processes and provides options to improve the flow of information and to streamline the operation of the Board's meetings, to enhance the regional and sub-regional mandates of the SLRD.

4) Decision-Making for Regional Service Delivery

This component provides an overview of service delivery mechanisms for regional and sub-regional services, and provides a decision-making matrix, with a focus on the solid waste management function, to help the SLRD and its members define when and how services should be considered for regional delivery.

As a result of the Phase 2 Governance and Boundaries work, there are a series of conclusions and recommendations for consideration by the SLRD. Key conclusions are summarized below, with further detail available in each of the respective Phase 2 reports.

Region-Wide Structure Analysis

While full municipal boundary extensions would potentially help to address several of the key issues raised in Phase 1 of the SLRD Governance and Boundaries Study, it is unlikely that full municipal boundary extensions would be a viable option, at least in the short to medium term. This is due to factors such as potential municipal exposure to additional hazard risks, significantly increased road maintenance expenditures (particularly in Lillooet and Pemberton), First Nations considerations, and assent requirements for current electoral area residents. However, there are a series of scaled back changes that may warrant further exploration:

- In the northern areas, economic development initiatives have been identified as a critical need, along with a desire for enhanced access to revenues to assist the northern area communities. In addition to a review of the option to extend the boundaries of the District of Lillooet to take in the Bridge River 1 and Bridge River 2 facilities, it is recommended that the SLRD and its members also explore, in cooperation with Lillooet, other opportunities to potentially direct some BC Hydro PILT funds from the northern area facilities to new economic development initiatives in this area. This could potentially be done through the establishment of a new northern economic development service area, or a broader SLRD-wide economic development service area.
- In the Pemberton Valley, a limited additional boundary extension would be ideal to help rationalize the community boundary and eliminate confusion around service delivery and decision-making. However, it is recognized that this may be difficult to achieve given the prevalence of ALR land within the potential boundary extension area, and the associated difficulty in achieving elector assent for boundary extension. Notwithstanding the potential barriers to additional boundary extensions in the Pemberton Valley, it is recommended that the Village engage in discussions with the Ministry to rationalize the boundaries of the community and include properties within the fire service area, with the goal of eliminating the current jurisdictional uncertainties that are present due to the nature of the current Village boundary.
- Whistler boundary extension appears to be the most viable of all potential boundary extensions from a financial perspective. It is understood that boundary extension to the WedgeWoods development will likely be pursued in the future. To the south, boundary extension may be contingent on property owner interest in joining the municipality. It is recommended that the Resort Municipality of Whistler work in cooperation with the District of Squamish in considering any boundary extension to include the Highway 99 corridor to the south, to take in the Daisy Lake Hydro facility and reservoir and enhance land use and environmental controls in the area.

- Squamish boundary extension to the Squamish River Valley in the northwest is unlikely, short of critical service needs in this area. To the north, boundary extension could be possible (although if the main goal is corridor protection, there may be other opportunities to achieve this goal). Should boundary extension to the north be considered, it is recommended that the District of Squamish work together with the Resort Municipality of Whistler to include the Highway 99 corridor within municipal boundaries, and to establish a boundary that is concurrent with the a new southerly boundary for the Resort Municipality of Whistler. For Squamish, the most viable boundary extension is likely a boundary extension to the east to take in additional community watershed lands and potential IPP projects.
- For Howe Sound East, it is recommended that additional investigations be undertaken to determine whether residents and the District would be interested in potential future Squamish boundary extension to take in this area. It is likely that Squamish boundary extension would be viable earlier than municipal incorporation. Conversely, if municipal incorporation is a preferred option, a formal incorporation study may be warranted at some point in the future. Incorporation will become increasingly viable as the Howe Sound East community grows in size and assessment. At this point, the community is essentially on the verge of being a viable municipality, as its population is only marginally over the minimum 500 person threshold, and the assessment base, while high, is primarily limited to Class 1 residential properties. If additional representation is desired on an interim basis, there may be other opportunities, such as the establishment of a local community commission (LCC), to achieve this goal.
- To balance out representation on the SLRD Board, electoral area adjustments (e.g. consolidation of the northern electoral areas) and voting unit adjustments (e.g. adoption of a smaller voting unit of 1,500) could be considered. These adjustments would require Provincial approval.

As an outcome of this study, it is recommended that SLRD members prioritize their governance-related initiatives and seek direction from the Ministry of Community, Sport and Cultural Development as to the potential feasibility and timing of these initiatives.

Northern Area Sub-Regional Partnerships

Northern area discussions identified several shared interests, including: 1) continuing and cooperative education programs (e.g. job shadowing); 2) economic development opportunities; 3) recycling and solid waste management education; 4) communication service issues (e.g. 911, high speed internet); and, 5) cooperative lobby efforts (e.g. recruitment of health professionals). It was the general view of the participants in the meetings that the opportunities identified for cooperation and collaboration should be explored further, with the understanding that by working together, the sub-region can provide a united approach and a stronger position on area issues and interests.

At this stage, for the northern area of the SLRD, much further work is required to bring the parties together and to start to collaborate on issues, interests and services to the communities and their residents. At the outset of any cooperative approach, it is considered essential that the communities concentrate on a limited number of smaller and achievable goals. Small “bite-sized” issues or services can be more easily addressed and will provide the opportunity to display the merits of a collaborative approach by achieving a number of “small wins” for the communities involved. Recognizing the differing levels of authority, responsibility and funding sources, it may be appropriate to start with a cooperative lobbying effort, bringing together the resources of the various communities to press for improved levels of health and transportation services for the area as a whole.

Board Efficiency and Decision-Making

To improve decision-making processes at the Board table, increase the level of understanding of the SLRD’s role and responsibilities, and improve accountability to service participants and residents, the Board Efficiency project component identified the following key recommendations:

- Amend SLRD Procedural Bylaw #658 – 1998 to streamline the decision making process at the Board table and to separate region-wide issues from local service area decisions for more effective use of the Board’s time.
- Consider additional delegation of authority to new and existing Committees and staff to remove decisions on local service and general administrative matters from the Board table. Formal delegation of administrative authority should be considered for the Pemberton Valley Utility & Services Committee and to the Electoral Area Services Committee, to allow for independence of operations and administrative decisions at the Committee level.
- Review the Communication Policy and revise it to increase and improve the flow of information on regional district activities and policies through the consistent use of a variety of tools.
- Continue to hold formal Orientation Sessions for Board members following the triennial elections and hold regular “shirtsleeve” sessions with the Board to promote better understanding on regional issues and a stronger working relationship amongst the member jurisdictions.
- Consider undertaking internal Service Reviews for the entire Planning function and the Solid Waste Management functions.

Decision-Making for Regional Service Delivery

The paper on regionalization of service delivery provided a decision-making checklist to be used when considering regionalization of service delivery. The checklist prompts the SLRD and its members on key considerations related to: service rationale; defining the service; governance and delivery of the service; service costs; and, addressing future differences or disputes. It is recommended that this checklist be used by the SLRD and its members when considering the provision of services on a regional or sub-regional basis.

It has been a pleasure for the Urban Systems and Neilson-Welch Consulting team to be involved in this Study. Moving forward, please do not hesitate to contact us to review the Phase 2 Study findings and recommendations in more detail.

Respectfully submitted,
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Region-Wide Structure Analysis





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Executive Summary

Through Phase 1 of the Squamish-Lillooet Regional District (SLRD) Governance and Boundaries Study, SLRD members expressed a strong desire to review geographic boundaries and come to a more complete understanding of the implications of potential changes to local government structure. As a result, this Phase 2 Region-Wide Structure Analysis project component was initiated to address several key questions, including:

- What is the purpose of any proposed boundary adjustments/structure changes, and how do they address the issues identified in Phase 1 of the Governance and Boundaries review?
- What are logical, potential boundary extension areas?
- What are the main cost and revenue implications of the identified potential boundary adjustments/structure changes?
- What are the main other implications and/or risks associated with the identified potential boundary adjustments/structure changes?

A variety of factors influenced the desire to review geographic boundaries. Key factors included desires to: refocus the SLRD on region-wide and sub-regional mandates; address perceived inequities in cost-sharing for services; provide for a greater degree of local representation in regional and sub-regional decision-making; enhance municipal control over land use planning in fringe areas; provide municipalities with access to additional potential revenues; and, rationalize municipal boundaries to match the boundaries of the functional community.

The study reviews two main scenarios related to boundaries and local government structure within the SLRD:

- Scenario 1 – This scenario addresses full municipal boundary extensions to include all of the adjacent electoral areas within municipal jurisdiction. At the request of the SLRD and its members, this scenario is the main focus on the Region-Wide Structure Analysis component.
- Scenario 2 – This scenario reviews select, more focused local government structure changes that are also designed to address some of the issues identified in Phase 1 of the SLRD Governance and Boundaries Study.



This preliminary structure analysis is a high-level technical review, and any actual local government structure changes/boundary extensions would require additional detailed analysis, supported by the Ministry of Community, Sport and Cultural Development.

Upon review of Scenario 1, it was determined that full municipal boundary extensions would indeed help to address several of the key issues raised in Phase 1 of the SLRD Governance and Boundaries Study. For local area services and some sub-regional services, responsibility would shift from the SLRD to municipal governments. The SLRD would remain in existence, focused on its sub-regional and regional mandates. Municipalities would enhance their influence over land use and environmental issues through application of their policies and regulations (e.g. Official Community Plans, Zoning Bylaws) to the current electoral areas. Municipal assessment bases would grow, and boundaries would help to eliminate confusion over municipal versus electoral area jurisdiction (e.g. in the Pemberton Valley). However, despite these potential benefits to full municipal boundary extensions, there are several factors that may make this scenario difficult to pursue.

At least in the short to medium term, it is unlikely that full municipal boundary extensions would be viable throughout the SLRD under the current legislative framework. Key factors include:

- Potential municipal exposure to costs related to flood recovery, wildfire protection, and other related hazards;
- Increased road maintenance expenditures, which would likely preclude full municipal boundary extensions in both Pemberton and Lillooet, where significant lengths of MOTI roads would become municipal responsibility (adding in the order of \$600,000 annually to Pemberton's municipal budget and \$1.7 to \$2.7 million annually to Lillooet's municipal budget);
- First Nations considerations, which may limit the possibility of full municipal boundary extensions since: a) Indian Reserves would not be included within the expanded municipal boundaries and would remain part of a residual electoral area(s); and, b) consultation requirements for boundary extensions may raise significant concerns that would make full municipal boundary extensions difficult to achieve in the short to medium term; and,
- Assent requirements for electoral area residents, which would make full boundary extensions extremely difficult to accomplish with the prospect of increased property taxes in the electoral areas. Property tax impacts of boundary extension are particularly difficult in areas with large numbers of farm properties, such as the Pemberton Valley and the Squamish River Valley. To achieve boundary extensions with the assent of electoral area residents, there would likely need to be significant service needs or compelling policy reasons for full municipal boundary extensions.



As a result of these factors, it is recommended that the SLRD and its members consider scaled back local government structure changes designed to also address some of the key issues identified in Phase 1 of the Governance and Boundaries review. Based on this review, there are a number of potential options that may warrant further exploration:

- In the northern areas, economic development initiatives have been identified as a critical need, along with a desire for enhanced access to revenues to assist the northern area communities. In addition to a review of the option to extend the boundaries of the District of Lillooet to take in the Bridge River 1 and Bridge River 2 facilities, it is recommended that the SLRD and its members also explore, in cooperation with Lillooet, other opportunities to potentially direct some BC Hydro PILT funds from the northern area facilities to new economic development initiatives in this area. This could potentially be done through the establishment of a new northern economic development service area, or a broader SLRD-wide economic development service area.
- In the Pemberton Valley, a limited additional boundary extension would be ideal to help rationalize the community boundary and eliminate confusion around service delivery and decision-making. However, it is recognized that this may be difficult to achieve given the prevalence of ALR land within the potential boundary extension area, and the associated difficulty in achieving elector assent for boundary extension. Notwithstanding the potential barriers to additional boundary extensions in the Pemberton Valley, it is recommended that the Village engage in discussions with the Ministry to rationalize the boundaries of the community and include properties within the fire service area, with the goal of eliminating the current jurisdictional uncertainties that are present due to the nature of the current Village boundary.
- Whistler boundary extension appears to be the most viable of all potential boundary extensions from a financial perspective. It is understood that boundary extension to the WedgeWoods development will likely be pursued in the future. To the south, boundary extension may be contingent on property owner interest in joining the municipality. It is recommended that the Resort Municipality of Whistler work in cooperation with the District of Squamish in considering any boundary extension to include the Highway 99 corridor to the south, to take in the Daisy Lake Hydro facility and reservoir and enhance land use and environmental controls in the area.
- Squamish boundary extension to the Squamish River Valley in the northwest is unlikely, short of critical service needs in this area. To the north, boundary extension could be possible (although if the main goal is corridor protection, there may be other opportunities to achieve this goal). Should boundary extension to the north be considered, it is recommended that the District of Squamish work together with the Resort Municipality of Whistler to include the Highway 99 corridor within municipal boundaries, and to establish a boundary that is concurrent with the a new southerly boundary for the Resort Municipality of Whistler. For Squamish, the most viable boundary extension is likely a boundary extension to the east to take in additional community watershed lands and potential IPP projects.



- For Howe Sound East, it is recommended that additional investigations be undertaken to determine whether residents and the District would be interested in potential future Squamish boundary extension to take in this area. It is likely that Squamish boundary extension would be viable earlier than municipal incorporation. Conversely, if municipal incorporation is a preferred option, a formal incorporation study may be warranted at some point in the future. Incorporation will become increasingly viable as the Howe Sound East community grows in size and assessment. At this point, the community is essentially on the verge of being a viable municipality, as its population is only marginally over the minimum 500 person threshold, and the assessment base, while high, is primarily limited to Class 1 residential properties. If additional representation is desired on an interim basis, there may be other opportunities, such as the establishment of a local community commission (LCC), to achieve this goal.
- To balance out representation on the SLRD Board, electoral area adjustments (e.g. consolidation of the northern electoral areas) and voting unit adjustments (e.g. adoption of a smaller voting unit of 1,500) could be considered. These adjustments would require Provincial approval.
- Regardless of structure changes, opportunities to strengthen the regional and sub-regional mandate of the SLRD should continue to be pursued (e.g. municipal adoption of Regional Context Statements in Official Community Plans and SLRD implementation of recommendations from the Board Efficiency Governance and Boundaries Study component).

Within the current Provincial legislative framework, the SLRD will continue to provide a vehicle for the advancement of regional goals and associated services, regardless of any potential changes to local government structure. The Province has, however, indicated its support to work towards customized solutions to help address the many issues identified in the Phase 1 Governance and Boundaries Review. As an outcome of this study, it is recommended that SLRD members prioritize their governance-related initiatives and seek direction from the Ministry of Community, Sport and Cultural Development as to the potential feasibility and timing of these initiatives.



1.0 Introduction

1.1 Background and Study Purpose

Through Phase 1 of the Squamish-Lillooet Regional District (SLRD) Governance and Boundaries Study, SLRD members expressed a strong desire to review geographic boundaries and come to a more complete understanding of the implications of potential changes to local government structure. As a result, this Phase 2 Region-Wide Structure Analysis project component was initiated to address several key questions, including:

- What is the purpose of any proposed boundary adjustments/structure changes, and how do they address the issues identified in Phase 1 of the Governance and Boundaries review?
- What are logical, potential boundary extension areas?
- What are the main cost and revenue implications of the identified potential boundary adjustments/structure changes?
- What are the main other implications and/or risks associated with the identified potential boundary adjustments/structure changes?

This preliminary structure analysis is a high-level technical review, intended to provide an overview of what specific boundary adjustments/structure changes would mean for the SLRD and its member jurisdictions. At the request of the SLRD and its members, the study is primarily focused on a review of full municipal boundary extensions to include all of the adjacent electoral areas within municipal jurisdiction. However, the study also provides an overview of alternatives, focused on select local government structure changes/boundary extensions that could assist in addressing key issues identified in Phase 1 of the Governance and Boundaries review. Since this study is a high-level review, any actual local government structure changes/boundary extensions would require additional detailed analysis, supported by the Ministry of Community, Sport and Cultural Development.

1.2 Report Structure

This report is organized into the following main sections:

Section 2 provides an overview of the current situation in the SLRD with respect to items such as population, representation, service delivery, assessment base, and taxation.

Section 3 highlights the key issues that are driving the desire for changes to local government structure, and introduces the scenarios that this study considers.



Section 4 reviews the major risk factors and implications associated with full municipal boundary extensions to take in all electoral areas.

Section 5 reviews a number of other potential changes to local government structure/municipal boundaries that might assist in addressing key issues that were identified in Phase 1 of the SLRD Governance and Boundaries review.

Section 6 summarizes the study findings and offers a number of conclusions for consideration by the SLRD and its members.

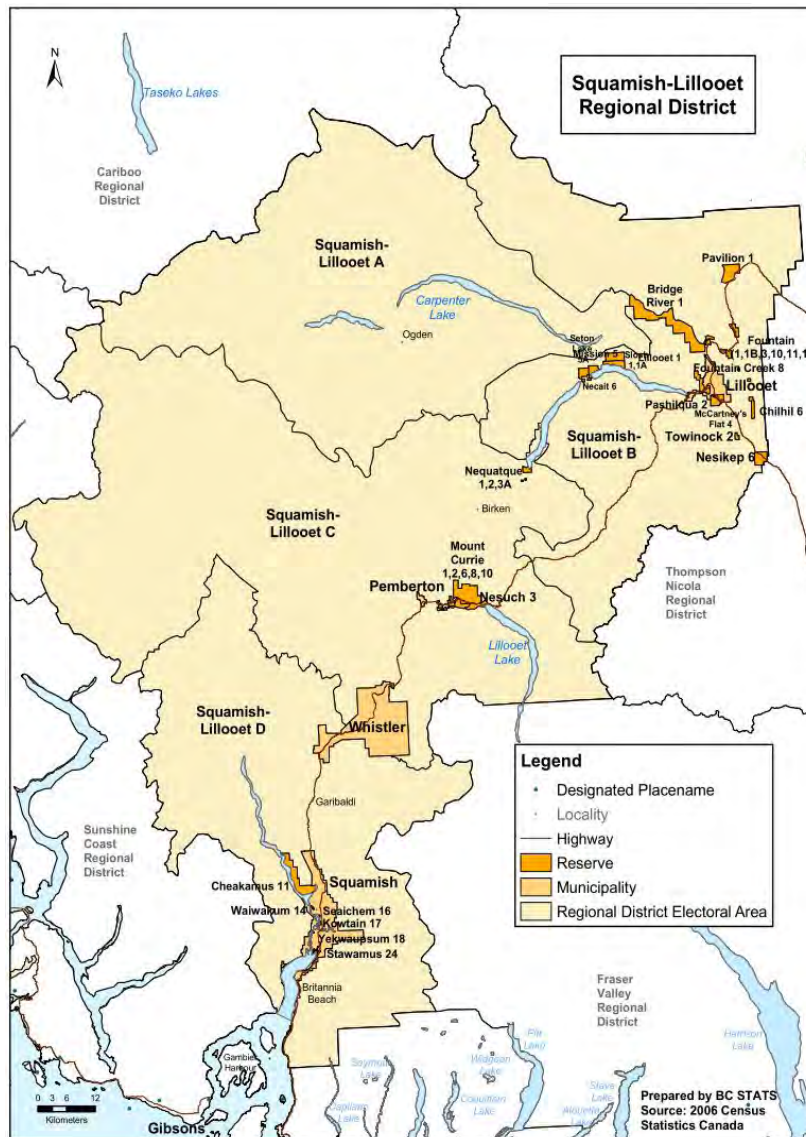


2.0 Overview of Current Situation

2.1 Population and Representation

The SLRD currently 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 2.1 below.

Figure 2.1 – SLRD Overview Map



Source: BC Statistics



As shown in Figure 2.1, there are a number of Indian Reserves located within the SLRD. While there is no official First Nations representation on the SLRD Board, reserve populations are eligible to vote for their respective electoral area directors or municipal mayor and councilors. Also, as described in further detail later in this study, it is noted that it is the current policy of the Ministry of Community, Sport and Cultural Development (MCSCD) to consult with First Nations as a key component of the Ministry's consideration of any boundary extension process.

Figure 2.2 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 five for each director. Appendix A provides additional SLRD statistics, including total land area for each jurisdiction.

Figure 2.2 – Current 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

*The 2006 Census data is the basis for current representation and this data is used here since BC Stats does not publish annual population estimates for individual electoral areas. Within the SLRD, the 2010 BC Stats population estimates are as follows: a) Lillooet: 2,368; b) Pemberton: 2,437; c) Squamish: 17,898; d) Whistler: 10,531; e) Unincorporated Areas: 7,122. The BC Stats municipal estimates do not include Indian Reserves, while the unincorporated areas estimate includes Indian Reserves. Updated 2011 Census data will be available in 2012.

2.2 Service Delivery Overview

On local, sub-regional, and regional matters, there are a number of governmental bodies involved in service delivery. Key service areas are summarized in Figure 2.3 below, along with an overview of the various governmental responsibilities in each area. Following sections of this report provide a more detailed review of current service delivery and potential impacts related to various local government



structure changes. A list of SLRD services (with 2011 budget and requisition amounts) is provided in Appendix B.

Figure 2.3 – Overview of Current Service Delivery

Service	Province of BC	Municipalities	SLRD (Region-Wide)	SLRD (Electoral Areas)	SLRD (Sub-Regional & Local Area)
Roads ¹	✓	✓			
Policing ²	✓	✓			
Property Tax Collection	✓	✓			
Schools	✓				
Hospitals	✓				
Treaty Advisory Committee			✓		
Planning and Development ³	✓	✓	✓	✓	✓
Bylaw Enforcement		✓		✓	
Emergency Planning		✓		✓	
Rescue Services		✓			✓
Transit ⁴		✓	✓		
Fire Protection		✓			✓
Water, Sewer, Street Lighting, Dyking		✓			✓
Solid Waste Management ⁵		✓	✓		✓
Parks and Recreation		✓		✓	✓
Libraries		✓			✓

2.3 Assessment

For all SLRD jurisdictions, the 2011 (general purposes) assessment base is shown in Figure 2.4, below. Within the SLRD, the total general purposes assessment is approximately \$15,377,000,000. As illustrated, Whistler's current assessment base accounts for approximately 65 percent of the total assessment base within the SLRD, Squamish's assessment base accounts for approximately 22 percent of the total assessment base, and the other jurisdictions combined account for 13 percent of the total assessment base.

¹ Includes provincial highways and electoral area local roads.

² With populations of over 5,000, Whistler and Squamish have municipal RCMP forces

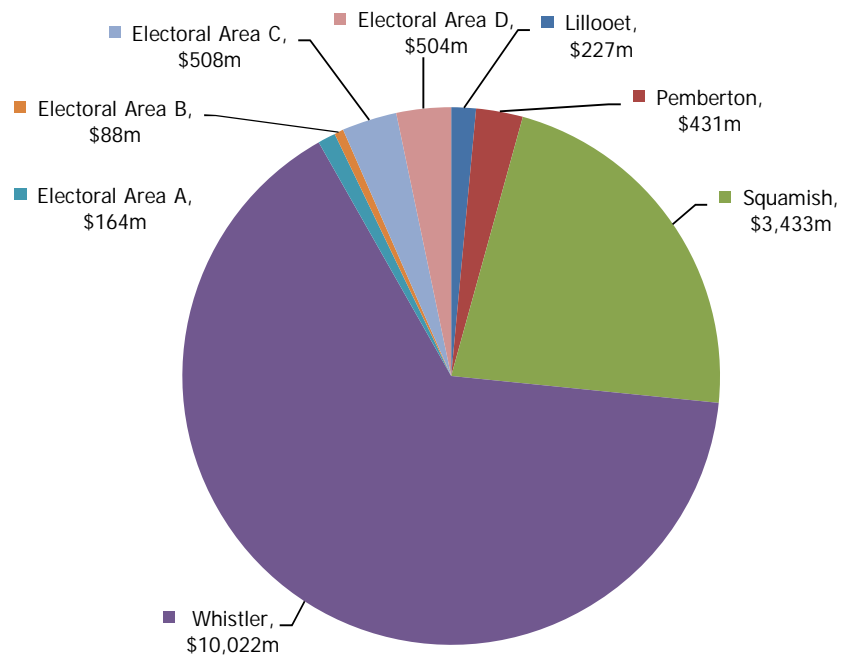
³ All SLRD members contribute towards the electoral area land planning and zoning function. The SLRD provides building inspection as an electoral area service. The Regional Growth Strategy is a sub-regional service as it does not include Electoral Area A. The Province manages Crown land tenures, and the Ministry of Transportation and Infrastructure is responsible for subdivision approval in electoral areas.

⁴ The SLRD provides a Regional Transit Planning and Infrastructure service, while member municipalities have individual service contracts with BC Transit.

⁵ The SLRD manages the regional Solid Waste Management Plan, while collection and disposal services are provided by municipalities and through SLRD local area services.



Figure 2.4 – SLRD General Purposes Assessment Base (2011)



2.4 Taxation

Several property tax levies would be unaffected by potential changes to local government structure. These unaffected property taxes include:

- School taxes;
- Hospital taxes;
- Municipal Finance Authority taxes; and,
- BC Assessment taxes.

Conversely, several property tax levies would be affected by potential changes to local government structure. These affected property taxes include:

- General municipal taxes;
- Provincial rural tax;
- Regional district taxes; and,
- Police taxes.



Figure 2.5 provides an overview of these current taxes that are affected by potential changes to local government structure. As illustrated, in the rural areas, the current Provincial rural tax rates are significantly lower than the general municipal tax rates in Lillooet, Pemberton, Squamish, and Whistler. Throughout the SLRD, regional district taxes vary as they are dependent on the amount of each jurisdiction's participation in the various services that are provided by the regional district.

Figure 2.5 – Tax Rates (per \$1,000 of assessed value) for Property Taxes Affected by Changes to Local Government Structure

	Class 1: Residential	Class 2: Utilities	Class 4: Major Industry	Class 5: Light Industry	Class 6: Business	Class 7: Managed Forest	Class 8: Recreation Non-Profit	Class 9: Farm
Lillooet								
Gen. Municipal	4.7014	32.4397	25.3873	14.5742	14.5742	0.0000	4.7014	4.7014
Reg. District*	0.7791	2.7270	2.6490	2.6490	1.9089	0.0000	0.7791	0.7791
Police Tax**	0.3350	1.1725	1.1390	1.1390	0.8207	1.0050	0.3350	0.3350
Pemberton								
Gen. Municipal	2.0565	12.3385	0.0000	6.9917	4.6271	0.0000	2.0565	2.0565
Reg. District*	1.4818	8.8908	0.0000	5.0381	3.3341	0.0000	1.4818	1.4818
Police Tax**	0.2545	0.8908	0.8653	0.8653	0.6235	0.7635	0.2545	0.2545
Squamish								
Gen. Municipal	3.7586	40.0000	27.5000	14.9900	10.5013	92.6518	3.8114	106.7961
Reg. District*	0.3014	1.0550	1.0249	1.0249	0.7385	0.9043	0.3014	0.3014
Whistler								
Gen. Municipal	2.5154	19.0119	0.0000	10.3766	9.8788	0.0000	10.3163	0.0000
Reg. District*	0.0506	0.3824	0.0000	0.2087	0.1987	0.0000	0.2075	0.0000
Electoral Areas								
Provincial Rural	0.5200	3.9500	4.8400	2.8700	2.8700	0.4600	0.8800	0.5100
Reg. District***	variable	variable	variable	variable	variable	variable	variable	variable
Police Tax, Area A**	0.0582	0.2038	0.1980	0.1980	0.1427	0.1747	0.0582	0.0582
Police Tax, Area B**	0.1725	0.6037	0.5865	0.5865	0.4226	0.5175	0.1725	0.1725
Police Tax, Area C**	0.1314	0.4600	0.4469	0.4469	0.3220	0.3943	0.1314	0.1314
Police Tax, Area D**	0.0861	0.3015	0.2929	0.2929	0.2111	0.2584	0.0861	0.0861

*Includes taxes for participation in both region-wide services and local area services (e.g. rescue services, Sea-to-Sky Trails)

**A separate Police Tax levy is additional to the stated municipal and provincial rural rates for municipalities under 5,000 population and electoral areas.

***Includes taxes for participation in region-wide services, services for electoral areas only (e.g. civic addressing, building inspection, elections, emergency planning, parks), and local area services (e.g. fire protection, street lighting, water, sewer).



3.0 Key Issues and Scenarios

3.1 Key Issues

Within British Columbia, local government boundary changes are typically prompted by one or more key factors:

- Service Needs – the need for municipal services (e.g. water or sewer) in fringe areas;
- Service Cost Equity – the need to eliminate any instances of "free ridership" in fringe areas, or to address any other perceived inequities in cost-sharing for services;
- Representation – the desire for a greater degree of local representation in regional and sub-regional decision-making;
- Land Use Control – a municipal desire for greater control over planning in fringe areas;
- Environmental Management – the desire to protect, through land use control, watersheds or other sensitive features;
- Tax Base – a municipal desire to expand a tax base; and,
- Rationalization of Community – a desire to change local government boundaries to match the de facto community and/or service areas.

During Phase 1 of the SLRD Governance and Boundaries Study, SLRD members articulated a variety of current issues related to each of these key factors. Figure 3.1, below, provides a brief summary of the main current issues that relate to boundaries and local government structure, along with potential measures of success for each issue.



Figure 3.1 – Summary of Key SLRD Issues and Potential Measures of Success

Key Factor	Summary of Related Issues	Potential Measures of Success
Service Needs	<ul style="list-style-type: none"> • Desire for enhanced capacity to deliver services, particularly in SLRD northern areas (e.g. northern economic development initiatives) • Concerns about difficulties in establishing needed services in electoral areas 	<ul style="list-style-type: none"> • Northern areas (including First Nations) co-operate on issues of common concern and in the provision of shared services • There is an ability to readily establish desired services to the satisfaction of local residents
Service Cost Equity	<ul style="list-style-type: none"> • Concern that in some cases, equitable cost-sharing is not in place for services provided by municipalities to surrounding areas, or services provided by the SLRD 	<ul style="list-style-type: none"> • Costs for services are perceived to be shared equally amongst participants
Representation	<ul style="list-style-type: none"> • Concern that decisions on local services and issues are made by representatives who are not accountable to local community • Concern that SLRD Board's focus on local area issues detracts from sub-regional/regional needs, and desire to enhance regional mandate • Desire to enhance Whistler's representation to recognize the population that it services • Desire for stronger northern area sub-regional voice • Desire for stronger political accountability of Board (i.e. some elector involvement in selecting representatives for SLRD Board). 	<ul style="list-style-type: none"> • Decisions about services are made by those who participate in those services, and decision-making is streamlined • Co-operation is fostered on issues of sub-regional/regional concern, and SLRD Directors represent regional interests • SLRD recognizes Whistler's true size and contribution within the regional context • Northern areas have a collective voice in governance and co-operate together • Board is perceived to be more responsive to its constituent members and public, and electors have some level of involvement in selecting their representatives to SLRD Board
Land Use Control	<ul style="list-style-type: none"> • Desire to ensure that all development supports regional sustainability goals • Concern over land use decisions in fringe areas 	<ul style="list-style-type: none"> • Fringe area development supports regional sustainability
Environmental Management	<ul style="list-style-type: none"> • Desire to ensure protection of environment in electoral areas 	<ul style="list-style-type: none"> • Local environmental concerns are heard and addressed satisfactorily by all levels of government
Tax Base	<ul style="list-style-type: none"> • Concern about use of appropriate formulas for revenue-sharing (e.g. Payments in Lieu of Taxes) • Desire to enhance revenue potential for SLRD northern areas 	<ul style="list-style-type: none"> • SLRD revenues are perceived to be shared equitably • Sharing of Payments in Lieu of Taxes is commensurate with impact of facilities in affected communities • Provincial resource revenues are shared with locally impacted communities
Rationalization of Community	<ul style="list-style-type: none"> • Desire to rationalize Pemberton boundaries to eliminate confusion over community identity, representation and service delivery • Desire to establish local government structure in Howe Sound East 	<ul style="list-style-type: none"> • Municipal boundary matches geographic limits of functional community • Community identity is enhanced • Howe Sound East develops long-term governance capacity



3.2 Scenarios

As noted in Section 1, this study reviews two main scenarios related to boundaries and local government structure within the SLRD:

- Scenario 1 – This scenario addresses full municipal boundary extensions to include all of the adjacent electoral areas within municipal jurisdiction. As noted in Section 1, this scenario is the main focus on the Region-Wide Structure Analysis component, at the request of the SLRD and its members.
- Scenario 2 – This scenario reviews select, more focused local government structure changes that are also designed to address some of the issues identified in Phase 1 of the SLRD Governance and Boundaries Study.

These two scenarios are described in greater detail in Section 4 (Scenario 1) and Section 5 (Scenario 2), respectively.



4.0 Scenario 1 – Full Boundary Extensions

4.1 Overview

As illustrated in Figure 4.2 on the following page, Scenario 1 involves full municipal boundary extensions to take in all electoral areas within the SLRD. The changes would result in the creation of:

- a Lillooet District Municipality that includes all of the current Electoral Area A and B lands;
- a Pemberton District Municipality that includes most of the current Electoral Area C lands, extending south to the vicinity of the Soo River;
- a larger Resort Municipality of Whistler that includes a portion of the current Electoral Area C lands, extending north to include the WedgeWoods development, and a portion of the current Electoral Area D lands, extending south to include the Black Tusk and Pinecrest Estates developments;
- a Squamish District Municipality that includes most of the current Electoral Area D lands, either with or without the Howe Sound East communities of Britannia Beach, Furry Creek, and Porteau Cove; and/or,
- a potential new Howe Sound East municipality, including the communities of Britannia Beach, Furry Creek, and Porteau Cove.

As a result of these full municipal boundary extensions, municipal populations are estimated to grow as illustrated in Figure 4.1, below. Figure 4.1 identifies Howe Sound East as part of the District of Squamish. As a separate municipality, Howe Sound East would have a current permanent population of approximately 550, with a future potential population of 9,500 at full build-out.

Figure 4.1: Municipal Population Growth Estimates – Full Boundary Extensions

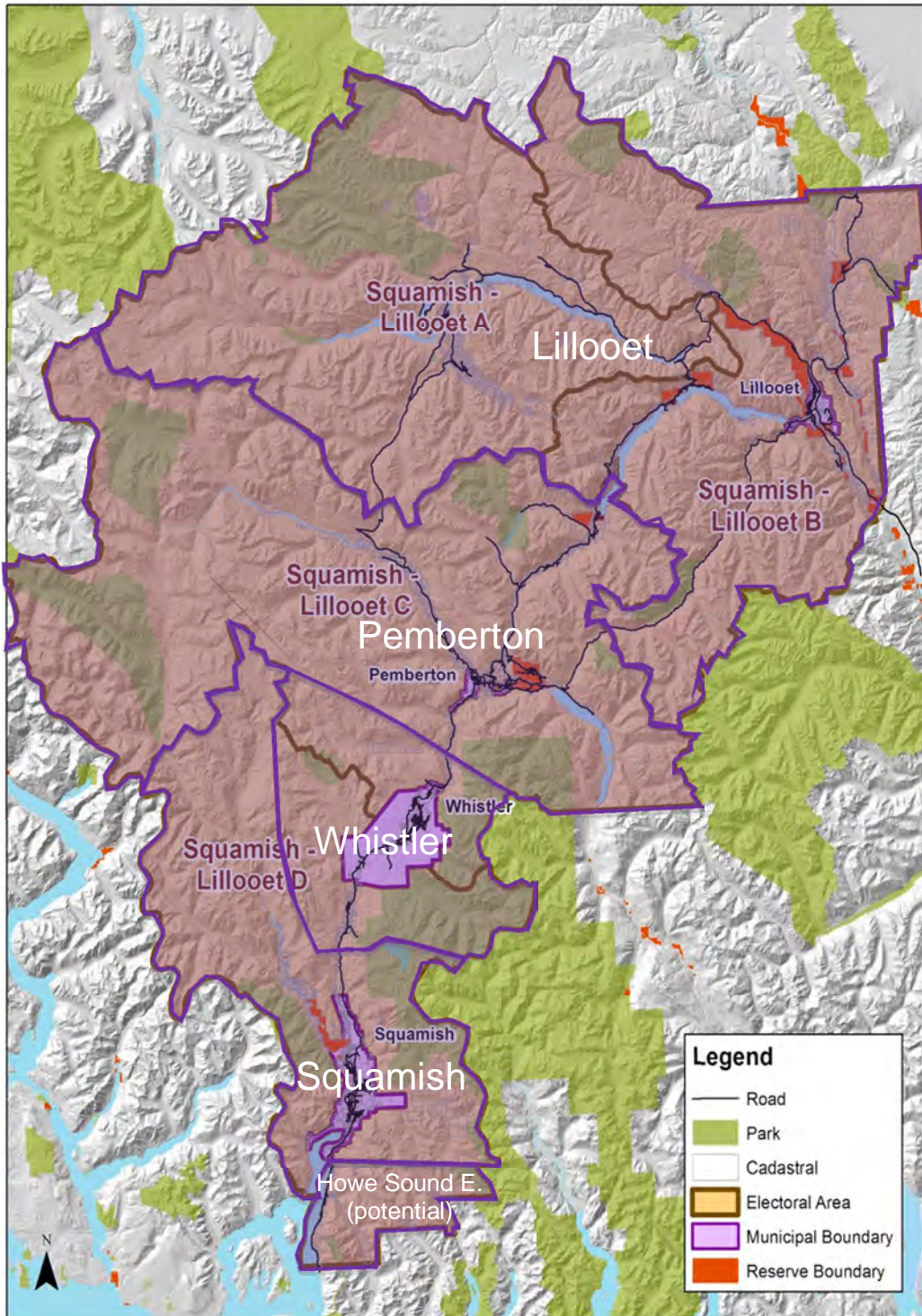
Municipality	Current Population ⁶	Estimated Additional Population ⁷	Estimated Total Population (excluding reserves)	Estimated Total Population (including reserves)
Lillooet	2,400	800	3,200	4,300
Pemberton	2,400	1,900	4,300	5,800
Squamish	17,900	700	18,600	19,000
Whistler	10,500	300	10,800	10,800

⁶ BC Stats 2010 population estimates, rounded to the nearest hundred.

⁷ Does not include population residing on Indian Reserves. Note that population including people residing on Indian Reserves is used to determine the number of Directors on the Regional Board and their voting strength, although Reserve lands are excluded from municipal boundaries. Rural area population estimates are based on 2006 Census figures and more recent estimates that were completed for SLRD Emergency Plan.



Figure 4.2 – Scenario 1: Full Boundary Extensions





4.2 Political Representation

Currently, the SLRD has nine municipal and electoral area directors, as indicated on Figure 2.2. With full boundary extensions, most residents would be represented by municipal directors. However, even with full municipal boundary extensions, the Ministry of Community, Sport and Cultural Development has indicated that there would still be a residual electoral area(s) and director(s) for the population residing on Indian Reserves (even if there are no other remaining rural areas). Based on the population estimates for the SLRD communities upon full boundary extensions, each jurisdiction would have regional directors and voting strength as illustrated in Figure 4.3, below.

Figure 4.3 – Potential Regional Political Representation

Jurisdiction	Estimated Total Population (including reserves)	Number of Directors	Voting Strength
Lillooet	4,300	1	3
Pemberton	5,800	1	3
Squamish	19,000 ⁸	2	10
Whistler	10,800	2	6
Howe Sound East (potential if separate)	600	1	1
Residual Electoral Area(s)	included above ⁹	1-2	To be determined based on population of electoral area(s)

Figure 4.3 presumes that the current formulas for number of directors and voting strength would remain the same. However, with dramatic changes in the make-up of the SLRD, it is possible that these formulas could change. As well, while 2010 population estimates were used in these calculations, the upcoming release of 2011 census data (to occur in 2012) may also have an impact on the overall population estimates for these areas.

As a result of full boundary extensions, municipal elected officials would be responsible to a broader, more geographically diverse population. In communities such as Lillooet, Council would be responsible to represent residents in communities such as Gold Bridge and Bralorne, over 100 km away from Lillooet. This approach could lead to challenges in representation for the outlying rural areas. However, there may be potential for a modified ward system, which could alleviate these challenges. As well, in some

⁸ Includes Howe Sound East.

⁹ Population including people residing on Indian Reserves is used to establish the number of directors and their voting strength. In this table, the population residing on Indian Reserves is included in the municipal estimates, though in practice on-reserve First Nation populations would be represented by a separate electoral area director(s).



communities (e.g. Pemberton or Lillooet) it may be desirable to increase the size of the municipal councils.

4.3 Service Delivery Impacts

Since the SLRD currently has approximately seventy-five different electoral area, sub-regional, and local area services, there are many significant service delivery impacts associated with Scenario 1. The major service delivery impacts are highlighted below. Services are dealt with thematically. Where there are variations between communities, these variations are also highlighted below.

General Government/Administration

As a result of full boundary extensions, all general government services would be provided by municipalities to all current electoral areas with the exception of First Nation lands. Municipal general government services, and related expenditures, typically include:

- Mayor and Council;
- Committees;
- Elections;
- Human Resources;
- Municipal Facilities;
- Financial Management;
- Legal Services;
- Equipment;
- Communications; and,
- Insurance.

There are not expected to be significant changes to municipal general government services as a result of full boundary extensions. Some points, however, are worth noting:

- Municipalities would become responsible for managing local government elections within vaster geographic areas. This would be most apparent in Lillooet and the northern areas, where over 100 km would separate communities with the same local government.
- After boundary extension, there would be a need to ensure that bylaws and mapping are updated as necessary to include the boundary extension areas.
- The municipalities would become responsible to provide administrative services (e.g. tax collection) for significant new population bases in some cases. For example, Pemberton's population would almost double from approximately 2,400 to 4,300 (not including population residing on Indian Reserves), and the number of folios (all property classes) would increase from approximately 1,300 to approximately 2,800.

In addition to the general government services that are provided by municipalities, the SLRD currently provides general government services, including the cost of operating the regional board, the SLRD office, and associated equipment and staff. Related to general government services, all SLRD members



contribute towards the Lower Mainland Treaty Advisory Committee service. As well, the SLRD currently provides administration services to electoral areas, including general government services, elections, and UBCM fees and conference costs. Even with full boundary extensions, there would be a need for a continued SLRD role in operating a regional board and providing a venue for members to co-operate on issues of regional or sub-regional concern.¹⁰ However, the SLRD would no longer provide electoral area general government services, and since the vast majority of its local area services would be turned over to the municipal members (as discussed below), there would be a significantly reduced need for SLRD general government services, staffing, and facilities.

Planning and Development

Currently, there are a variety of bodies involved in planning and development:

- the SLRD manages the Regional Growth Strategy, which involves all SLRD members aside from Electoral Area A;
- the SLRD provides long-range land use planning (e.g. Official Community Plans) and zoning services to electoral areas, and all SLRD members contribute towards this planning function;
- the Provincial Ministry of Transportation and Infrastructure acts as the Subdivision Approving Officer in electoral areas;
- building inspection and civic addressing services are provided to electoral areas by the SLRD;
- municipalities provide all planning and development services within their boundaries; and,
- the Province manages Crown land tenures (e.g. for forestry, energy, mining, adventure tourism).

As a result of full boundary extensions, the following changes would be expected:

- the SLRD would be required to continue to coordinate a Regional Growth Strategy, while the electoral area planning function would no longer exist, and the responsibility for rural area planning would be transferred to the municipalities;
- the Provincial Ministry of Transportation and Infrastructure would no longer be involved in subdivision approval within the SLRD; and,
- the municipalities would be responsible for providing building inspection and civic addressing services to all of the areas included within the new municipal boundaries.

In terms of the overall service impacts to municipalities, there would be two main implications of these changes. First, there would be a need for the municipalities to manage growth and development activity in the current electoral areas that would now fall under municipal jurisdiction.¹¹ This need would be the

¹⁰ The Province has indicated that short of changes to current legislation, the Regional District would still exist and have responsibility for certain functions, regardless of changes to boundaries.

¹¹ If some electoral areas are to continue (e.g. Howe Sound East prior to a change in local government structure), municipalities could potentially provide contract services to these remaining areas.



most pronounced in growth areas such as Howe Sound East and the WedgeWoods development to the north of Whistler, and in areas with a relatively large rural area population, such as the Pemberton Valley (considerations related to future development are discussed in further detail in Section 4.5, below). Second, there would be a need for municipalities to update their Official Community Plans, Zoning Bylaws, and other development regulations to apply to the current electoral areas. Current SLRD land use and development-related bylaws include:

- Official Community Plans:
 - Upper Bridge River Valley OCP Bylaw No. 1022
 - Electoral Area B OCP Bylaw No. 1073
 - Electoral Area C OCP Bylaw No. 1008
 - Electoral Area D OCP Bylaw No. 495
- Zoning Bylaws:
 - Electoral Areas A & B Zoning Bylaw No. 670
 - Electoral Area C Zoning Bylaw No. 765 Volume 1
 - Electoral Area C Zoning Bylaw No. 765 Volume 2 (WedgeWoods)
 - Electoral Area D Zoning Bylaw No. 20 (Callaghan Valley, Black Tusk, Pinecrest)
 - Electoral Area D Zoning Bylaw No. 540 (Remainder of Electoral Area D except Furry Creek)
 - Furry Creek Zoning Bylaw No. 672
- Sign Bylaw No. 681
- Building Bylaw No. 863
- Area D Subdivision Servicing Bylaw No. 741

It is noted that at this time, the Electoral Area D Official Community Plan and Zoning Bylaws are under review by the SLRD. Upon full boundary extension, all electoral area bylaws would need to be harmonized with existing municipal planning and development bylaws. All electoral area bylaws would remain in full force and effect until amended by the new municipal jurisdiction.

Bylaw Enforcement

Currently, municipalities provide bylaw enforcement services within their boundaries, while the SLRD provides minimal bylaw enforcement services to electoral areas (e.g. through services such as the Area D nuisances and disturbances control service, which previously operated on a nominal budget of about \$5,000 per year). As a result of full boundary extensions, municipalities would be responsible for bylaw enforcement across a wider geographic area. Depending on overall bylaw enforcement needs, there may be an associated need to deploy additional staff resources for this service; however, in comparison to other service changes, this need is not expected to be a significant impact of full boundary extensions.



Emergency and Rescue Services

Throughout the region, the SLRD and its members currently provide a range of emergency and rescue services. The SLRD provides emergency planning services for all electoral areas (with a total annual requisition of approximately \$123,000), and all municipalities coordinate emergency management within their boundaries. There are four different 9-1-1 emergency telephone and dispatch services: 1) Whistler; 2) Squamish; 3) the northern areas (Lillooet, Area A and Area B); and, 4) the remaining southern areas (Pemberton, Area C and Area D), where this service is currently being established. As well, there are various search and rescue services throughout the region:

- Area A, Area B, and Lillooet participate in the Lillooet Area Rescue Service (approximate annual contribution of \$9,000 from the two electoral areas);
- Area C and Pemberton participate in the Pemberton Search and Rescue and Pemberton Fire Rescue Services (approximate annual contributions of \$48,000 from Electoral Area C);
- Whistler operates its own Search and Rescue service within its boundaries; and,
- Area D contributes towards the Squamish Emergency Program (which operates up to the southern boundary of Whistler) for search and rescue services (approximate contribution of \$18,000 from Area D).

As a result of full boundary extensions, there are several potential implications for emergency and rescue services:

- Rural area emergency planning would become the responsibility of all member municipalities, with varying degrees of impact through the region (discussed in further detail below) – all municipalities would be required to update their emergency plans to address the additional hazard areas taken on through boundary extensions;
- The 9-1-1 South (Pemberton, Area C, Area D) emergency telephone and dispatch service would ideally be rationalized with the current Whistler and Squamish services; and,
- Search and rescue services (typically delivered by contract with search and rescue societies) would be funded directly through the municipalities rather than the SLRD.

Related to emergency and rescue services, there are several risk factors associated with the various hazard areas that would be incorporated into municipal boundaries in this scenario. These risk factors are summarized below:

- **Flood Hazards:** Within the SLRD, the major flood risk areas are the Pemberton Valley (Lillooet River), the Upper Squamish Valley and the Cheakamus River Valley (a tributary of the Squamish River). Local governments are generally expected to plan and mitigate for flood hazard areas, and these risk areas would become a municipal responsibility under this scenario. Beyond the populations and properties at risk in these areas, there are bridges that could potentially become



a municipal responsibility to maintain. In the event of a bridge washout or failure, there is a possibility that the Province would provide Disaster Financial Assistance (DFA) funding; however, this funding is not guaranteed, and has not always been provided in past flood events that involved an SLRD response. Additionally, it is noted that bridge or road replacement is considered to be a flood recovery cost, rather than a response cost. As a result, the Province would provide 80 percent of the cost of repair or replacement, and the municipality would be responsible for the other 20 percent of the repair or replacement cost.

- **Landslide and Debris Flow Hazards:** In the event of catastrophic landslides, it is not expected that local governments would be solely responsible for the response and recovery from the event. However, municipalities would be expected to maintain an awareness of such hazards and discourage recreational use in hazard areas. Within the SLRD, the most significant landslide hazard risk area is the Rubble Creek Landslide Hazard Area (formerly referred to as the Garibaldi Civil Deference Zone), which would be included within an expanded Whistler boundary under this scenario. Within the SLRD there are also a number of other slide areas and bridges/roads that could be affected by debris flow events. There are two slide areas outside of Lillooet, along Hwy. 99 and Hwy. 12 (although these highways would remain under provincial jurisdiction). There are bridges at Furry Creek, Britannia Beach, and along Road 40 (Electoral A) that are not likely to be impacted by flooding, but that could be impacted by debris flow events. There are also similar risks with the multitude of culverts along roads that would be transferred to municipal jurisdiction. For example, during spring freshet, there have historically been small debris flows and subsequent erosion along Road 40 (Lillooet to Gold Bridge).
- **Fire Hazards:** Within the SLRD, forest fires are a significant risk. In 2009, there was a particularly bad fire season in Electoral Areas A and B, with smaller but still significant fires in Electoral Area C. The SLRD was in an active response mode for over 70 days, and the emergency response centre was staffed by 25 to 30 people throughout the response (not including external agency personnel or reception centre assistance). The British Columbia Forest Service, Wildfire Management Branch is responsible for managing wildfires on both Crown and private lands outside of organized areas such as municipalities. Under a full municipal boundary extension scenario, it is expected that the Wildfire Management Branch would still manage wildfires outside of the municipal fire protection areas (which could remain smaller than municipal boundaries). However, when fires occur within interface areas and there is a Provincial response, the Province may bill municipalities for this response. As well, there may be pressure on municipal fire departments to respond as well with a potential for less than full cost recovery. Finally, there are several parts of the SLRD that are currently outside of fire protection areas, and the inheriting municipalities would be faced with a decision whether or not to extend fire protection services to these areas. Practical considerations and Insurance Underwriters guidelines would determine the limit of service (e.g. based on distance from a fire hall and



service capability). Service expectations of rural populations, however, would also need to be taken into account.

- Other Hazards: In addition to the hazards identified above, there are several other risk factors of note, related to emergency and rescue services:
 - Severe winter weather: Winter conditions can be a challenge in Electoral Area A, which would be cut off by an event on Road 40 (the Hurley Road is only kept open from mid-May to the start of the snowfall).
 - Mount Meager Volcanic Complex: This volcanic complex is a hazard in the Pemberton area. According to geotechnical experts, the probability of an event reaching habitable areas is low, but the consequences are high.
 - Dams: While the probability of dam breaches is low, there would be high consequences associated with a dam breach at the La Joie Dam or Terzaghi Dam in Electoral Area A, or the Daisy Lake Dam in Electoral Area D.
 - Tsunamis: There is a relatively low tsunami threat in Howe Sound in the event of an earthquake, but there could be cost implications for a municipality in the event of a tsunami.
 - Chemical Spills: As in all communities, there are always risks associated with chemical spills from train derailments or motor vehicle accidents; however, the municipal response would primarily be limited to evacuation of a threatened area and the provision of local knowledge to the relevant provincial and federal agencies.

Policing

There are currently RCMP detachments in Lillooet, Pemberton, Whistler, and Squamish. As well, with offices in Mt. Currie and Lillooet, the Stl'atl'imx Tribal Police Service provides policing within the ten participating Stl'atl'imx communities. The RCMP retains jurisdictional authority in these communities.

Under the current police financing model, communities provide varying contributions towards policing costs, depending on their size:

- For electoral areas and municipalities with a population of less than 5,000, policing is provided by the RCMP. The current provincial police tax covers less than 50 percent of the total annual provincial cost to police these areas.



- For municipalities with a population of over 5,000, policing is provided by municipal (contracted) RCMP forces (or in some cases outside the SLRD, independent municipal police departments). For communities with populations of between 5,000 and 15,000, the municipality is responsible for 70 percent of total policing costs, plus facilities and support service staff costs.
- For communities with populations of over 15,000, the municipality is responsible for 90 percent of total policing costs, plus facilities and support service staff costs.
- If an independent municipal police department is used, the municipality is responsible for 100 percent of total policing costs.

Full municipal boundary extensions could affect policing costs in two ways. First, as municipalities grow over the 5,000 or 15,000 population thresholds, they are responsible for a higher proportion of policing costs, as noted above. In Squamish, the municipal population recently surpassed the 15,000 threshold, so boundary extensions would not impact policing costs in this way. In Whistler and Lillooet, full boundary extensions would increase the municipal populations, but still with significant room to grow before approaching the 15,000 or 5,000 population thresholds, respectively. In Pemberton, boundary extension would virtually double the population, to over 4,000, and could result in future potential to pay increased policing costs once the population surpasses 5,000. Thus, full boundary extensions would result in no immediate impact on the policing formula for any of the SLRD municipalities; however, Pemberton could be impacted earlier than otherwise as a result of full boundary extensions, if the community grew to a population of over 5,000.

Second, as a result of full boundary extensions, officers currently assigned to electoral areas would likely still service those outlying areas; however, since these areas would now be within municipal boundaries, overall municipal policing costs would increase in communities with a federal/provincial contract (i.e. those communities with a population of over 5,000). While there would not necessarily be changes in overall current policing requirements, police would be assigned to municipalities (as opposed to electoral areas) and there would be an adjustment in terms of who pays for these services.¹² This adjustment would be felt in both Squamish and Whistler, which are paying 90 percent and 70 percent of their policing costs, respectively. In these municipalities, total policing costs would increase by approximately \$140,000 to \$150,000 per additional uniformed officer in each community. As each community would have at least one to two additional officers assigned to the municipality rather than the rural area, total policing costs could increase by upwards of \$300,000. There might also be a need to provide additional support staff/facilities.

Additionally, it is noted that the current federal/provincial RCMP contract expires in 2012. The contract is currently under review, and it is possible that the new contract would have additional cost implications for policing. Changes that result from the introduction of a new contract, however, would happen irrespective of any changes to local government structure.

¹² It is noted that the Province would likely retain some members to serve as highway patrol, so affected municipalities would not necessarily incur costs for all current members of the detachments.



Roads

Within the SLRD, the BC Ministry of Transportation and Infrastructure (MOTI) is responsible for the maintenance and upgrading of all provincial highways and electoral area roads. Municipalities are responsible for roads within their boundaries, with the exception of provincial highways. Forest Service Roads and other Resource Roads are the responsibility of, and are maintained by, the Ministry of Forests, Lands and Natural Resource Operations.

As a result of full boundary extensions, municipalities would take on responsibility for all MOTI-maintained roads within their boundaries, not including Highway 99 or Highway 12 (Lillooet to Lytton). The Province may retain responsibility for additional provincially-significant roads such as the Callaghan Valley Road from Highway 99 to the Whistler Olympic Park; however, decisions on key secondary roads would require further discussion between affected jurisdictions and the Province.

Road maintenance and capital requirements are significant municipal expenditures, and the addition of new roads to existing municipal networks would be a major impact associated with full boundary extensions. Based on a preliminary review with MOTI staff, cost impacts by jurisdiction are summarized as follows:

- In the Lillooet area, it is estimated that there are approximately 380 km of MOTI roads that would likely fall under municipal jurisdiction in this scenario. Annual maintenance costs are estimated to be \$750,000, or approximately \$2,000 per km. Additionally, annual rehabilitation/capital costs, including structures, are estimated to be in the order of \$1 million to \$2 million. Therefore, total annual costs are in the order of \$4,600 to \$7,200 per km, or approximately \$1,748,000 to \$2,736,000.
- In the Pemberton area, it is estimated that there are approximately 120 km of MOTI roads that would fall under municipal jurisdiction in this scenario. Annual maintenance costs are estimated to be approximately \$600,000, or approximately \$5,200 per km, including both routine and quantified projects (but not including major capital projects).
- In the Whistler area, if the Callaghan Valley Road (10 km) were to remain under provincial jurisdiction, about 3 km of MOTI roads that would fall under municipal jurisdiction in the WedgeWoods, Pinecrest, and Black Tusk areas. In this area, annual maintenance costs are estimated to be approximately \$10,500, or approximately \$4,200 to \$4,300 per km (not including major capital projects).
- In the Squamish area, it is estimated that there are approximately 28 km of MOTI roads that would fall under municipal jurisdiction not including Howe Sound East, or approximately 38 km of MOTI roads that would fall under municipal jurisdiction including Howe Sound East. As with Pemberton, annual maintenance costs are estimated to be approximately \$5,200 per km, including both routine and quantified projects (but not including major capital projects). This



estimate results in road maintenance expenditures of approximately \$150,000 not including Howe Sound East, or approximately \$200,000 including Howe Sound East.

As well, as a result of full boundary extensions, there may be additional pressure on municipalities to upgrade road standards or provide increased maintenance to the level of service experienced in other areas. Bridge upgrade costs, in particular, have the potential to be significant over time.

Transit

Within the SLRD, the following transit services are currently offered:

- Lillooet weekly Health Connections service to Kamloops, funded by the Interior Health Authority with no costs to the SLRD or its members;
- Pemberton Valley Transit System, cost shared between BC Transit and the SLRD through a partnership with the Village of Pemberton and Lil'wat Nation, and with a contribution from the SLRD through revenue from Hydro Grants in Lieu of Taxes;
- Whistler Transit System, cost shared between BC Transit and the Resort Municipality of Whistler;
- Squamish Transit System, cost shared between BC Transit and the District of Squamish; and,
- Commuter buses between Pemberton and Whistler, and Squamish and Whistler, funded by BC Transit, Pemberton and Squamish.

In addition to these services, the SLRD is responsible for regional transit planning and capital expenditures related to Gas Tax Agreement revenues. All municipalities and electoral areas contribute towards this region-wide function.

Transit services would not substantially change as a result of full municipal boundary extensions. However, in addition to the current regional requisition that covers all jurisdictions, residents of the expansion areas would also contribute towards transit through general municipal taxation. It is noted that in most cases, rural area residents would make this contribution despite the fact that they would not likely be served by transit.

Fire Protection

There are a number of current fire protection areas/local service areas within the SLRD, including:

- Bralorne Fire Protection;
- Gun Lake Fire Protection;
- Seton/Shalalth Fire Protection (with partial funding from the SLRD through revenue from Hydro Grants in Lieu of Taxes);
- Pemberton Meadows Fire Protection;
- The Heights Fire Protection;
- Birken Fire Protection;



- Garibaldi Fire Protection;
- Furry Creek Fire Protection;
- Howe Sound East Fire Services; and,
- Municipal fire protection areas.

As a result of full municipal extensions, there would be two main implications for fire protection services:

- Fire departments within municipal boundaries would be joined together, and all fire halls would become municipal fire halls. Where practical, volunteer departments could remain in place as volunteer departments.
- Municipalities would need to decide whether to expand fire protection area boundaries to include some or all of the numerous areas that are currently not located within fire service areas. As noted earlier, practical considerations and Insurance Underwriters guidelines would inform the limit of service (e.g. based on distance from a fire hall and service capability).

Generally, fire service costs would increase for municipalities, but be offset in part by municipal taxation from the rural area assessment. In some cases there may be a need to review the level of service and associated facility requirements for fire protection in the boundary extensions, if municipalities wish to provide a consistent level of service throughout the fire protection areas.

Water, Sewer, Street Lighting, Dyking

As a result of full municipal boundary extensions, there are various water, sewer, street lighting, and dyking local service areas that municipalities would take on:

- Lillooet would be responsible for Bralorne water, sewer, and street lighting, Gold Bridge water and street lighting, Seton street lighting, and Whitecap Bear Creek Flood Protection.
- Pemberton would be responsible for D'Arcy water and street lighting, Devine water, Pemberton North water, and Walkerville dyking (as this dyking district would be dissolved if located within the municipal boundary).
- Whistler would not take on any existing local service areas for water, sewer, street lighting, or dyking (although the expansion area would include a number of private utilities).
- Squamish (or a new Howe Sound East municipality) would be responsible for water, sewer, and street lighting in Britannia Beach and Furry Creek.

In all of these areas, the main risks are associated with an expanded level of responsibility for municipalities to manage these rural area systems, and to take on responsibility for any potential future capital upgrades that are required for these systems. As well, in areas where there are private utilities, if there are ever any future concerns related to these systems (e.g. drinking water quality), residents may turn to municipalities for assistance. Conversely, full boundary extensions would afford municipalities a greater role in the protection of their community watersheds.



Solid Waste Management

Currently, the SLRD is responsible for the Lillooet landfill and transfer stations in Gold Bridge, Devine, Pemberton, Britannia Beach, and Furry Creek. The District of Squamish owns the Squamish Landfill, and the Resort Municipality of Whistler owns the Whistler Transfer Station, Recycling and Composting Depots. As well, all SLRD members contribute towards the regional solid waste management planning function, as required by the BC Ministry of Environment.

As a result of full boundary extensions, there would be no change to the regional solid waste management planning function, which would continue. Solid waste management facilities and operations would likely become a municipal responsibility, though conversely, it is possible that the SLRD would still maintain the Lillooet landfill and transfer stations through the region, with municipalities contributing towards the cost of these services. If solid waste management facilities and operations became a municipal responsibility, Lillooet would become responsible for the Lillooet landfill and the Gold Bridge transfer station (with 2011 budget amounts of \$64,000 and \$54,000 respectively), Pemberton would become responsible for the Pemberton and Devine transfer stations (with 2011 budget amounts of \$164,000 and \$32,000 respectively), and either Squamish or a Howe Sound East local government (when incorporated) would become responsible for the Britannia Beach and Furry Creek transfer stations (with 2011 budget amounts of \$39,000 and \$43,000 respectively). For Lillooet and Pemberton, the solid waste management function would be a significant new service responsibility, with associated staffing requirements and in Lillooet's case, the requirement to manage a landfill site. If Squamish took on the Britannia Beach and Furry Creek transfer stations, the impact, while also significant, would be less, as Squamish already owns its landfill site and manages solid waste management services in the municipality.

Parks and Recreation

Currently, the SLRD is responsible for the electoral area parks service and there is a sub-regional Sea-to-Sky Trails function with participation from Squamish, Whistler, Pemberton, Area C, and Area D. As well, Pemberton and Area C participate in the Pemberton Recreation function, a portion of Area C contributes the Birken Recreation function, there are contributions to the Lillooet recreation centre from Area B and the SLRD through revenues from Hydro Grants in Lieu of Taxes, and Area D contributes towards the Squamish swimming pool. Additionally, there are local service areas for parks and trails in Britannia Beach, Furry Creek, and the Pemberton Valley.

As a result of full municipal boundary extensions, the municipalities would become responsible for parks and recreation services within their boundaries. Since municipalities would be responsible for ongoing parks maintenance and recreation programming in all areas, there would be several implications of full boundary extensions:



- municipalities would take on responsibility for parks maintenance expenditures and programming-related expenditures for the current rural areas;
- current rural area residents would contribute towards parks through general municipal taxation (though it is noted that in locations such as the Pemberton Valley, rural area residents already make a contribution to all parks and recreation services, and this impact would be negligible in cases such as this); and,
- the Sea-to-Sky Trails function could be provided by the municipal parks and recreation departments by agreement between the municipalities, or potentially it could continue on as a sub-regional SLRD function.

Libraries

There are currently local service areas for libraries in:

- Lillooet/Area B;
- Area A;
- Pemberton/Area C; and,
- Whistler (for contribution from Pinecrest and Black Tusk residents to Whistler library).

There is also an SLRD contribution to the Squamish Public Library through revenues from Hydro Grants in Lieu of Taxes.

As a result of full boundary extensions, the library local service areas would be dissolved and all municipal residents would contribute towards library services through general municipal taxation. No changes to service levels are anticipated as a result of full boundary extensions.

Other Services

The SLRD is currently involved in the provision of numerous additional rural area services, such as cemeteries, museums/heritage facilities, and TV rebroadcasting services. While these services would all become a municipal responsibility with full boundary extensions, the impacts are minor in comparison with other significant service area responsibilities highlighted above, such as roads, recreation services, and infrastructure (e.g. water, sewer) services.



4.4 Changes to Revenues

There are various potential changes to revenues as a result of full municipal boundary extensions. The main impacts relate to: Assessment and Taxation; Independent Power Projects; BC Hydro Payments in Lieu of Taxes; Small Community Grants; and, Gas Tax Funding.

Assessment and Taxation

As a result of full municipal boundary extensions, municipalities would experience increased revenue potential from general municipal taxation. This increased revenue potential is the result of enhancing the municipal assessment base through boundary extensions. As illustrated in Figure 4.4:

- The District of Lillooet would more than double its assessment by taking in Electoral Areas A and B, and general municipal taxes would increase by approximately 89 percent based on Lillooet's current tax rates;
- The Village of Pemberton would also experience an approximate doubling of its assessment by taking in the bulk of Electoral Area C, and general municipal taxes would increase by over 150 percent based on Pemberton's current tax rates (though as noted below these estimates do not account for the 2011 Pemberton boundary extension);
- If the District of Squamish expanded its boundaries to take in the bulk of Electoral Area D including Howe Sound East, it would realize approximately \$386 million in additional assessment, with a concurrent 18 percent increase in revenues from general municipal taxes based on Squamish's current tax rates;
- If the District of Squamish expanded its boundaries to take in portions of Electoral Area D but not including Howe Sound East, it would realize approximately \$140 million in additional assessment, with a concurrent 12 percent increase in revenues from general municipal taxes based on Squamish's current tax rates; and,
- Whistler would realize a modest additional assessment of approximately \$114 million by taking in adjacent portions of Electoral Area C and Electoral Area D, and general municipal taxes would increase by approximately 1 percent based on Whistler's current tax rates.



Figure 4.4 – Potential Changes to Assessment

Jurisdiction	2011 General Purposes Assessment	Potential Additional Assessment ¹³	Total Potential Assessment	Current General Municipal Tax Revenue	Estimated Additional Gen. Municipal Tax Revenue	Estimated Percentage Change in Revenues
Lillooet	\$227,000,000	\$251,000,000	\$478,000,000	\$1,611,000	\$1,439,000	89%
Pemberton ¹⁴	\$431,000,000	\$479,000,000	\$910,000,000	\$1,070,000	\$1,743,000	163%
Squamish ¹⁵ (including Howe Sound East)	\$3,433,000,000	\$386,000,000	\$3,820,000,000	\$18,150,000	\$3,192,000	18%
Squamish (not including Howe Sound East)	\$3,433,000,000	\$140,000,000	\$3,574,000,000	\$18,150,000	\$2,228,000	12%
Whistler ¹⁶	\$10,022,000,000	\$114,000,000	\$10,136,000,000	\$34,006,000	\$450,000	1%
Howe Sound East ¹⁷ (potential if separate)	n/a	\$246,000,000	\$246,000,000	n/a	TBD based on tax rates	n/a

Independent Power Projects

There are a number of current and potential Independent Power (IPP) projects within the SLRD. IPPs are taxed as Class 2 (Utilities) properties. For IPP projects that are currently in rural areas, the provincial rural tax applies. Should these IPP projects be included within municipal boundaries, property taxes would be held at the provincial rural tax rate (i.e. municipalities would not be able to apply their typical Class 2 general municipal tax rates to IPPs). The Province has also indicated that new IPP projects within municipal boundaries would also be taxed at the provincial rural tax rate.

There are several current IPPs within the SLRD. A search of BC Assessment data indicated twelve folios with IPPs within the SLRD, as indicated in Figure 4.5.

¹³ Estimates are based on net taxable values for electoral areas or relevant local service areas, where possible. Estimates do not account for minor differences between hospital purposes and general municipal purposes assessment rolls.

¹⁴ Potential additional Pemberton assessment estimates include all of Electoral Area C including areas that were subject to 2011 boundary extension.

¹⁵ Potential additional Squamish assessment estimates include most of Electoral Area D with the exception of the Garibaldi Fire Protection Area.

¹⁶ Potential additional Whistler estimate is based on analysis completed for separate Whistler boundary extension study, which reviewed the inclusion of WedgeWoods to the north and Pinecrest/Black Tusk to the south (i.e. analysis was not based on any current service areas).

¹⁷ Howe Sound East estimate is based on net taxable values for the Britannia and Furry Creek water service areas.



Figure 4.5 – Current IPP Projects

Independent Power Project	Assessed Value
Village of Pemberton:	
- Rutherford Creek	\$31,804,000
- Rutherford Creek (additional folio)	\$6,289,590
- Rutherford Creek (additional folio)	<u>\$2,465</u>
Subtotal:	\$38,096,055
Electoral Area C:	
- Soo River	\$2,804,954
- Soo River (additional folio)	\$1,378,535
- Soo River (additional folio)	\$3,462,752
- Miller Creek	\$16,424,066
- Miller Creek (additional folio)	<u>\$2,926,004</u>
Subtotal:	\$26,996,311
Electoral Area D:	
- Ashlu Creek, Squamish Valley	\$7,835,258
- Ashlu Creek (additional folio), Squamish Valley	\$17,007,142
- Furry Creek Britannia Beach	\$1,766,994
- Furry Creek	<u>\$4,855,054</u>
Subtotal:	\$31,464,448
Total:	\$96,556,814

Should full municipal boundary extensions occur, IPPs in the current electoral areas would generate additional municipal tax revenues for the host municipalities, though as noted above, IPPs would be taxed at the Class 2 Provincial rural tax rate (3.95 per \$1,000 of assessed value). The additional IPPs within municipal boundaries translate into revenue potential as follows:

- Soo River: Tax revenue of approximately \$30,000 (which would be directed to Whistler and/or Pemberton);
- Miller Creek: Tax revenue of approximately \$76,000 (directed to Pemberton);
- Ashlu Creek: Tax revenue of approximately \$98,000 (directed to Squamish); and,
- Furry Creek: Tax revenue of approximately \$26,000 (directed to Squamish or a new Howe Sound East local government).

There are also several potential additional IPP projects within the SLRD. These additional projects have the potential to provide increased revenues for municipalities (although as noted above, tax rates for new IPPs would be limited to the Provincial rural tax rates). Recently commissioned IPP projects include:

- District of Squamish:
 - Canadian Hydro Developers Inc. – Mamquam River
- Whistler:
 - Rockford Energy Corp – Brandywine Creek



- Fitzsimmons Creek Hydro Ltd Partnership – Fitzsimmons Creek
- District of Lillooet
 - ESI Power-Walden Corporation – Cayoosh Creek

BC Hydro Payments in Lieu of Taxes

BC Hydro Payments in Lieu of Taxes for generating facilities were first introduced in 1989 and are paid to all local governments hosting the facilities and to all those impacted by the reservoirs. The original amounts of the grant were based on \$500 per megawatt (MW) of generating capacity which was phased in at 50 percent (\$250/MW) in 1989 and applied at the full rate in 1990. It was the original intent to index the grants to increases in BC Hydro rates, but in the early years of the grant there were no rate increases for a period of over ten years.

In 2007, the Ministry of Finance established a new policy and a revised rate structure for payments was implemented. At that time, the grants were restructured into a three tier system and grant allocation was determined on a prescribed rate based on the total MW of generating capacity as follows:

- Tier 1 – Up to 400 MW at a rate of \$1,160 per MW
- Tier 2 – Over 400 MW to 800 MW at a rate of \$860.58 per MW
- Tier 3 – Over 800 MW at a rate of \$561.16 per MW

For the year 2007, these rates were applied as a multiple on the total capacity for each generating facility. In this new system, the grant amounts are apportioned as follows: a) the municipality or regional district that is the host of the facility receives 40 percent of the grant; and, b) the remaining 60 percent is allocated to the local governments impacted by the facility and its reservoir, which may also include the host jurisdiction.

An escalator clause was established for each year after 2007, with the amount of the grant to be paid to a local government to be equal to the total amount of the grant paid in the previous year, increased by the percentage of the increase in total municipal property tax revenues within the Province.

For fiscal 2010 the rates were approximately: \$1,420 for Tier 1; \$1,053 for Tier 2; and \$686 for Tier 3 facilities.

Percentage increases in the total Provincial PILT since 2007 were as follows:

- 2008: Increase of 6.24%
- 2009: Increase of 7.70%
- 2010: Increase of 6.99%



- 2011: Increase of 5.00%

The Ministry of Community, Sport and Cultural Development advises that the percentage of the SLRD grant for each generating facility has been determined as follows:

- Bridge River 1 (30% of SLRD grant): \$295,705
- Bridge River 2 (42% of SLRD grant): \$413,987
- Cheakamus (24% of SLRD grant): \$236,564
- La Joie (4% of SLRD grant): \$ 39,427

The total PILT paid to the SLRD for the 2011 fiscal year was \$985,683, which was paid in accordance with OIC 268 dated June 28, 2011.

Actual allocation by SLRD for 2011 is in accordance with established Crown Corporation Grants in Lieu of Taxes Policy 2.2 as amended April 28, 2008. Copies of the current Policy and Allocation Schedule for 2011 are provided in Appendix C. Appendix C also includes a copy of a Ministry of Community, Sport and Cultural Development circular that provides Provincial direction on the distribution of BC Hydro Payments in Lieu of Taxes.

Should full municipal boundary extensions occur, Hydro Payments in Lieu of Taxes would likely be distributed as follows:

- \$237,000 in grants from the Cheakamus facility would be split between Whistler and Squamish (\$118,500 each);
- the remaining \$749,000 in grants from the northern area facilities would flow to the expanded District of Lillooet.

Small Community Grants

Small Community Grants are generally provided by the Province to municipalities that have a population of up to 19,000. The Small Community Grant amount is based on a formula that considers three main factors:

- basic funding of \$200,000 for all municipalities of less than 15,000 in population;
- population funding of \$50 per capita for the first 5,000 residents, with \$25 per capita subtracted for each resident over 5,000; and,
- assessment equalization funding.



In 2011, the Province distributed Small Community Grants as follows:

- District of Lillooet: \$573,553
- Village of Pemberton: \$517,687
- Resort Municipality of Whistler: \$455,448
- District of Squamish: \$266,489
- SLRD: \$275,233

The 2011 Small Community Grant amounts include the payment of Strategic Community Investment Fund grant amounts; therefore, the 2011 amounts are higher than those that municipalities would receive in a 'typical year'. Regardless, with full municipal boundary extensions, the following implications are anticipated in relation to the Small Community Grant amounts:

- Municipalities with a population of over 5,000 (i.e. Whistler and Squamish) would generally experience a reduction in overall Small Community Grant amounts;
- Squamish would be ineligible for Small Community Grant funding once its population reached the approximate 19,000 threshold.
- Municipalities with a population of less than 5,000 (i.e. Lillooet and Pemberton) would experience an increase in overall Small Community Grant amounts until such time that the municipal population reaches 5,000.

Gas Tax Funding

The Gas Tax Fund provides funding to BC local governments for various capital and planning projects. Administered by UBCM, the objectives of the Gas Tax Fund are to support projects that achieve reduced greenhouse gas emissions, cleaner air, and cleaner water. Through the Community Works Fund, the Gas Fund provides allocated funding twice annually to eligible local governments. In 2011/2012, SLRD municipalities are slated to receive the following funding allocations:

- District of Lillooet: \$112,456
- Village of Pemberton: \$108,909
- District of Squamish: \$451,747
- Resort Municipality of Whistler: \$298,535
- SLRD: \$225,007

Based on the estimated additional population that each municipality would have in the full boundary extension scenario, municipalities could realize additional funding in the order of approximately:

- \$20,000 for the District of Lillooet



- \$50,000 for the Village of Pemberton
- \$20,000 for the District of Squamish if it were to include Howe Sound East
- \$10,000 for the Resort Municipality of Whistler

4.5 Other Considerations

Potential Future Development and Land Use Planning

Through this study, the SLRD and its members identified a number of potential developments in the current electoral areas, including: the Garibaldi at Squamish resort project; a masterplanned community in the Soo River Valley; and, continued growth in the Howe Sound East communities of Porteau Cove, Furry Creek, and Britannia Beach. Some SLRD members also identified the need to protect the Sea-to-Sky corridor from development pressures. The recently adopted SLRD Regional Growth Strategy provides land use policy direction for all of these areas, with the overriding policy direction that new development is to be directed to urban growth areas within municipalities. The main exception to this direction is in the Howe Sound East communities of Porteau Cove, Furry Creek, and Britannia Beach, which are referred to as Master Planned Communities within the RGS. Nevertheless, the current policy framework does not permit new development in the Soo River Valley or in the Garibaldi at Squamish project area, and this situation could not change unless the SLRD Board agrees to amend the Regional Growth Strategy.

Full municipal boundary extensions would increase the municipal responsibility for land use planning in the current rural areas, as municipalities would be able to apply tools such as Official Community Plans and Zoning Bylaws in these areas. This change provides an opportunity for municipalities to guide land use in these areas, and may be of particular interest in relation to issues such as environmental protection (e.g. of watershed areas) and the regulation of backcountry recreation land uses. Nevertheless, in BC's current legislative context, the Regional Growth Strategy carries significant weight, as the *Local Government Act* stipulates that all bylaws adopted by the regional board after the board has adopted a Regional Growth Strategy, and all services undertaken, must be consistent with the Regional Growth Strategy. As a result, the SLRD's Regional Growth Strategy has the ability to address many of the concerns related to future development and land use within the SLRD. Furthermore, even with full municipal boundary extensions, it is likely that there would be a continued Regional Growth Strategy.

When a regional board adopts a Regional Growth Strategy, the *Local Government Act* requires member municipalities to include a Regional Context Statement in their Official Community Plan. The Regional Context Statement identifies the relationship between the Official Community Plan and the policy directions of the Regional Growth Strategy, and it also identifies how the Official Community Plan is to be made consistent with the Regional Growth Strategy over time. Municipal Regional Context Statements must be submitted within two years of the adoption of a Regional Growth Strategy. Once submitted to the regional board, the board responds by accepting or not accepting the Regional Context Statement.



Regardless of whether full municipal boundary extensions occur or not, the SLRD's municipal members are responsible to submit Regional Context Statements for acceptance by the Board, and this responsibility will not change with other adjustments to municipal boundaries. Through the adoption of a Regional Context Statement in an Official Community Plan, a municipality may have an opportunity to provide a statement on their position regarding fringe area land use to ensure compatibility with municipal land use.

First Nations

First Nations considerations are a significant factor that may limit the possibility of full municipal boundary extensions, at least in the short to medium term. The Ministry of Community, Sport and Cultural Development requires First Nations consultation as a key component of boundary extensions. With a proposal as significant as full municipal boundary extensions to take in all electoral areas (aside from Indian Reserves), there would be several issues of interest to First Nations, including the management of natural areas and resource lands that are located in the current electoral areas. As well, in any boundary extension process, the Province works to assess any rights and claims that First Nations may have in the area.

As noted above, even with full municipal boundary extensions, there would be a residual electoral area(s) consisting of at least the various Indian Reserves that are located within the SLRD. Area First Nations could have an opportunity to elect an electoral area director to the SLRD, but at this stage it is unknown as to whether they would take advantage of this opportunity. It is noted that this possibility has been identified as an area of concern in earlier discussions at the Lower Mainland Treaty Advisory Committee (LMTAC) as it could lead to direct political involvement without financial participation in the regional district under its current structure.

Provincial Position

Through discussion with the Ministry of Community, Sport and Cultural Development, the Province indicated that the current system of regional governance is here to stay. Even if full municipal boundary extensions were to be pursued, there would still be a need and role for a regional board. At minimum, the regional board would be responsible to fulfill its legislated mandate, which includes matters such as the establishment of a solid waste management plan, coordination of municipal long-term financing through the Municipal Finance Authority, an ability to adopt and implement a Regional Growth Strategy, and an ability to act as a vehicle for the delivery of regional and sub-regional services. Full municipal boundary extensions would not result in the elimination of the SLRD.



As well, the Ministry has indicated that if SLRD members wish to pursue local government restructure initiatives at this time, it would be useful to identify priority initiatives so that the Ministry can provide initial comment on the feasibility and timing of any potential changes.

Assent Requirements and Impacts on Electoral Area Residents

Elector assent requirements are one of the most significant impediments to the potential of full municipal boundary extensions. While the Province has forced various changes to local government structure in the past, the Ministry of Community, Sport and Cultural Development has indicated that current boundary extension proposals or other changes to local government structure must be initiated locally. The Ministry's approach is guided by a number of principles, including:

- municipal leadership;
- inter-jurisdictional collaboration;
- consultation with, and consent of those affected;
- consistency with community sustainability objectives; and,
- provincial approval.

In boundary extension processes, the Province requires the consent of electoral area residents. In a major proposal such as full municipal boundary extensions to take in all electoral areas, this requirement may take the form of a referendum to demonstrate that the proposed boundary extensions have the assent of electoral area residents. In most if not all cases it can be expected that rural area property taxes would increase as a result of full municipal boundary extensions. This expectation is especially true for areas with a significant number of farm properties, such as the Pemberton Valley and the Squamish River Valley. As a result, it may be difficult to achieve the assent of electoral area residents short of other compelling reasons (e.g. infrastructure needs) to become part of one of the SLRD municipalities.

Impacts on SLRD

As noted above, even with full boundary extensions, the SLRD would continue on to fulfill its mandated functions (e.g. solid waste management planning, coordination of municipal long-term financing) and to act as a vehicle for the delivery of regional and sub-regional services. The SLRD role in the provision of electoral area and local area services would be significantly reduced, as many services that are currently delivered through local service areas (e.g. water, sewer, fire protection, parks and recreation, rescue services) would become municipal responsibility, as noted above. Where necessary, contracts would be transferred from the SLRD to its member municipalities. However, the SLRD would remain, with a focus on items such as the Regional Growth Strategy, solid waste management planning, Treaty Advisory Committee, regional transit planning and infrastructure, other desired regional or sub-regional services (e.g. economic development), and potentially local area services for any residual electoral areas.

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4.6 Summary and Observations

For any full municipal boundary extension, detailed financial impacts would be determined as part of a formal restructure study. Such a study would produce impact statements (in the form of sample tax notices) for different property types within each jurisdiction. Nevertheless, based on this review, it appears that: a) full municipal boundary extensions may not have the desired effect on the key issues that were raised in the Phase 1 Governance and Boundaries review; and, b) full municipal boundary extensions would be difficult to pursue, at least in the short to medium term.

Based on this preliminary analysis, there are a number of observations around the ability of full municipal boundary extensions to address the key Phase 1 Governance and Boundaries Review issues:

- **Service Needs:** Full municipal boundary extensions may make it easier for local governments to establish desired services. However, in most cases, there do not appear to be compelling services needs driving the desire for full municipal boundary extension. In the northern areas, where economic development was specifically raised as a service need, this service could potentially be established without a need for a full municipal boundary extension.
- **Service Cost Equity:** Full municipal boundary extensions would certainly shift service delivery responsibility from the SLRD to the member municipalities for local area services and some sub-regional services. In many cases, this transfer of responsibility for service provision would help to reduce or eliminate the potential for disagreements around service cost equity. However, the SLRD would still be involved in the provision of regional and, possibly, some sub-regional services, and service cost equity concerns would still need to be addressed at a regional level.
- **Representation:** Full municipal boundary extensions would place most current rural areas within municipal jurisdiction. This change would in turn help to focus the SLRD on regional and subregional issues and services. As well, in Whistler's case, full municipal boundary extension would assure the municipality of having a second director on the SLRD Board, as the municipality would have a population of more than 10,000.¹⁸

Even with full municipal boundary extensions, there do not appear to be any opportunities for the creation of regional municipalities or the dissolution of the regional district. With full boundary extensions, there may be a perception that rural area residents would be underrepresented within a municipal structure and with no electoral area director. As well, even with full municipal boundary extensions, there would be a remaining electoral area(s) comprised at minimum of Indian Reserves.

¹⁸ However, based on current BC Statistics population estimates, Whistler may already have a 2011 Census population of over 10,000 regardless of any boundary extensions.



- **Land Use and Environment:** In terms of addressing the desires for greater municipal control over planning in fringe areas and enhanced environmental management, full municipal boundary extensions do place these areas within municipal jurisdiction, thus allowing Official Community Plans and Zoning Bylaws to apply to these areas. However, SLRD members also currently have the tools to address land use concerns in these areas through the enforcement of the Regional Growth Strategy. As well, it would be possible to address any concerns around cost-sharing or decision-making for the planning function without a need for full municipal boundary extensions.¹⁹
- **Tax Base:** Full municipal boundary extensions would cause adjustments to the distribution of BC Hydro Payments in Lieu of Taxes, and provide additional (capped) revenues from Independent Power Projects. Full municipal boundary extensions would also dramatically increase the assessment base in Pemberton and Lillooet, though this increase would not be without significant concurrent increases in municipal expenditures due to factors such as new road maintenance costs. Short of full municipal boundary extensions, there would be potential opportunities to adjust the way that BC Hydro Payments in Lieu of Taxes are distributed, as discussed in further detail in Section 5.
- **Rationalization of Community:** Full municipal boundary extensions would help to eliminate confusion about community boundaries in Pemberton, and potentially provide a local government structure in Howe Sound East. However, in most cases, boundaries would extend far beyond the practical limits of the functional community, which often follow the boundaries of existing service areas such as fire protection areas.

Furthermore, full municipal boundary extensions may be difficult to pursue for a number of key reasons:

- Full boundary extensions could increase municipal exposure to costs related to flood recovery, wildfire protection, and other related hazards.
- Increased road maintenance expenditures would likely preclude full municipal boundary extensions in both Pemberton and Lillooet, where significant lengths of MOTI roads would become municipal responsibility;
- First Nations considerations may limit the possibility of full municipal boundary extensions since:
a) Indian Reserves would not be included within expanded municipal boundaries, and would remain part of a residual electoral area(s); and, b) consultation requirements for boundary extensions may raise significant concerns that would make full municipal boundary extensions difficult to achieve in the short to medium term.

¹⁹ Further details are provided on this topic in a Board Efficiency discussion paper to the SLRD.



- Assent requirements for electoral area residents would make full boundary extensions extremely difficult to accomplish with the prospect of increased property taxes in the electoral areas. To achieve boundary extensions with the assent of electoral area residents, there would likely need to be significant service needs or compelling policy reasons for full municipal boundary extensions.



5.0 Scenario 2 - Select Changes

5.1 Overview

As identified in Section 4, full municipal boundary extensions would be difficult to pursue, at least in the short to medium term. As a result, it may be more practical to consider some targeted, select changes. This section reviews a variety of such changes that may also address the key issues raised in Phase 1 of the SLRD Governance and Boundaries review. These changes include:

- Potential boundary extension in Lillooet to take in the Bridge River 1 and Bridge River 2 BC Hydro facilities;
- Potential boundary extension in the Pemberton Valley to rationalize the Village boundary;
- Potential boundary extension in Whistler to take in WedgeWoods to the north and Pinecrest/Black Tusk to the south;
- Various potential boundary extension scenarios for Squamish, including the Squamish River Valley to the northwest, the Highway 99 corridor to the north, and the watershed areas to the east;
- Squamish boundary extension to Howe Sound East or incorporation of a new Howe Sound East municipality;
- Electoral area adjustments; and,
- Changes to representation (i.e. the voting unit) within the current SLRD structure.

5.2 Lillooet

In the Lillooet area, the District has identified the possibility of a future satellite boundary extension to take in the Terzaghi Dam at the east end of Carpenter Lake, the Bridge River Powerhouses (No. 1 and No. 2) at Seton Lake, and the tunnels leading to the Bridge River Powerhouses. As noted in Section 4.4., the current PILT revenues from the Bridge River 1 and Bridge River 2 facilities total just over \$700,000, representing approximately 70 percent of the current PILT revenues that flow to the SLRD. If Lillooet is successful in extending its boundaries to include these facilities and the full PILT revenues from Bridge River 1 and Bridge River 2 were made available to the host municipality and affected jurisdictions, the revenues would be distributed as follows:

- Forty (40) percent of revenues, or approximately \$280,000 annually, would flow to the municipality, the District of Lillooet, that hosts the facility; and,
- Sixty (60) percent of revenues, or approximately \$420,000, would flow to the jurisdictions that are impacted by the facility and its reservoir, which may also include the host jurisdiction. For



this allocation, most if not all revenues would flow to the SLRD and revenues would need to be used for a service area that includes the location of the facilities for which the PILT is paid. According to a 2010 Ministry of Community, Sport and Cultural Development circular (enclosed in Appendix C) on this topic, these PILT revenues could be used for the SLRD's general administration service, another service (or services) for which the service area is the entire regional district, or a geographically smaller service or group of services (e.g. a new northern economic development service area) that includes the location of the specific facilities. Based on the Provincial direction, the PILT revenues from Bridge River 1 and Bridge River 2 are not intended to be applied to services that do not include the specific facilities.

Further analysis would be required to determine the feasibility of extending boundaries to include all or a portion of the Bridge River 1 and Bridge River 2 facilities, and to determine the actual PILT revenues that would be made available to the District of Lillooet for this option (based on the extent of the boundary extension area).

5.3 *Pemberton Valley*

In the Pemberton area, the Province recently approved a boundary extension that includes four key areas:

- **The Hillside:** This area is located to the north of the Lillooet River, and it includes potential new development areas (identified as a Future Growth Node in the Regional Growth Strategy) on the hillside, as well as flatter areas to the south of the rail line that are located within the Agricultural Land Reserve (ALR). The objective for this area was to include new development areas within the Village boundary to provide an appropriate vehicle for governance and service delivery in the area.
- **Airport Road Area:** This area is located on the south side of the Lillooet River, and it is immediately adjacent to the western and eastern boundaries of the airport. All lands in this area are within the ALR, and no significant changes in land use are anticipated. The objective for this area was to ensure that the Village receives tax revenues for the services (e.g. road) that it provides to these properties.
- **Pemberton Creek Watershed:** This area is located to the west of the existing Village core, and it includes only Crown land that is defined by the topographic limits of the Pemberton Creek watershed. The objective for this area was to ensure that the Village has more planning influence over its watershed, and to realize any future potential IPP revenue from a project along Pemberton Creek.



- South Highway Corridor: This area is located along the Highway 99 corridor to the south of the Village, extending to the Rutherford Creek IPP. The objective for this area was to ensure planning control over the Highway 99 corridor leading from the Village to Whistler, and to realize an enhanced tax base through the inclusion of the Rutherford Creek IPP within Village boundaries.

According to a 2008 Sussex Consultants study, the Village will have 26 additional folios (of which 22 are taxable) with a total assessed value of approximately \$56 million²⁰ within its boundaries as a result of this boundary extension. The bulk of this assessment comes from the Rutherford Creek IPP, with an assessed value of approximately \$40 million. Within the boundary extension area, there is also approximately:

- \$10 million in Class 1 (Residential) assessment;
- \$2 million in Class 6 (Business) assessment;
- \$3 million in Class 8 (Recreation and Non-Profit) assessment; and,
- \$72,000 in Class 9 (Farm) assessment.²¹

While the current Pemberton boundary extension accomplishes a number of important objectives (as noted above), the Village boundary is still not contiguous, as illustrated in Appendix D of this study. The main reason for this lack of contiguity is the presence of ALR lands between the Village Centre area and the Airport and Hillside areas. These lands were not subject to the recent boundary extension, as there would potentially be significant property tax implications for farm properties in joining the Village of Pemberton, and it would likely be difficult to achieve the assent of property owners to be part of a boundary extension.

When considering the tax impacts of boundary extension, farm properties are unique, as various different property tax exemptions apply to farm land, farm dwellings, and other farm improvements, depending on whether the farm is located within municipal boundaries or not. Figure 5.1 illustrates the various statutory exemptions for farm properties.

²⁰ Based on 2008 actual values within the expansion area.

²¹ Farm land assessment is 50 percent of the value used for municipal taxes; additionally, homes on farm land are exempt from the Provincial rural tax but must pay the general municipal tax when located within municipal boundaries.



Figure 5.1 – Statutory Farm Tax Exemptions

Property	Rural		Municipal	
	General	School/ Hospital	General	School/ Hospital
Farmers' dwellings – Class 1	Full exemption	Fully taxable	Fully taxable	Fully taxable
Farm improvements (other than farmers' dwellings) – Class 1	Full exemption	Max \$50,000 exemption	Max \$50,000 exemption	Max \$50,000 exemption
Agricultural land – Class 9	Fully taxable	50% exemption	Fully taxable	50% exemption

Recognizing that farm dwellings and improvements will experience higher tax rates after municipal boundary extension, Section 222 of the *Community Charter* provides for a five year phase-in period of taxes after incorporation. Over the five years following boundary extension, farm dwellings and improvements are exempt as follows:

- Year 1 – 100% exemption (of exemption that would have applied)
- Year 2 – 80%
- Year 3 – 60%
- Year 4 – 40%
- Year 5 – 20%
- Year 6 – No exemption.

To assist with the transition to municipal status, the Province also has the ability to impose a limit on municipal purposes taxes that would apply to Class 9 farm property (i.e. land only). The rationale for any potential limitation is to ensure that property taxes on farm land (not including improvements) do not increase as a result of municipal boundary extension. Regardless of any limitations to property taxes on farm land, there would be property tax implications for farm dwellings and improvements, as noted above, if boundary extension were to include additional farm lands.

As an alternative to a full municipal boundary extension to take in surrounding electoral area lands (i.e. the bulk of Electoral Area C), a typical approach would be to review the possibility of extending municipal boundaries to take in a service area that represents the boundaries of the functional community. One such service area might be the Pemberton Fire Protection Area, which includes the lands in between the Village Centre, the Airport Area, and the Hillside Area, and also extends up the Pemberton Valley to Pemberton Meadows in the northwest, including the Pemberton North water service area. Another approach might be to take in the Pemberton North water service area and at minimum the areas between the current Village boundary and the river that were not included in the recent boundary extension. However, in this scenario, the fire protection service area would remain split between the Village and the surrounding electoral area.



As noted above, the prevalence of farm lands would be a significant challenge to any such boundary extension, as the bulk of this area, including Pemberton Meadows, is located within the ALR.²² If there are service needs such as water or sewer on these properties, it may make it easier to pursue boundary extension for this area. Such a boundary extension could potentially provide ease of service provision (e.g. water, fire protection, refuse, recreation) and reduce confusion about representation in the Pemberton Valley as a whole, as all lands would be located within municipal boundaries. Overall, such a boundary extension would likely represent the functional community more so than the current Village boundary, which is not contiguous.

In 2011, the Pemberton Fire Protection area had net taxable assessed values of approximately \$124 million, and over 400 folios, primarily consisting of residential and farm properties. It is noted that many of the 22 taxable folios within the recent boundary extension areas are included with this total, and the assessed value of these folios (estimated at approximately \$16 million) would need to be deducted from the \$124 million net taxable value of the Pemberton Fire Protection area. Further study would be required to identify a more detailed estimate of the new assessment base that would be available to the Village through such a boundary extension.

A boundary extension to include the Pemberton Fire Protection Area would not have an impact on a number of current sub-regional service areas. All of Electoral Area C currently contributes towards services such as: Pemberton Rescue Service; Pemberton Search and Rescue; 911 South; Pemberton and District Recreation Complex; Pemberton and District Museum and Archives; Pemberton Library; Area C/Village of Pemberton Cemetery; and, Sea-to-Sky Trails. With boundary extension to include the Pemberton Fire Protection Area, it is likely that these service areas would continue on in the same form as today. However, services such as fire protection and water would be consolidated under municipal jurisdiction for all areas within the new boundary.

It is noted that for any such a boundary extension, whether in Pemberton, Whistler, or Squamish, there would be impacts on SLRD electoral area services such as civic addressing, building inspection, elections and UBCM, electoral area emergency planning, and electoral area parks. For these services, taxes in the residual electoral area would be affected since the tax base would fall as properties shift to municipal boundaries. As a result, the SLRD would either need to cut spending on these services to maintain existing tax rates, or raise taxes enough to offset the loss of the previously contributing properties towards these services.

²² Current ALR mapping is available online at: http://www.alc.gov.bc.ca/mapping/alr_maps.htm



5.4 Whistler

In the Whistler area, a scaled back boundary extension could potentially take in the WedgeWoods development to the north and the residential communities of Pinecrest Estates and Black Tusk Village to the south. A boundary extension such as this would mainly be focused on the Sea to Sky Corridor, although it is possible that boundaries could also extend outwards towards the ridge line of mountains. To the south, the boundary could potentially extend as far as the Daisy Lake Dam (either as a satellite or within a contiguous land area). If the municipal boundary included the Daisy Lake Dam, the PILT revenues from the Daisy Lake Dam would likely be shared with the District of Squamish, based on initial discussions with the Province on this issue.

In the Whistler area, the service and expense-related implications of such a boundary extension are much less significant than those of potential similar boundary extensions in Lillooet, Pemberton, or Squamish. This lesser impact is mainly because there are few local area services (such as the Garibaldi Fire Protection Area) within the boundary extension area, boundary extension would not require a significant increase in municipal services, and there are only about 3 km of MOTI roads that would fall under municipal jurisdiction (if the Callaghan Valley Road were to remain under provincial jurisdiction). The length of road contrasts dramatically to the approximately 380 km of MOTI roads that would fall under municipal jurisdiction in the northern areas if Lillooet expanded its boundaries to take in Electoral Areas A and B.

Generally, a Whistler boundary extension would result in fairly negligible impacts on municipal taxpayers within the current boundaries. Compared with the existing municipal tax base, boundary extension would not result in a sizeable increase to the existing municipal revenues, at least in the short term. Accounting for a portion of the BC Hydro PILT from the Daisy Lake Dam, a slightly reduced Small Community Grant, slightly increased Gas Tax revenues, and additional property tax revenue in the order of \$450,000, total municipal revenues would likely increase by approximately \$550,000 to \$600,000. Conversely, additional expenses would be in the order of at least \$300,000 to \$400,000, mainly accounting for: additional policing and bylaw enforcement; additional parks and recreation expenditures; additional road maintenance expenditures; additional fire protection expenditures; and, one-time costs to update emergency plans and land use planning bylaws.

Notwithstanding the relatively small financial impacts of boundary extension to the Resort Municipality of Whistler and its residents, there would be tax increases for residents of the current rural areas surrounding Whistler as a result of boundary extension. These increases are mainly due to the Provincial Rural Tax being replaced by Whistler's General Municipal Tax. Further analysis would be required in a detailed restructure study to identify the specific property tax impacts on typical properties.



In a potential boundary adjustment such as this one, there are several other notable non-financial considerations. These considerations include:

- **Land use:** Municipal boundary extension would provide the opportunity to guide land use and future development decisions in the current rural area settlements (e.g. WedgeWoods, Pinecrest, Black Tusk), subject to the policy direction provided in the Regional Growth Strategy, but the municipality would also inherit existing communities and developments that may have been created with a different philosophy than the areas within the current municipal boundary. In terms of Highway 99 corridor protection, it is noted that the Regional Growth Strategy already contains policies to protect the corridor. However, with boundary extension, the municipality would also apply its Official Community Plan and Zoning Bylaw to the current rural areas, potentially providing added strength to the Regional Growth Strategy policy directions.
- **Backcountry recreation:** Municipal boundary extension may result in increased municipal responsibility to become involved in the discussions, agreements and regulations around backcountry land use, depending on the extent of the boundaries.
- **Environment:** Depending on the extent of the boundaries, municipal boundary extension may result in a substantially increased responsibility to oversee, protect, and manage undeveloped areas, with associated watersheds, wildlife, ecosystems, areas for backcountry recreation, wildfire issues, search and rescue efforts, etc.

It is understood that Whistler is likely to extend its boundaries to the north to take in the WedgeWoods development in the near future. Generally, in Whistler's case, an additional boundary extension would be relatively feasible from a local government finance perspective, although potential tax increases for rural area (e.g. Pinecrest and Black Tusk) residents may provide an impediment to the viability of future boundary extensions. As a result, boundary extension may be more contingent on the ability to either meet service needs or achieve desired policy directions.

5.5 Squamish

The District of Squamish's current boundaries include the major settlement areas within the vicinity of the community, with the notable exception of Howe Sound East (i.e. Britannia Beach, Furry Creek and Porteau Cove). Municipal boundary extension to take in Howe Sound East is discussed as one possibility in Section 5.6, below. Aside from this scenario, which would have significant impacts on service delivery, taxation, revenues, and representation, the District of Squamish has more limited options for boundary extensions. These include: a) boundary extension to the northwest to include the Squamish River Valley; b) boundary extension to the north along the Highway 99 corridor; and, c) boundary extension to the east to take in the community watershed.



Squamish River Valley

Similar to the Pemberton Meadows area, the Squamish River Valley primarily consists of ALR properties. These properties have limited services and they generally do not participate in local service areas (with the exception of sub-regional services such as Squamish Emergency Services, 911 South, and Sea-to-Sky Trails). As there may be significant property tax impacts associated with municipal boundary extension to this area (as described in detail in Section 5.3, which reviews tax implications for farm properties), it is unlikely that boundary extension would occur unless there was a need for new services, delivered by the District of Squamish, within this area.

Highway 99 Corridor

While potential Whistler boundary extension to the south would include the residential communities of Pinecrest and Black Tusk, a Squamish boundary extension to the north would not include any major settlement areas. However, such a boundary extension could potentially be explored with the objectives of directing PILT revenues from the Daisy Lake Dam locally (i.e. revenues would likely be split with Whistler), and having increased planning control over the Highway 99 corridor. Through boundary extension to the north, the District would be able to provide land use policy direction for this area through its Official Community Plan, and it would have control over zoning in this area, as noted in Section 5.4. With policies to protect the corridor, this would potentially strengthen the already-established direction provided in the Regional Growth Strategy to maintain nodal development in the Sea to Sky corridor and avoid dispersed linear development. If boundary extension were to occur, the District would still be expected to recognize the Regional Growth Strategy's policy direction for this area through the SLRD's approval of the District's Regional Context Statement, which forms part of its Official Community Plan.

Boundary Extension to the East

Any boundary extension to the east would primarily be focused on enhancing the municipality's role in land use decisions related to the community watershed. The Powerhouse Springs Wells are the District's main water source, and the Mashiter and Stawamus Rivers provide backup emergency water sources. Boundary extension to the east would take in the headlands for these rivers, and provide an opportunity for additional municipal engagement in land use decisions for the area. As well, boundary extension to the east would allow Squamish to have potential new IPP's within its boundaries. However, as noted in Section 5.4, such a boundary extension could also translate into a substantially increased responsibility to oversee, protect, and manage undeveloped areas, with associated watersheds, wildlife, ecosystems, areas for backcountry recreation, wildfire issues, search and rescue efforts, etc.



5.6 Howe Sound East

In 2005, Sussex Consultants completed a review of potential local governance models for Porteau Cove, as part of a preliminary development proposal in the area. The study reviewed Porteau Cove governance within the context of the broader growth potential of Howe Sound East, which also includes Britannia Beach and Furry Creek. While the population of Britannia Beach, Furry Creek, and Porteau Cove currently totals approximately 600, the Sussex study identifies a future potential build-out population of 9,500 in the area, as identified in Figure 5.2, below.

Figure 5.2 – Potential Future Build-Out Population of Howe Sound East

Community	Dwellings	Population
Britannia Beach	2,000	4,400
Furry Creek	920	2,000
Porteau Cove	1,400	3,100
Total:	4,320	9,500

Under the current system, there are significant governance implications associated with this population growth potential. These implications include:

- Limited political accountability, as there would be one Director for an ultimate population of 9,500, and bylaws and policies for this area would be passed by the Regional Board;
- Potential for uneven board representation amongst electoral areas, as based on the number of Directors (i.e. one Director for each electoral area), Area A's per capita representation would be about 40 times that of Area D's per capita representation at full build-out of Howe Sound East;
- Limited authority to deal with certain key services such as roads, which are the responsibility of the Province within the electoral areas;
- Additional resources requirements for the SLRD (e.g. administration, land use planning, building inspection, enforcement);
- Limited ability to adapt to changing circumstances and shift resources, as regional districts are required to keep separate accounts for each service; and,
- Limited ability for the regional district to shift the tax burden between property classes.

As a result of these implications, and others, it is anticipated that there will be a need to consider options for Howe Sound East governance as population growth occurs in this area. The two main options are: a) Squamish boundary extension to take in the Howe Sound East communities; and, b) municipal incorporation, either as potentially separate municipalities within Howe Sound East, or more likely as a single Howe Sound East municipality. The Sussex study also identifies other potential governance models, such as an enhanced SLRD committee or local community commission (LCC) in the area.



However, for the purposes of this study, Squamish boundary extension and a single municipal incorporation are reviewed as the two main long-term options for Howe Sound East.

Squamish Boundary Extension

Potentially, Squamish could extend its boundaries to take in Howe Sound East, including Britannia Beach, Furry Creek, and Porteau Cove. If desired, the District of Squamish could initiate discussions around such a boundary extension. However, ultimately, boundary extension to Howe Sound East would require the assent of voters at Britannia Beach, Furry Creek, and Porteau Cove (likely through a referendum), Squamish voters (either through the alternative approval process or referendum), and Squamish Council.

In reviewing potential boundary extension to Howe Sound East, there are several considerations for both District of Squamish and Howe Sound East populations. For Squamish, the main considerations relate to the financial and service delivery impacts of boundary extension, and the philosophical approach to including dispersed settlements along the Sea-to-Sky corridor within municipal boundaries. For residents of Howe Sound East, the main considerations also relate to the financial and service delivery impacts of boundary extension, and the philosophical approach to representation and community identity.

From Squamish's perspective, municipal boundary extension would provide access to an additional current assessment base of at least \$246 million.²³ This assessment would translate into approximately \$960,000 in additional general municipal tax revenue based on Squamish's current tax rates, or about a 5 percent increase over current general municipal tax revenues. As well, through boundary extension, Squamish could have access to IPP tax revenue of approximately \$26,000, as noted in Section 4.4.

Conversely, Squamish would have additional expenditures related to service delivery in Howe Sound East. As highlighted in Section 4.3, some of the most significant service delivery impacts are summarized below.

- **General Government/Administration:** Though additional general government related expenditures would be relatively small, in line with the current population of Howe Sound East, these expenditures could increase substantially when Howe Sound East approaches its build-out population of 9,500. These expenditures would be offset, at least in part, by the growth in assessment values.
- **Planning and Development:** As a result of boundary extension, the District of Squamish would manage planning and development in Howe Sound East. Like general government services, planning and development related expenditures would be relatively small initially, but they would

²³ Based on net taxable values for the Britannia and Furry Creek water service areas. Actual assessment for Howe Sound East would likely be higher than \$246 million due to the inclusion of additional folios outside of these water service areas. Further study would be required to determine the actual assessment in Howe Sound East.



become fairly significant as development occurs in Howe Sound East. The main up-front expenses would relate to updating the Official Community Plan, Zoning Bylaw, and other relevant bylaws or policies, while in the longer term, additional planning and development staff may be required to deal with the anticipated growth in Howe Sound East.

- **Policing:** Since additional officers would be assigned to the municipal RCMP force, total policing costs could initially increase by upwards of \$150,000 (for one additional officer) or \$300,000 (if two additional officers were required);
- **Roads:** With approximately 10 km of MOTI roads that would be turned over to the municipality, Squamish would initially be responsible for annual road maintenance expenditures of approximately \$50,000 (not including major capital projects).
- **Fire Protection:** Squamish would be responsible for Howe Sound East fire protection services, which have a 2011 budget of approximately \$170,000.
- **Water and Sewer:** The District of Squamish would inherit the current Britannia Beach and Furry Creek water and sewer systems. Britannia Beach water has a 2011 budget of approximately \$70,000, while Furry Creek water has a 2011 budget of approximately \$90,000. Britannia Beach sewer has a 2011 budget of approximately \$120,000, while Furry Creek sewer has a 2011 budget of approximately \$110,000. As the utility systems would be operated as self-sustaining entities, each local service area would be entirely responsible for all operation, maintenance and future capital improvement costs in each of the specified areas, so there would likely be no impact to Squamish taxpayers from water and sewer.
- **Solid Waste Management:** The District of Squamish would inherit the Britannia Beach and Furry Creek transfer stations, with 2011 budgets of approximately \$39,000 and \$57,000, respectively. Potentially these transfer stations could continue to function as a local service area within the expanded municipality.
- **Parks and Recreation:** The District of Squamish would be responsible for the provision of parks and recreation facilities and programming in Howe Sound East. Currently, the SLRD has a 2011 budget of approximately \$40,000 for the maintenance of Britannia Beach parks and trails, and \$55,000 for the maintenance of Furry Creek parks/open spaces.

For residents of Howe Sound East, Squamish boundary extension would result in property tax implications as a result of shifting from the provincial rural tax rate to the Squamish general municipal tax rate. Regional taxes would decrease, as many of the current SLRD local service areas would be shifted to District of Squamish responsibility, as noted above. However, if Squamish extended its boundaries to Howe Sound East, police taxes would also rise for Howe Sound East residents, as the District would be



responsible for 90 percent of the total RCMP policing costs within the municipality. Further analysis would be required through a formal boundary extension study to identify the detailed service delivery and property tax implications of municipal boundary extension to Howe Sound East.

In terms of representation, Squamish boundary extension would enhance political accountability for Howe Sound East in the sense that residents would have a municipal council available to respond to planning issues, service needs, and other concerns. However, the municipal council would be responsible to all Squamish residents, and there is a possibility that Howe Sound East residents may feel under-represented in this scenario. Options such as the adoption of a potentially interim, short-term ward system may help to alleviate this concern.

Municipal Incorporation

Generally, the Province considers that a community should have a permanent population of at least 500 full-time residents prior to considering municipal incorporation. With a current population of approximately 600, Howe Sound East is just barely viable as a municipality from a population perspective at this point in time. From an assessment and taxation perspective, Howe Sound East is currently more viable as a municipality. With a current assessment base of at least \$246 million, Howe Sound East has an assessment base that is similar to that of established communities such as Lillooet, 100 Mile House, and Mackenzie. However, there is one challenge, in the sense that Howe Sound East's assessment base is primarily residential, providing limited flexibility in establishing property tax rates. Nevertheless, as Howe Sound East grows in population and assessment base, it will continue to become more viable as a potential municipality.

While Britannia Beach, Furry Creek, and Porteau Cove are geographically distinct settlement areas, municipal incorporation would likely be most viable if all of these areas are part of the same municipality. Conceivably, at some point in the future, municipal incorporation could become viable for a part of Howe Sound East only, such as Britannia and Furry Creek only, or Porteau Cove only. However, at this stage, municipal incorporation could only realistically be pursued based on a model that includes all of the Howe Sound East settlement areas. This approach helps to address Howe Sound East issues in a cohesive fashion, as current service delivery and cost-recovery approaches are very similar throughout the area.

As with the Squamish boundary extension scenario, Howe Sound East residents can expect that property taxes would increase as a result of shifting from the Provincial rural tax to a municipal general tax, taking on municipal responsibility for services, such as roads, that are currently provided by other jurisdictions, and supporting a separate municipal council and administration. However, regional district taxes would decrease, as many of the current SLRD local service areas would be shifted to municipal responsibility, and unlike the Squamish boundary extension scenarios, police taxes would be unaffected by municipal incorporation, at least until the municipality reaches a population of 5,000. Further analysis would be



required through a formal municipal incorporation study to identify the detailed service delivery and property tax implications of municipal incorporation for Howe Sound East.

In terms of representation, Howe Sound East municipal incorporation would enhance political accountability in the sense that residents would have a new municipal council available to respond to planning issues, service needs, and other concerns that are unique to Howe Sound East. At the SLRD, Howe Sound East would be represented by its own regional director. This change is in contrast to the Squamish boundary extension scenario, wherein Howe Sound East would be represented at the SLRD by the Squamish directors.

5.7 Electoral Area Adjustments

Within the SLRD, select local government structure changes would reduce the population in the adjacent electoral areas and provide an opportunity to rationalize electoral area boundaries. Possible electoral area adjustments are reviewed for the northern areas and for Howe Sound East, below. Any electoral area adjustments would need to be approved by the Province.

With the select local government structure adjustments identified above, significant population, including residents on Indian Reserves, would remain in Electoral Areas B, C, and D. The continuing decline in population in the north westerly portion of the region, Electoral Area A, to just over 200 residents, leaves the area with a disproportionate representation on the SLRD Board. The current population represents approximately 10 percent of the current Voting Strength unit of 2,000 and the population of abutting Area B. This area's population of about 210 residents also represents less than 25 percent of the next smallest Electoral Area in the region. To better balance representation at the Board table, an option for consideration would be the amalgamation of Electoral Areas A and B into one large Lillooet Rural area with a population estimated at about 1,900 residents (including populations residing on Indian Reserves).

Additionally, as Howe Sound East grows in population, there may be a longer-term need for electoral area adjustments in the south that would involve the establishment of a Howe Sound East electoral area. This adjustment would only occur if Squamish boundary extension, municipal incorporation, or other governance models were not pursued. It is unlikely that an adjustment in this area would be required for quite some time, as the current population of approximately 600 does not warrant any electoral area changes.

5.8 Changes to Representation within Existing Structures

Even if no changes to local government boundaries were to be made within the SLRD, there may be an opportunity to influence representation through a relatively simple change to the SLRD voting unit.



Currently, the SLRD voting unit is 2,000. Based on current population estimates, this voting unit would translate into an additional director for the Resort Municipality of Whistler after the 2011 Census results are published, as Whistler's population is projected to exceed the 10,000 threshold required for a second director.²⁴ The voting strength for both Squamish and Whistler is also projected to change after the release of the 2011 census results. However, it is expected that all other jurisdictions will maintain the same number of directors and the same voting strength as in the current situation.

If the voting unit were to be adjusted downward, some jurisdictions would have additional directors and/or voting strength at the SLRD Board table. For discussion purposes, Figure 5.3 illustrates the impact of adjusting the voting unit from 2,000 to 1,500. As noted, Squamish would have an additional director, and its voting strength would increase from 10 to 13. Whistler's voting strength would increase from 6 to 8. Electoral Area B's voting strength would increase from 1 to 2, and Electoral Area C's voting strength would increase from 2 to 3. Such adjustments would help to deal with the current imbalances in per capita representation, particularly in the electoral areas, although it is noted that the largest jurisdictions, Whistler and Squamish, would have even greater representation than they do at the Board table today.

Figure 5.3 – Implications of Potential Voting Unit Adjustment

Jurisdiction	Population (excluding Indian Reserves)*	Population (including Indian Reserves)*	Directors (Current formula)	Voting Strength (Current formula)	Directors (Voting unit of 1,500)	Voting Strength (Voting unit of 1,500)
District of Lillooet	2,368	2,368	1	2	1	2
Village of Pemberton	2,437	2,437	1	2	1	2
District of Squamish	17,898	18,287	2	10	3	13
Resort Municipality of Whistler	10,531	10,531	2	6	2	8
Electoral Area A	207	207	1	1	1	1
Electoral Area B	575	1,719	1	1	1	2
Electoral Area C	1,887	3,358	1	2	1	3
Electoral Area D	839	839	1	1	1	1

²⁴ If Whistler's population were to not surpass 10,000 in the Census, a reduction in the voting unit would be necessary to provide Whistler with an additional SLRD Director.



5.9 Summary and Observations

Select local government structure changes are generally more feasible than full municipal boundary extensions. Based on this review, several changes emerge as distinct possibilities for further exploration:

- In the northern areas, the Phase 1 Governance and Boundaries review identified a need for additional revenue sources and economic development opportunities. Lillooet boundary extension to the Bridge River 1 and Bridge River 2 facilities would potentially direct a greater proportion of BC Hydro PILT revenues to the northern areas. However, different approaches to the sharing of PILT revenues could potentially also be explored without a need for boundary adjustments. For example, the SLRD could create a northern area economic development service area and direct some BC Hydro PILT revenues from the northern area facilities to this economic development function.
- In the Pemberton Valley, an additional boundary extension (e.g. to take in the fire protection area) could assist with the rationalization of the community and help to eliminate confusion around service delivery and representation. Given the vast amount of farm land (and associated property tax implications) involved in such a boundary extension, it may, however, be difficult to achieve elector assent for this adjustment, unless there are service needs (e.g. water, sewer) that warrant inclusion in the municipality.
- In the Whistler area, there appear to be feasible opportunities for boundary adjustments to take in WedgeWoods in the north and Pinecrest/Black Tusk in the south. It is understood that boundary extension to WedgeWoods is likely to occur in the near future. A Pinecrest/Black Tusk boundary extension would likely be more difficult than a WedgeWoods boundary extension as Pinecrest and Black Tusk have been in existence for some time under SLRD jurisdiction, and residents may look for a service-based rationale to join the municipality.
- In the Squamish area, boundary extension up the Squamish River would likely be difficult due to the vast amount of farm land, similar to the Pemberton scenario. Boundary extension to the north may be a possibility, particularly if Whistler were to also expand its boundary to the south. However, if corridor protection is the goal, this could also be achieved through the enforcement of the Regional Growth Strategy. Boundary extension to the east may also be a possibility; the main goal in this case would likely revolve around enhancing land use responsibilities within the community watershed, and taking in new IPP projects.
- In Howe Sound East, Squamish boundary extension and municipal incorporation emerge as the two main long-term possibilities, as the area grows. There are significant advantages and disadvantages to each scenario. Squamish boundary extension would involve the District taking on significant new service responsibilities, and Howe Sound East residents would need to be supportive of joining a much larger existing municipality. Municipal incorporation provides the most enhanced level of representation for Howe Sound East residents, but with this, there would be associated costs associated with establishing a separate local government.



- Electoral area adjustments such as the realignment of the northern electoral areas may assist in balancing out the representation at the SLRD Board table. Likewise, adjustments to the voting unit may also assist in balancing out representation at the SLRD Board table (although in Whistler's case, it is noted that in the coming years, the municipality should have a second director based on current BC Statistics population estimates).



6.0 Conclusions

In the SLRD, any new local government structure or boundary changes would primarily be intended to address the key issues raised in Phase 1 of the SLRD Governance and Boundaries Review. As described in Section 3, these issues include: service needs; service cost equity; representation; land use control; environmental management; tax base; and, rationalization of the community. While full municipal boundary extensions could potentially address some of these issues, full municipal boundary extensions do not appear to be viable as a short or medium term objective, due to factors such as increased exposure to hazard risk, road maintenance expenditures, First Nation considerations, and elector assent requirements. As a result, it may be more practical to consider targeted, select changes based on priority and the ability to address the key issues that are described above.

Based on this review, there are a number of potential options that may warrant further exploration:

- In the northern areas, economic development initiatives have been identified as a critical need, along with a desire for enhanced access to revenues to assist the northern area communities. In addition to a review of the option to extend the boundaries of the District of Lillooet to take in the Bridge River 1 and Bridge River 2 facilities, it is recommended that the SLRD and its members also explore, in cooperation with Lillooet, other opportunities to potentially direct some BC Hydro PILT funds from the northern area facilities to new economic development initiatives in this area. This could potentially be done through the establishment of a new northern economic development service area, or a broader SLRD-wide economic development service area.
- In the Pemberton Valley, a limited additional boundary extension would be ideal to help rationalize the community boundary and eliminate confusion around service delivery and decision-making. However, it is recognized that this may be difficult to achieve given the prevalence of ALR land within the potential boundary extension area, and the associated difficulty in achieving elector assent for boundary extension. Notwithstanding the potential barriers to additional boundary extensions in the Pemberton Valley, it is recommended that the Village engage in discussions with the Ministry to rationalize the boundaries of the community and include properties within the fire service area, with the goal of eliminating the current jurisdictional uncertainties that are present due to the nature of the current Village boundary.
- Whistler boundary extension appears to be the most viable of all potential boundary extensions from a financial perspective. It is understood that boundary extension to the WedgeWoods development will likely be pursued in the future. To the south, boundary extension may be contingent on property owner interest in joining the municipality. It is recommended that the Resort Municipality of Whistler work in cooperation with the District of Squamish in considering any boundary extension to include the Highway 99 corridor to the south, to take in the Daisy Lake Hydro facility and reservoir and enhance land use and environmental controls in the area.



- Squamish boundary extension to the Squamish River Valley in the northwest is unlikely, short of critical service needs in this area. To the north, boundary extension could be possible; however, as noted above, there are other opportunities to achieve corridor protection, if this is the goal. Should boundary extension to the north be considered, it is recommended that the District of Squamish work together with the Resort Municipality of Whistler to include the Highway 99 corridor within municipal boundaries, and to establish a boundary that is concurrent with the a new southerly boundary for the Resort Municipality of Whistler. For Squamish, the most viable boundary extension is likely a boundary extension to the east to take in additional community watershed lands and potential IPP projects.
- For Howe Sound East, it is recommended that additional investigations be undertaken to determine whether residents and the District would be interested in potential future Squamish boundary extension to take in this area. It is likely that Squamish boundary extension would be viable earlier than municipal incorporation. Conversely, if municipal incorporation is a preferred option, a formal incorporation study may be warranted at some point in the future. Incorporation will become increasingly viable as the Howe Sound East community grows in size and assessment. At this point, the community is essentially on the verge of being a viable municipality, as its population is only marginally over the minimum 500 person threshold, and the assessment base, while high, is primarily limited to Class 1 residential properties. If additional representation is desired on an interim basis, there may be other opportunities, such as the establishment of a local community commission (LCC), to achieve this goal.
- To balance out representation on the SLRD Board, electoral area adjustments and voting unit adjustments could be considered as suggested in Sections 5.6 and 5.7 of this report. These adjustments would require Provincial approval.
- Regardless of structure changes, opportunities to strengthen the regional and sub-regional mandate of the SLRD should continue to be pursued (e.g. municipal adoption of Regional Context Statements in Official Community Plans and SLRD implementation of recommendations from the Board Efficiency Governance and Boundaries Study component).

Within the current Provincial legislative framework, the SLRD will continue to provide a vehicle for the advancement of regional goals and associated services, regardless of any potential changes to local government structure. The Province has, however, indicated its support to work towards customized solutions to help address the many issues identified in the Phase 1 Governance and Boundaries Review. As an outcome of this study, it is recommended that SLRD members prioritize their governance-related initiatives and seek direction from the Ministry of Community, Sport and Cultural Development as to the potential feasibility and timing of these initiatives.



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

2011 SLRD REQUISITION AMOUNTS BY AREA/MUNICIPALITY

2011 DRAFT FINANCIAL PLAN REQUISITION AMOUNTS BY AREA/MUNICIPALITY

CC	DESCRIPTION	2011 Tax		2010 Total	Variance	% Change	New Service	DofS	RMOW	DofL	VofP	AREA A	AREA B	AREA C	AREA D	Parcel Tax
		Rate	2011 Total													
1000	GENERAL GOVERNMENT SERVICES	0.0315	582,062	518,464	63,598	12.3%		131,526	374,881	9,432	16,677	5,483	3,478	20,954	19,632	
1001	ELECTORAL AREA ADMINISTRATION	-	0	0	0	0.0%						0	0	0	0	
1200	LAND PLANNING & ZONING	0.0135	248,757	267,283	-18,526	-6.9%		56,210	160,214	4,031	7,127	2,343	1,486	8,955	8,390	
1300	WASTE MANAGEMENT PLANNING	-	0	151,410	-151,410	-100.0%		0	0	0	0	0	0	0	0	
1600	PLTAC (No requisition)	-	0	0	0	0.0%		0	0	0	0	0	0	0	0	
1601	LMTAC	0.0008	15,184	14,610	574	3.9%		3,431	9,779	246	435	143	91	547	512	
3201	REGIONAL TRANISIT PLANNING	0.0007	13,500	56,350	-42,850	-76.0%		3,051	8,695	219	387	127	81	486	455	
Cost Centres- All Regions		0.046	859,503	1,008,118	-148,615	-167%	0	194,218	553,569	13,927	24,626	8,096	5,135	30,941	28,990	0
1202	CIVIC ADDRESSING	0.0027	4,325	34,000	-29,675	-87.3%						479	304	1,829	1,714	
1400	BUILDING INSPECTION SERV. ESA	0.0833	131,141	121,051	10,090	8.3%						14,512	9,205	55,461	51,963	
1500	ELECTIONS UBCM	0.0142	22,355	22,288	67	0.3%						2,474	1,569	9,454	8,858	
1761	EMERGENCY PLANNING	0.0889	139,818	106,569	33,249	31.2%						15,473	9,814	59,131	55,401	
3000	ELECTORAL AREAS COMM. PARKS SERV	0.0006	950	1,000	-50	-5.0%						105	67	402	376	
Cost Centres- All Electoral Areas		0.190	298,589	284,907	13,682	-52%	0	0	0	0	0	33,043	20,958	126,277	118,312	-
1201	REG. GROWTH STRATEGY -GEN GOVT PROJ	0.0004	8,055	31,628	-23,573	-74.5%		1,837	5,237	132	233		49	293	274	
1702	PEMBERTON RESCUE SERVICE	0.0409	48,850	48,250	600	1.2%					21,649			27,201		
1703	LILLOOET AREA RESCUE SERV CLSA	0.0324	18,996	19,954	-958	-4.8%				9,785		5,636	3,575		18,000	
1704	SQUAMISH EMERGENCY SERVICES	0.0289	18,000	17,382	618	3.6%										
1705	PEMBERTON SEARCH AND RESCUE	0.0311	37,150	35,926	1,224	3.4%					16,464			20,686		
1760	NUISANCE & DISTURBANCES REG. CONTROL	-	0	5,000	-5,000	-100.0%									0	
1763	911 INTERIOR	0.0333	19,450	35,781	-16,331	-45.6%				9,974		5,798	3,678			
1764	911 SOUTH	0.0155	28,150	12,466	15,684	125.8%					10,301			9,651	8,198	
1902	LILLOOET AREA REFUSE GROUND LSA	0.0771	45,034	46,600	-1,566	-3.4%				23,094		13,425	8,515			
1906	AREA A REFUSE GROUNDS (Req & Parcel Tax)	0.1205	54,233	53,432	801	1.5%						20,988				33,245
2106	PEMBERTON DIST COMM REC	0.6606	789,467	911,000	-121,533	-13.3%					349,870			439,597		
2200	BRALORNE MUSEUM CLSA (Parcel Tax)	-	11,840	11,840	0	0.0%										11,840
2201	HERITAGE -HAYLMORE PROPERTY	0.0038	661	600	61	10.1%						661				
2202	PEMBERTON & DISTR. MUSEUM & ARCHIVES	0.0636	76,056	70,140	5,916	8.4%					42,350			33,706		
2500	LILLOOET/AREA B LIBRARY CLSA	0.4250	174,250	174,250	0	0.0%				127,309			46,941			
2501	AREA A LIBRARY	0.1122	19,532	18,218	1,314	7.2%						19,532				
2502	PEMBERTON LIBRARY LSA	0.2232	266,757	259,500	7,257	2.8%					118,219			148,537		
2600	AREA A CEMETERY FUNCTION	0.0046	800	800	0	0.0%						800				
2601	AREA C/VILL PEMBERTON CEMETERY	0.0004	500	500	0	0.0%					222			278		
3004	SEA-TO-SKY TRAILS	0.0084	150,000	116,778	33,222	28.4%		35,001	99,761		4,438			5,576	5,224	
3101	SEA-TO-SKY ECONOMIC DEV. (No requisition)	-	0	0	0	0.0%		0	0		0			0	0	
3102	BRIDGE RIVER VALLEY ECON. DEVELOPMENT	0.0818	14,250	14,000	250	1.8%						14,250				
3103	ECONOMIC DEV. PEMBERTON/AREA C	-	0	60,000	-60,000	-100.0%					0			0		
Cost Centres - 1 Or More Areas		1.964	1,782,030	1,944,045	-162,016	-147%	0	36,838	104,998	170,294	563,746	81,090	62,757	685,525	31,697	45,085
1700	PEMBERTON FIRE PROTECTION	0.5511	74,726	71,674	3,052	4.3%								74,726		
1706	LILLOOET FIRE PROTECTION	1.0443	925	990	-65	-6.6%							925			
1707	BRALORNE FIRE PROTECTION	1.8746	30,448	26,332	4,116	15.6%						30,448				
1708	GARIBALDI FIRE PROTECTION SA	0.7070	73,342	70,882	2,460	3.5%									73,342	
1709	FURRY CREEK FIRE PROTECTION	-	0	1,137	-1,137	-100.0%									0	
1711	SETON PORT SHALALTH FIRE	0.6637	9,700	7,700	2,000	26.0%							9,700			
1712	GUN LAKE FIRE PROTECTION	-	3,500	3,349	151	4.5%										3,500
1713	BIRKEN FIRE PROTECTION	0.5425	30,675	30,430	245	0.8%								30,675		
1714	HOWE SOUND EAST FIRE SERVICES	0.5542	168,534	225,000	-56,466	-25.1%									168,534	
1715	PEMBERTON MEADOWS FIRE PROTECTION	0.5793	19,647	22,724	-3,077	-13.5%								19,647		
1716	THE HEIGHTS FIRE PROTECTION	0.5141	43,414	42,601	813	1.9%								43,414		
1800	GOLDBRIDGE STREET LIGHT	0.4050	2,512	1,676	836	49.9%						2,512				
1801	BRALORNE STREET LIGHTING	0.2996	4,372	3,465	907	26.2%						4,372				
1802	SETON STREET LIGHTING	0.3750	2,000	1,634	366	22.4%							2,000			

2011 DRAFT FINANCIAL PLAN REQUISITION AMOUNTS BY AREA/MUNICIPALITY

CC	DESCRIPTION	2011 Tax		2010 Total	Variance	% Change	New Service	DofS	RMOW	DofL	VofP	AREA A	AREA B	AREA C	AREA D	Parcel Tax	
		Rate	2011 Total														
1803	D'ARCY STREET LIGHTING	-	2,054	1,950	104	5.3%											2,054
1804	FURRY CREEK ST LIGHT	0.0726	12,086	12,000	86	0.7%											12,086
1805	BRITANNIA BEACH STREET LIGHTING	0.1109	8,750	7,000	1,750	25.0%											8,750
1900	PEMBERTON REFUSE	0.1560	164,484	158,894	5,590	3.5%					82,627				81,857		
1904	D'ARCY DEVINE BIRKENHEAD LK REFUSE	0.7391	31,625	31,625	0	0.0%									6,625		25,000
1905	ANDERSON LAKE GARBAGE	-	4,000	2,788	1,212	43.5%											4,000
1908	FURRY CREEK GARBAGE	0.3402	56,646	40,459	16,187	40.0%											56,646
1909	BRITANNIA BEACH REFUSE	0.4923	38,848	40,000	-1,152	-2.9%											38,848
2000	BRIDGE RIVER TELEVISION	0.3231	7,060	7,742	-682	-8.8%								7,060			
2002	BRALORNE TELEVISION	0.3391	5,642	3,479	2,163	62.2%						5,642					
2003	LILLOOET/CAMELSFOOT TV	0.1062	38,450	37,250	1,200	3.2%				31,799							
2004	PEMBERTON TELEVISION	0.0560	23,302	18,673	4,629	24.8%					17,065						
2100	PEMBERTON RECREATION COMMISSION	0.0410	36,000	36,000	0	0.0%					21,697						
2102	BIRKEN RECREATION COM	0.0753	4,255	3,500	755	21.6%											
2104	LILLOOET DISTRICT REC CENTRE	0.1230	1,963	2,000	-37	-1.9%											
2105	SQUAMISH DIST SWIM POOL	0.2668	1,239,066	1,109,961	129,105	11.6%		1,114,522						1,963			
2107	GOLD BRIDGE COMMUNITY C. (No req.)	-	0	0	0	0.0%											124,544
2300	UPPER CHEAKAMUS ROAD IMPROVEMENT	0.1254	2,126	2,000	126	6.3%											2,126
2400	FURRY CREEK DYKING	0.0300	5,000	5,000	0	0.0%											5,000
2401	WALKERVILLE DYKING	-	1,058	1,200	-142	-11.8%											1,058
2402	WHITECAP BEAR CR FLOOD	-	2,350	3,094	-744	-24.0%											2,350
2503	WHISTLER LIBRARY	0.0315	3,250	3,250	0	0.0%											3,250
2700	DEVINE WATER SYSTEM	-	10,570	11,000	-430	-3.9%											10,570
2701	FURRY CREEK WATER	0.5490	91,416	90,619	797	0.9%											91,416
2702	PEMBERTON NORTH WATER	-	150,965	105,728	45,237	42.8%											150,965
2703	BRALORNE WATER LSA	-	22,297	20,826	1,471	7.1%											22,297
2705	BRITANNIA BEACH WATER	0.8794	69,391	122,420	-53,029	-43.3%											69,391
2706	GOLDBRIDGE WATER	-	17,500	17,500	0	0.0%											17,500
2707	D'ARCY WATER	-	29,948	31,000	-1,052	-3.4%											29,948
2800	BRALORNE SEWER LSA	-	16,896	18,000	-1,104	-6.1%											16,896
2801	FURRY CREEK SEWER LSA	0.6660	110,892	125,006	-14,114	-11.3%											110,892
2802	BRITANNIA BEACH SEWER	1.5273	120,517	115,043	5,474	4.8%											120,517
3001	BRITANNIA BEACH PARKS & TRAILS	0.4974	39,245	35,800	3,445	9.6%											39,245
3002	FURRY CREEK OPEN SPACES	0.3288	54,749	32,964	21,785	66.1%											54,749
3003	PEMBERTON VLLY REC TRL	0.0719	50,000	50,000	0	0.0%					11,919				38,081		
3100	BRIDGE RIVER/LILLOOET TR. (No req)	-	0	0	0	0.0%											
Cost Centres -Specified Areas		16.059	2,936,196	2,813,365	122,831	171%	0	1,114,522	0	31,799	133,309	42,974	28,299	319,820	979,336	286,138	
FINAL TOTALS		18.258	5,876,318	6,050,436	-174,118	-2.88%	0	1,345,578	658,568	216,020	721,680	165,203	117,148	1,162,563	1,158,335	331,223	

2011 DATA FOR REQUISITION

	SERVICE	CC	2010 REQUISITION	2010 PARCEL TAX	2010 TOTAL	2011 REQUISITION	2011 PARCEL TAX	2011 TOTAL	INCREASE	%	
AREA A	BRALORNE FIRE PROTECTION	1707	26,332		26,332	30,448	-	30,448	4,116.00	15.63%	
	BRALORNE SEWER LSA	2800	-	18,000	18,000	-	16,896	16,896	-1,104.00	-6.13%	
	BRALORNE STREET LIGHTING	1801	3,465		3,465	4,372	-	4,372	907.00	26.18%	
	BRALORNE TELEVISION	2002	3,479		3,479	5,642	-	5,642	2,163.00	62.17%	
	BRALORNE WATER LSA	2703	-	20,826	20,826	-	22,297	22,297	1,471.00	7.06%	
	ELECTORAL AREA A		125,702	44,595	170,297	122,229	45,085	167,314	-2,983.31	-1.75%	
	GOLDBRIDGE STREET LIGHT	1800	1,676		1,676	2,512	-	2,512	836.00	49.88%	
	GOLDBRIDGE WATER	2706	-	17,500	17,500	-	17,500	17,500	0.00	0.00%	
GUN LAKE FIRE PROTECTION	1712	-	3,349	3,349	-	3,500	3,500	151.00	4.51%		
AREA B	BRIDGE RIVER TELEVISION	2000	7,742		7,742	7,060	-	7,060	-682.00	-8.81%	
	ELECTORAL AREA B		91,902		91,902	88,850	-	88,850	-3,052.33	-3.32%	
	LILLOOET DISTRICT REC CENTRE	2104	2,000		2,000	1,963	-	1,963	-37.00	-1.85%	
	LILLOOET FIRE PROTECTION	1706	990		990	925	-	925	-65.00	-6.57%	
	LILLOOET/CAMELSFOOT TV	2003	6,370		6,370	6,651	-	6,651	280.52	4.40%	
	SETON PORT SHALATH FIRE	1711	7,700		7,700	9,700	-	9,700	2,000.00	25.97%	
	SETON STREET LIGHTING	1802	1,634		1,634	2,000	-	2,000	366.00	22.40%	
	WHITECAP BEAR CR FLOOD	2402	-	3,094	3,094	-	2,350	2,350	-744.00	-24.05%	
AREA C	ANDERSON LAKE GARBAGE	1905	-	2,788	2,788	-	4,000	4,000	1,212.00	43.47%	
	BIRKEN FIRE PROTECTION	1713	30,430		30,430	30,675	-	30,675	245.00	0.81%	
	BIRKEN RECREATION COM	2102	3,500		3,500	4,255	-	4,255	755.00	21.57%	
	D'ARCY DEVINE BIRKENHEAD LK REFUSE	1904	6,625	25,000	31,625	6,625	25,000	31,625	0.00	0.00%	
	D'ARCY STREET LIGHTING	1803	-	1,950	1,950	-	2,054	2,054	104.00	5.33%	
	D'ARCY WATER	2707	-	31,000	31,000	-	29,948	29,948	-1,052.00	-3.39%	
	DEVINE WATER SYSTEM	2700	-	11,000	11,000	-	10,570	10,570	-430.00	-3.91%	
	ELECTORAL AREA C		936,550		936,550	842,743	-	842,743	-93,806.81	-10.02%	
	PEMBERTON FIRE PROTECTION	1700	71,674		71,674	74,726	-	74,726	3,052.00	4.26%	
	PEMBERTON MEADOWS FIRE PROTECTION	1715	22,724		22,724	19,647	-	19,647	-3,077.00	-13.54%	
	PEMBERTON NORTH WATER	2702	-	105,728	105,728	-	150,965	150,965	45,237.00	42.79%	
	PEMBERTON RECREATION COMMISSION	2100	14,265		14,265	14,303	-	14,303	37.65	0.26%	
	PEMBERTON REFUSE	1900	78,951		78,951	81,857	-	81,857	2,905.65	3.68%	
	PEMBERTON TELEVISION	2004	4,967		4,967	6,237	-	6,237	1,270.27	25.57%	
	PEMBERTON VLLY REC TRL	3003	11,884		11,884	38,081	-	38,081	26,196.98	220.44%	
	THE HEIGHTS FIRE PROTECTION	1716	42,601		42,601	43,414	-	43,414	813.00	1.91%	
WALKERVILLE DYKING	2401	-	1,200	1,200	-	1,058	1,058	-142.00	-11.83%		
AREA D	BRITANNIA BEACH PARKS & TRAILS	3001	35,800		35,800	39,245	-	39,245	3,445.00	9.62%	
	BRITANNIA BEACH REFUSE	1909	40,000		40,000	38,848	-	38,848	-1,152.00	-2.88%	
	BRITANNIA BEACH SEWER	2802	115,043		115,043	120,517	-	120,517	5,474.00	4.76%	
	BRITANNIA BEACH STREET LIGHTING	1805	7,000		7,000	8,750	-	8,750	1,750.00	25.00%	
	BRITANNIA BEACH WATER	2705	122,420		122,420	69,391	-	69,391	-53,029.00	-43.32%	
	ELECTORAL AREA D		178,504		178,504	178,999	-	178,999	494.73	0.28%	
	FURRY CREEK DYKING	2400	5,000		5,000	5,000	-	5,000	0.00	0.00%	
	FURRY CREEK FIRE PROTECTION	1709	1,137		1,137	-	-	-	-1,137.00	-100.00%	
	FURRY CREEK GARBAGE	1908	40,459		40,459	56,646	-	56,646	16,187.00	40.01%	
	FURRY CREEK OPEN SPACES	3002	32,964		32,964	54,749	-	54,749	21,785.00	66.09%	
	FURRY CREEK SEWER LSA	2801	125,006		125,006	110,892	-	110,892	-14,114.00	-11.29%	
	FURRY CREEK ST LIGHT	1804	12,000		12,000	12,086	-	12,086	86.00	0.72%	
	FURRY CREEK WATER	2701	90,619		90,619	91,416	-	91,416	797.00	0.88%	
	GARIBALDI FIRE PROTECTION SA	1708	70,882		70,882	73,342	-	73,342	2,460.00	3.47%	
	HOWE SOUND EAST FIRE SERVICES	1714	225,000		225,000	168,534	-	168,534	-56,466.00	-25.10%	
	SQUAMISH DIST SWIM POOL	2105	111,218		111,218	124,544	-	124,544	13,326.16	11.98%	
	UPPER CHEAKAMUS ROAD IMPROVEMENT	2300	2,000		2,000	2,126	-	2,126	126.00	6.30%	
	WHISTLER LIBRARY	2503	3,250		3,250	3,250	-	3,250	0.00	0.00%	
	DISTRICT OF LILLOOET			228,394		228,394	216,020	-	216,020	-12,373.61	-5.42%
	DISTRICT OF SQUAMISH			1,261,183		1,261,183	1,345,578	-	1,345,578	84,395.01	6.69%
RESORT MUNICIPALITY OF WHISTLER			746,947		746,947	658,568	-	658,568	-88,379.40	-11.83%	
VILLAGE OF PEMBERTON			806,417		806,417	721,680	-	721,680	-84,736.50	-10.51%	
			5,764,406	286,030	6,050,436	5,545,095	331,223	5,876,318	-174,117.99	-2.88%	



APPENDIX C

SUPPLEMENTARY INFORMATION ON BC HYDRO PAYMENTS IN LIEU OF TAXES

Regional District Financial Management of BC Hydro Payments in lieu of Taxes

Circular No. 10:14
ARCS File#: 195-20

September 24, 2010

To: Selected Regional District Chief Administrative Officers and Chief Financial Officers

Re: Regional District Financial Management of BC Hydro Payments in lieu of Taxes

Purpose:

This circular is intended to provide advice and direction to regional districts (RDs) that receive payments in lieu of taxes in respect of BC Hydro generating facilities.

Background:

BC Hydro makes Payments in lieu of Taxes (PILT) to RDs (and municipalities) in respect of electricity generating facilities located within an electoral area. The current scheme of BC Hydro PILT was introduced in 1989, providing for payments to both municipalities and RDs. The formula for calculating the amount of the payments to individual local governments is not the subject of this circular. However, based on the formula, the amounts of the payments are established by Order in Council on a periodic basis, under the authority of the *Hydro and Power Authority Act*. The current amounts are described in OIC No. 796/08, with 2008 being the base year for the amounts.

Ministry Circular No. 90:09 provided advice and direction to RDs about how the PILT should be managed. This circular updates that advice and direction.

Principles:

The payments by BC Hydro are "in lieu of taxes", for specific facilities, and must be managed by RDs within the framework of financing services. This leads to the following:

- The PILT received for each electricity generating facility should be managed separately in the context of its specific location;
- The PILT must be shown as revenue in the appropriate RD service budgets; and
- The PILT must only be shown as revenue for service(s) for which the service area (SA) includes the location of the specific facility for which the PILT is paid.

Options:

Circular No. 90:09 described three options for managing the PILT in respect of how the payments should be distributed among services. This update describes a broader range of options, as follows: Director, Local Government Finance

1. Apply the entire PILT to the general administration service, for which the SA is the entire RD. This option provides for the benefit of the PILT to be region-wide, since it effectively reduces the amount of the general administration requisition. The general administration service can only be used to fund administration costs that cannot be attributed to other services [ref: s. 803.1(1), *Local Government Act*].
2. Apply the entire PILT to another service for which the SA is the entire RD. This option also provides for the benefit of the PILT to be region-wide, but allows the board to direct the funding to another specific region-wide service, as an alternative to the general administration service.
3. Apply the PILT to a group of services for which each of the SAs is the entire RD. This option also provides for the benefit of the PILT to be region-wide. However, the board can determine a particular distribution of the PILT among the other region-wide services. A possible basis of the distribution would be to pro-rate the PILT among those services according to the relative requisition for each service; however, the board could determine any basis of distribution

that it wishes.

4. Apply the PILT for the specific facility to the group of services for which each of the SA includes the location of the specific facility. That is, no amount of the PILT should be applied to services that do not include the specific facility. This option is more complex, since the benefit of the PILT will be variable. A specific facility will, in addition to being in the SA for general administration and other region-wide services, be in the SA of services that include:
 - all electoral areas (e.g., electoral area administration);
 - the single electoral area (e.g., grants-in-aid); and
 - potentially, a local or sub-regional area (e.g., fire protection, recreation).

For this option, the board will need to determine how the PILT is to be distributed among the group of services, as follows:

- as a default, the PILT should be pro-rated according to the amount of the requisition for each of the services (from region-wide to local); or
- the board could determine an alternative basis of distribution as it wishes.

Considerations:

Each RD that receives a BC Hydro PILT will have a different set of circumstances, in relation to both the significance of the amount of PILT and the services to which the PILT may be applied. It is recommended that the board make a specific decision on which option to choose, if that has not been done previously. As a financial matter, the "weighted" voting rule will apply for the decision.

If you have any questions or need any further information please contact Ms. Brittany Johnson at Brittany.Johnson@gov.bc.ca or call 250 387-8741.

Original signed by:

Talitha Soldera, CGA
Director, Local Government Finance

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

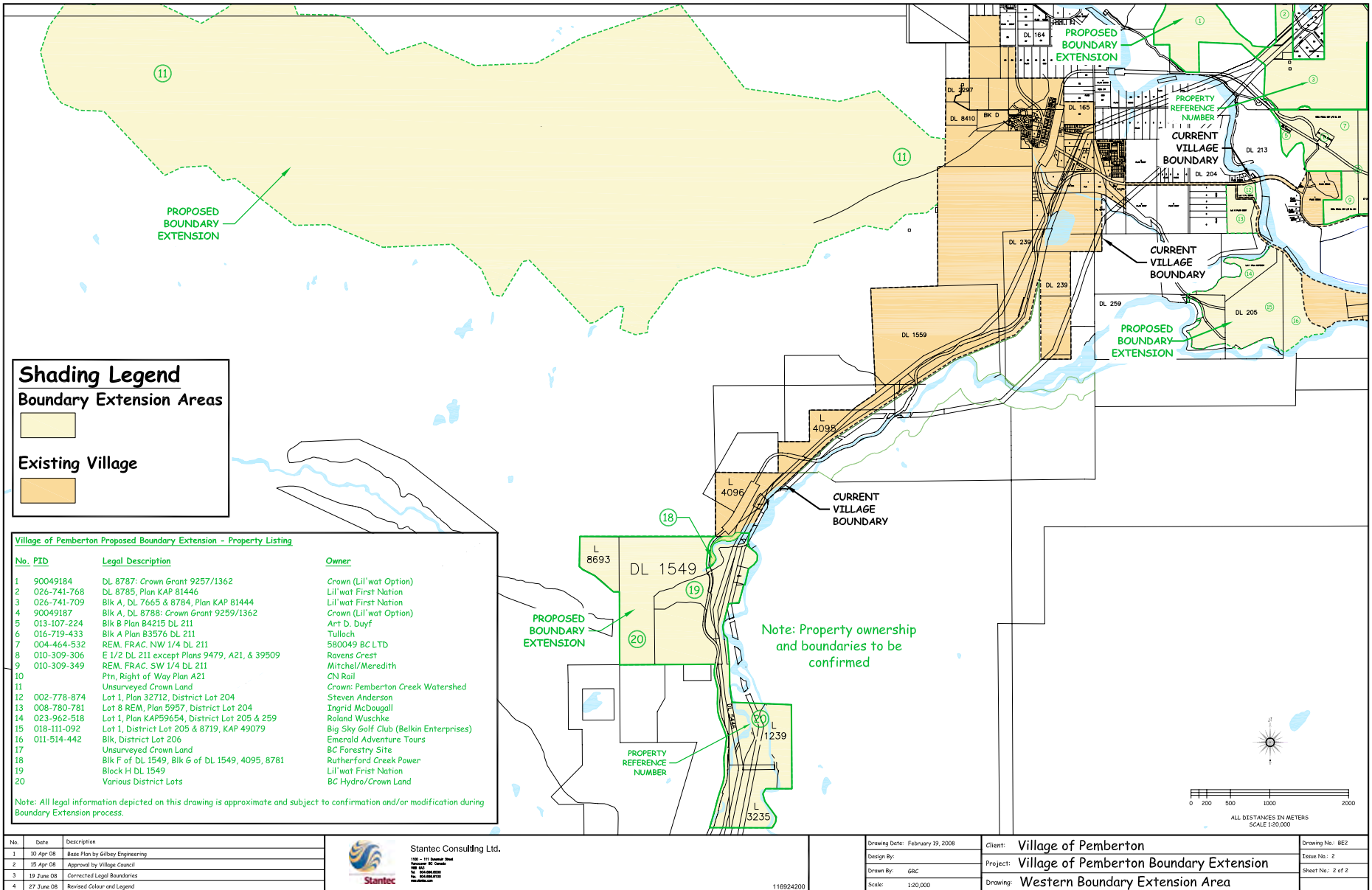
Policy: 2.2

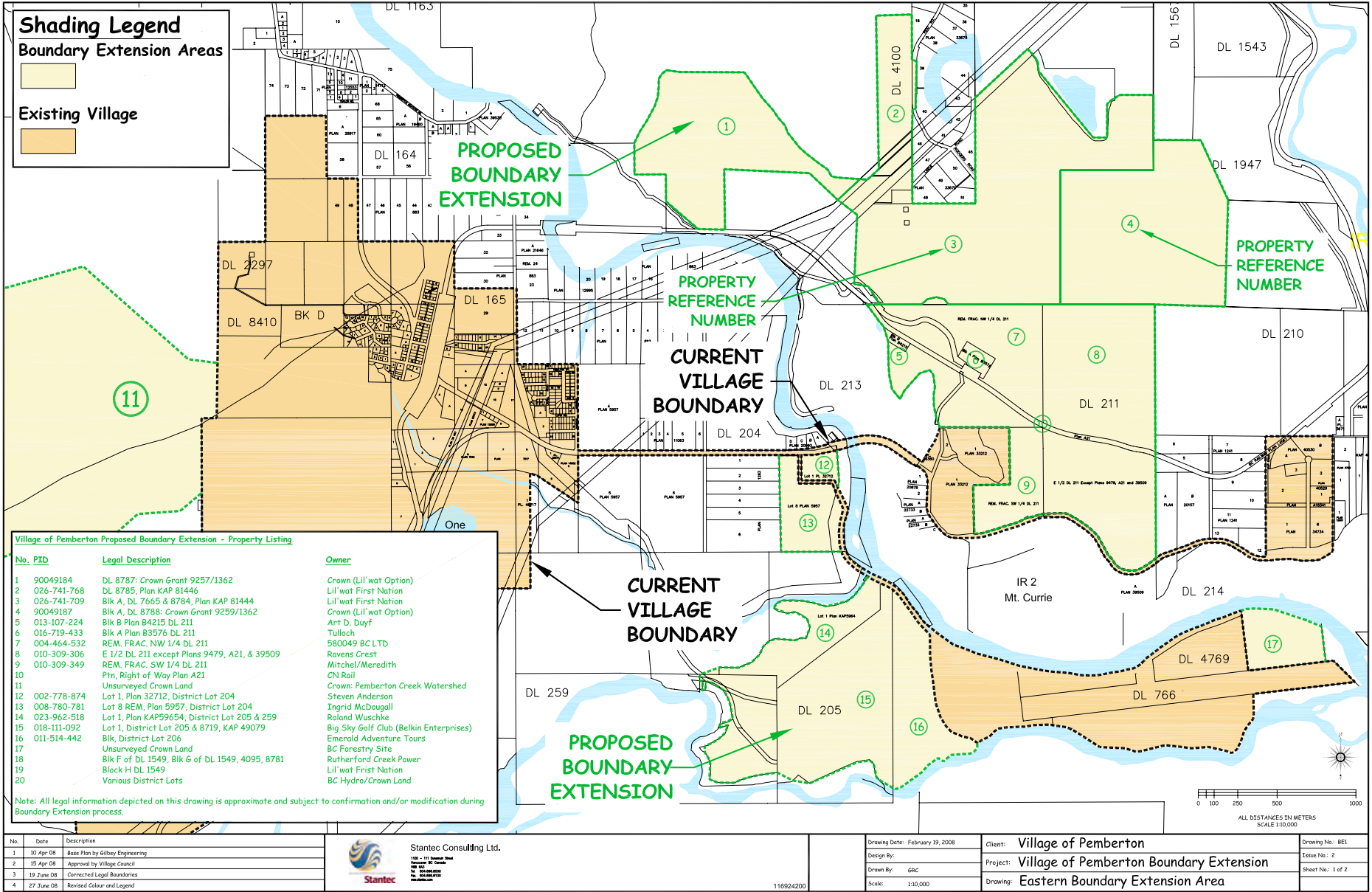
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APPENDIX D

MAPS OF CURRENT PEMBERTON BOUNDARY EXTENSION AREA





Village of Pemberton Proposed Boundary Extension - Property Listing

No.	PID	Legal Description	Owner
1	90049184	DL 8787: Crown Grant 9257/1362	Crown (Lil'wat Option)
2	026-741-768	DL 8785, Plan KAP 81446	Lil'wat First Nation
3	026-741-709	Blk A, DL 7665 & 8784, Plan KAP 81444	Lil'wat First Nation
4	90049187	Blk A, DL 8788: Crown Grant 9259/1362	Crown (Lil'wat Option)
5	013-107-224	Blk B Plan B4215 DL 211	Art D. Dwyer
6	016-719-433	Blk A Plan B3576 DL 211	Tulloch
7	004-464-532	REM. FRAC. NW 1/4 DL 211	580049 BC LTD
8	010-309-306	E 1/2 DL 211 except Plans 9479, A21, & 39509	Ravens Crest
9	010-309-349	REM. FRAC. SW 1/4 DL 211	Mitchel/Meredith
10		Ptn, Right of Way Plan A21	CN Rail
11		Unsurveyed Crown Land	Crown: Pemberton Creek Watershed
12	002-778-874	Lot 1, Plan 32712, District Lot 204	Steven Anderson
13	008-780-781	Lot 8 REM. Plan 5957, District Lot 204	Ingrid McDougall
14	023-962-518	Lot 1, Plan KAP59654, District Lot 205 & 259	Roland Wuschke
15	018-111-092	Lot 1, District Lot 205 & 8719, KAP 49079	Big Sky Golf Club (Belkin Enterprises)
16	011-514-442	Blk, District Lot 206	Emerald Adventure Tours
17		Unsurveyed Crown Land	BC Forestry Site
18		Blk F of DL 1549, Blk G of DL 1549, 4095, 8781	Rutherford Creek Power
19		Block H DL 1549	Lil'wat First Nation
20		Various District Lots	BC Hydro/Crown Land

Note: All legal information depicted on this drawing is approximate and subject to confirmation and/or modification during Boundary Extension process.

No.	Date	Description
1	10 Apr 08	Base Plan by Gribby Engineering
2	15 Apr 08	Approval by Village Council
3	19 June 08	Corrected Legal Boundaries
4	27 June 08	Revised Colour and Legend

Stantec Consulting Ltd.

 188 - 111 Street West
 Vancouver, BC V6C 3K8
 Tel: 604.681.2222
 Fax: 604.681.2223
 Email: info@stantec.com

118924200

Drawing Date: February 19, 2008	Client: Village of Pemberton	Drawing No.: BE1
Design By:	Project: Village of Pemberton Boundary Extension	Issue No.: 2
Drawn By: GBC	Drawing: Eastern Boundary Extension Area	Sheet No.: 1 of 2
Scale: 1:10,000		

Northern Area Sub-Regional Partnerships





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1.0 Introduction

1.1 Background and Study Purpose

In Phase 1 of the Squamish-Lillooet Regional District (SLRD) Governance and Boundaries Study, SLRD members identified some critical issues (e.g. economic development, First Nations, capacity building) that may need to be reviewed independently of the region-wide structure analysis. To address these issues, we worked in consultation with the District of Lillooet, Electoral Area A, and Electoral Area B, and met with a number of the northern area St'át'imc Nation bands to discuss issues of common interest and concern. This component of the project also provided an initial exploration of the potential for sub-regional partnerships to address economic development and other shared issues of concern. Key questions discussed included:

- What are the issues of shared interest and concern?
- What are the potential models for effective partnering with northern area St'át'imc communities on sub-regional service delivery and economic development?
- How can the northern areas develop a sub-regional voice?

1.2 Work Plan

This project component involved discussions with the key stakeholders to explore opportunities to work together to address issues of shared interest and concern within the northern area of the region. In the future, this may lead to partnership arrangements for sub-regional service delivery and economic development. While the work was undertaken for the SLRD, it was recognized that any progress in addressing the issues identified will require full participation with the St'át'imc member communities.

It was proposed to undertake the work in two stages as follows:

- Stage 1: Facilitation of stakeholder meetings to identify the shared service and interests and the potential for collaboration on the common issues identified.
- Stage 2 (optional future phase, not included in this work plan): Public engagement, refinement of options, and implementation of selected sub-regional partnership model(s).



To complete Stage 1 of the assignment, the consultant undertook a series of steps as follows:

Step 1 – Key Stakeholder Interviews:

To initiate this study, the consultant undertook individual meetings with key local government officials to identify the aspirations of the stakeholders as they relate to shared interests and the provision of services within the SLRD northern areas. Meetings and discussions were held with the following local government officials:

- Mayor and CAO from Lillooet,
- Electoral Area A Director,
- Electoral Area B Director, and
- The CAO of the SLRD.

Step 2 – Community Meetings to Identify Local Interests

Following meetings with the local government officials, the consultant:

- met with St'át'imc community representatives to obtain baseline information on the northern area communities and identify key issues and shared interests;
- reviewed best practices for sub-regional co-operation, and
- identified options to address key issues through the formation of sub-regional partnerships.

Step 3 – Stakeholder Community Workshops

The initial work plan identified the potential for community meetings to be held to further review options for collaboration and partnership on shared issues and interests of the northern area communities. On instructions from the Board, and due to changes in personnel in a number of the communities involved, this step of the work plan was deferred and not completed.

1.3 Report Structure

This report is organized into the following main sections:

Section 2 – Provides an overview of the current situation in the Northern area of the SLRD and the northern St'át'imc communities

Section 3 – Summarizes the interests and issues identified in the First Nations' community meetings

Section 4 – Provides an overview of potential service and partnership arrangements that could be considered to address the common issues

Section 5 – Provides a summary of the consultant's preliminary findings and recommendations for further action.

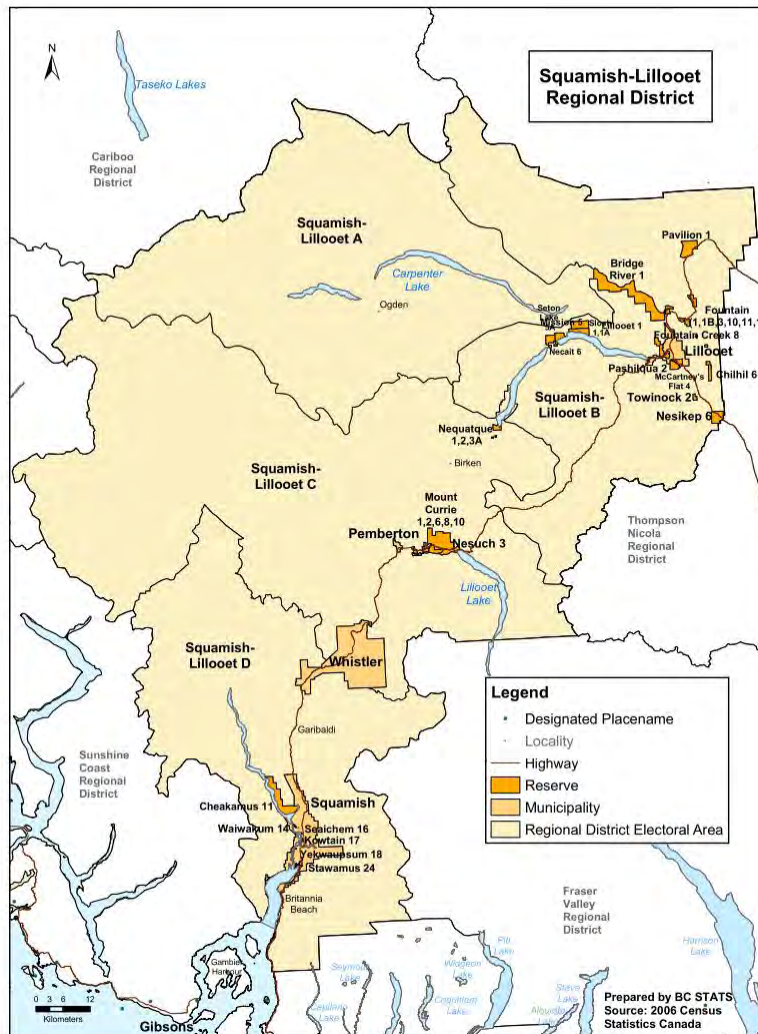


2.0 Current Services and Issues

2.1 Northern Area and St'át'imc Communities

Within the boundaries of the northern area of the SLRD, six (6) Northern St'át'imc communities are located within Electoral Areas "A" and "B" as illustrated in Figure 2.1 below.

Figure 2.1 – SLRD Overview Map



Source: BC Stats



Figure 2.2 – Current Reserve Lands and Population
Northern St'át'imc Communities

St'át'imc Communities ¹	Number of Reserves	Registered Population
Sekw'el'wás – Cayoose Creek	3	194
T'it'q'et – Lillooet	7	392
Tsal'alh – Seton Lake	8	641
Ts'kw'aylaxw - Pavilion	8	536
Xaxli'p - Fountain	17	967
Xwisten – Bridge River	3	424
Totals	46	3,154

2.2 St'át'imc Community Meetings

Four (4) meetings were held with St'át'imc Nation communities over the period May 31st to June 2, 2011 to discuss issues of common interest and concern. Individual meetings were held with representatives of the Squamish Lillooet Regional District and representatives from the following communities in attendance:

- Xwisten - Bridge River - the morning of Tuesday, May 31, 2011
- T'it'q'et - Lillooet - the afternoon of Tuesday, May 31, 2011
- Xaxli'p - Fountain - the morning of Wednesday, June 1, 2011
- Sekw'el'wás - Cayoose Creek - the afternoon of Thursday, June 2, 2011

Meetings could not be arranged with two other communities, the Ts'kw'aylaxw - Pavilion and the Tsal'alh - Seton Lake band due to scheduling conflicts during this period, although the consultant and CAO for the SLRD were able to meet briefly with Chief Gary John from Tsal'alh at a gathering in the Fountain Valley.

It was intended that meetings would be arranged with the two other Northern communities, but unfortunately, due to personnel changes in a few of the jurisdictions, we were unable to schedule further meetings prior to this report. Initially, meetings were to have been scheduled earlier in the year, but

¹ INAC First Nation Profiles, August 2011



were deferred on instructions from the Board to wait until after First Nation/BC Hydro discussions were concluded, and to have the meetings arranged directly by the SLRD for facilitation by the consultant.



3.0 Shared Interests Identified

Meetings with representatives from the four communities identified a number of issues and services that were of interest to all communities and considered worthy of further discussion, including, but not limited to the following:

3.1 *Continuing and Cooperative Education Programs*

- for members from all communities with the opportunity for job shadowing in the SLRD and municipal offices within the region. This process is already in place in Lillooet. Specific joint training opportunities identified included:

- Water Utility Operators – Training and Certification programs
- Fire Service Training
- Emergency Planning Training
- Train-the-Trainer programs to allow for local training by own sources

3.2 *Economic Development Opportunities*

– including transportation and access to markets, with the potential for use of Squamish Terminal for shipping of product to foreign markets (e.g. Pellet Industry opportunity with the Lillooet Tribal Council). Other Economic Development issues discussed included:

- New Tourism Development office and Information Centre for the sub-region
- Lack of CN Rail services to the area needs to be addressed
- Eco-Tourism Opportunities
- Tourism Signage
- Community Forest opportunities

3.3 *Recycling and Solid Waste Management Education*

- Common promotion to increase awareness and use of the recycling facilities in all communities

3.4 *Communication Service Issues*

- 911 Services still not available to a number of communities and Telecommunications - High Speed (ADSL) Internet access required

3.5 *Cooperative Lobbying Efforts*

– with other governments and agencies to improve Health, Education, Transportation and Communication Services to the Northern Area of the St'át'imc Nation and the SLRD noting:

- Potential cooperation on recruitment of Doctors and Nurses for the area
- Difficulties in dealing with Telus and CN Rail to be addressed in a collaborative manner



4.0 Options for Collaboration on Shared Interests

4.1 Overview

It was the general view of the participants in the meetings that the opportunities identified for cooperation and collaboration should be explored further, with the understanding that by working together, the sub-region can provide a united approach and a stronger position on area issues and interests.

To provide options for collaboration on areas of shared interest and need, the following section outlines a number of models for cooperative service delivery. Potential models that may be used to oversee cooperative arrangements are set out below.

4.2 The Options

4.2.1 *Sub-Regional Governance under the SLRD Structure*

Establishment of a local service area or series of local service areas under the regional district structure could be done under existing legislation and would be consistent with the Province's goal to coordinate services at the regional or sub-regional level and to promote cooperation between jurisdictions. While this option would not provide for direct First Nation involvement, it could provide an opportunity for an overarching funding umbrella which could be accessed by the First Nation communities through a partnership arrangement or service agreement.

4.2.2 *Extra-territorial Service Delivery Model*

This model is currently being utilized in the Lillooet area with the District providing domestic water service to portions of the T'it'q'et – Lillooet community. This option may have limited potential due to the distances between the communities within the area.

4.2.3 *Cooperative Ownership of Services*

Cooperative ownership of community services or facilities is a common practice in some local government jurisdictions as a cost savings measure which can eliminate duplication of facilities. This may be an option for the Lillooet area, particularly for the water utility and for some of the larger recreation facilities or community halls which may have a broader community benefit and not relate to only one community. Joint management/governance options would need to be established to ensure benefit to all communities involved.



4.2.4 *Delegated Authority*

Under a delegated authority model, a jurisdiction may delegate authority to a local committee or commission or to a specially established society that would administer the delivery of a service or the operation of a facility. This model would see the financial responsibility for the service remaining with the community jurisdiction (s) that has legal authority for the function, and with the day-to-day administration being carried out by a subordinate body under formal delegated authority.

4.2.5 *Partnerships*

To address shared interests and to build on the current strengths of each community some form of partnership between jurisdictions is an option to address specific services and area interest for the betterment of the communities involved and/or the entire sub-region.

4.2.6 *A Cooperative Community Council*

A final model, and a possible first step in the establishment of any unique governance and servicing structure, would be some form of a cooperative Community Council. Examples of this form are already in place in some areas of the Province such as Lytton, where a Chiefs/Mayor committee advises on options and cooperative service delivery for the communities within the area.

Under such a model, each community would appoint a community representative, likely the Chief of each St'át'imc community, the Mayor of the District and the Electoral Area Director, with each jurisdiction providing authority to their appointee to represent the community and to make cooperative decisions related to the operation and delivery of specific, approved services.

4.3 *Shared Interest Priorities*

At the outset of any cooperative approach, it is considered essential that the communities concentrate on a limited number of smaller and achievable goals. Small "bite-sized" issues or services can be more easily addressed and will provide the opportunity to display the merits of collaborative approach by achieving a number of "small wins" for the communities involved.

Recognizing the differing levels of authority, responsibility and funding sources, it may be appropriate to start with a cooperative lobbying effort, bringing together the resources of the various communities to press for improved levels of health and transportation services for the area as a whole.



5.0 Conclusions and Recommendations

At this stage, for the Northern Area of the SLRD, much further work is required to bring the parties together and to start to collaborate on issues, interests and services to the communities and their residents.

It is recommended that meetings with the remainder of the St'at'imc communities be undertaken at a mutually convenient time to continue to identify community issues and shared interests.

In addition, it is recommended that meetings be held with the Lillooet Tribal Council to discuss current Economic Development Initiatives and to explore options for collaboration and support for economic development in the Northern Area of the SLRD. This work could also explore the potential for a longer-term option of a funded Economic Development function to promote the northern area of the SLRD.

It is noted that the current governance structure and funding, combined with Provincial policies relating to boundaries and restructure, may preclude a formal governance structure that includes the local governments and the First Nation communities at this time. At this stage, it is more appropriate to continue to meet with the individual communities to build a better understanding of the broader community interests and to develop a closer working relationship between the communities in the area. As indicated in Section 4.3, it will likely be more appropriate to consider smaller opportunities for collaboration, such as joint lobbying of governments and agencies to address local area service needs and specific service delivery concerns. Over time, this closer working relationship may lead to potential partnerships and more formal levels of collaboration to address shared interests and service delivery issues in the sub-region.

Board Efficiency and Decision-Making





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- Appendix C Effective Practices – RD Tool Kit on Communications



1.0 Introduction

1.1 Background and Study Purpose

In Phase 1 of the SLRD Governance and Boundaries Study, Board Efficiency and Decision-Making were identified as issues for further study. The intent of this project component is to review the current SLRD Board processes and provide options to improve the flow of information and to streamline the operation of the Board's meetings. Key concerns include:

- Who makes decisions on Board issues?
- How are decisions on Board issues made?
- How can the Board, as a whole, be encouraged to look more to region-wide issues?

For this project component, the desired outcome is to improve the efficiency of the decision making process at the Board table and to increase accountability to the service participants and the residents of the region or service area involved.

1.2 Report Outline

This report is organized into the following main sections:

Section 2 provides an overview of issues identified by the Board in the first Phase of the project.

Section 3 provides an overview of the current Board practices and operating procedures.

Section 4 reviews the Best Practices identified and the options discussed with the Board to improve the Decision Making processes.

Section 5 identifies the preferred options to improve Board Efficiency and Decision Making processes.

Section 6 provides a series of recommendations for consideration by the Board.



2.0 Key Study Issues

Phase 1 of the Governance and Boundary project documented the concerns expressed by members of the Board that are inhibiting an effective decision making process and the overall Board operating efficiency. The issues identified by the Board are as follows:

- a disproportionate amount of Board time is spent on the Pemberton Valley service issues rather than region-wide issues;
- board co-operation and working relations are not strong;
- there is a tendency towards parochialism rather than a regional perspective; and
- the effective operation of the Board is compromised by the order of business on the agenda, leading to frustration and a lack of interest in some business items.



3.0 Overview of Current Situation

3.1 Board Meetings

Currently, decisions are made primarily at the SLRD Board table at its regular monthly meeting. Typically, the Board meetings usual run for 2 to 3 hours in duration, comparable with many other regional district jurisdictions.

The RD operates with a Committee of the Whole (COW) system, which is used to discuss and formulate recommendations on regional, sub-regional and policy matters for consideration by the Board. The region also utilizes an Electoral Area (EA) Directors' Committee to discuss and formulate recommendations to the Board on EA land use and service matters. As well, the Pemberton Valley Utilities and Services Committee (PVUSC) is used to discuss and formulate recommendations to the Board on services, such as water, fire protection and recreation, in which the Village of Pemberton and Electoral Area C are the participants.

It is noted that in the past, all members of the Board have expressed a desire to be involved in the debate on Board and Corporate policy development to prevent a duplication of effort on items that currently require consideration by more than one body.

3.2 Current Decision Making

Formal decisions are made at the Board table in accordance with legislative authority and required voting procedures. Under the current decision-making procedures:

- some recommendations are made by Committees, with the final decisions at the Board table, making for lengthy agendas at the regular Board meeting; and
- there is some duplication of processes with issues being dealt with by more than one Committee or group (e.g. PVUSC and the Village of Pemberton before being again being considered by the Board for formal decision).

3.3 Delegation of Authority:

Authority for delegation of Board authority is provided by sections 191 to 194 of the Local Government Act (LGA) and must be formally delegated by bylaw. It is noted that the Board cannot delegate bylaw authority (e.g. budgetary decisions and establishment of fees); however, administration and operation of a service can be delegated within established budget authority.

Currently, some administrative and operational issues are delegated to senior staff, including, but not limited to:



- hiring of staff;
- purchasing; and,
- the awarding of some contracts, with limitations, similar to many other jurisdictions.

The Board also delegates authority for some public hearings to Electoral Area Directors under the provisions of Section 193 of the LGA.



4.0 What is the Board Seeking?

The SLRD Directors identified a series of success measures during Phase 1 of the project, as follows:

- Streamlined decision making at Board meetings for efficiency in its operation;
- Board Agenda that facilitates meaningful dialogue on issues of region-wide and sub-regional concern;
- Board members have a trusting relationship that fosters cooperation on issues of region-wide concern; and,
- Communications and public relationships improved, and successes are celebrated and communicated to the public.

4.1 Principles for an Effective Board

The Regional District Task Force (2008) identified a series of guiding principles for an effective Board. A number of these principles are set out below for reference:

- Respect for local government autonomy
- Respect for Provincial jurisdiction
- Accountability to citizens
- Respect for regional and sub-regional differences
- Flexibility to provide critical services at various scales (e.g. local, sub-regional, regional and extra-regional)
- Respectful relations among local governments, based on respect and characterized by:
 - openness;
 - dialogue;
 - respect for varied interests; and
 - use of alternative dispute resolution tools to deal with irreconcilable differences.

4.2 Purpose of a Regional District Board

Regional districts are an independent, responsible and accountable order of government. The purposes of a regional district include:

- providing good government for unincorporated communities and regional governance to its member jurisdictions;
- providing the services and other things that the board considers are necessary or desirable for all or part of its community;



- providing for stewardship of the public assets of its community; and
- fostering the current and future economic, social and environmental well-being of its community.

4.3 Legal Obligations of the Board

A Board has the legal obligation to:

- act in good faith;
- manage the affairs of the federation and its operations;
- preserve and protect the corporate assets of the regional district;
- conduct the business of the region in an ethical manner;
- be transparent in its decision-making processes; and,
- be accountable to the residents of the regional district and its member communities.



5.0 Best Practices

The following issues were presented to the Board, sitting in Committee of the Whole, on June 16, 2011 for discussion purposes.

5.1 *Clear Understanding of the Roles and Responsibilities of the Board*

The Board and staff must be cognizant of the need to ensure separation of policy and administrative matters, with the Board setting policy and corporate direction and the staff administering the operation on behalf of the elected body. To be effective, the elected Board:

- needs to establish clear priorities and direction to staff;
- must remember that all decisions are Board decisions with no authority for individual Board members to commit the Board or make independent corporate decisions;
- needs to consider the time and resources required to implement a new function and to deliver a regional service; and,
- must ensure provision of adequate tools and resources for the staff to implement Board decisions in an effective manner.

5.2 *Regional District Voting Rules*

Awareness and understanding of the unique Voting Rules can be a concern. Regional voting processes are set out in the Local Government Act and define separate and distinct voting practices with not all members being entitled to vote on all matters, nor do they have the same number of votes in all situations as set out below:

- Un-weighted Corporate Vote – to decide matters that affect the corporation and all jurisdictions (e.g. resolutions and bylaws on the conduct of the Board's business)
- Weighted Corporate Vote – governs decisions on all money matters including the Annual Financial Plan
- Stakeholder Vote (Weighted) – used to make decisions related to the administration and operation of regional district services, with votes cast by only the directors representing areas participating in the service
- Multi-level decisions - may require more than one vote (e.g. a decision to contract for a service may lie with the service participants while the decision to enter into a legal contract is Weighted Corporate Vote decision).



- A secondary voting rule - prohibits a decision to be made by a single voting director; therefore, where a single area service is involved, the decision must be made a vote of all directors present at the meeting.

A Matrix on Voting Rules is attached as Appendix A.

5.3 *Simplified Processes*

During the COW meeting in June, the Board considered how the decision-making process could be improved. The following specific points were discussed as potential options to reduce the number of decisions that must be made by the Board.

5.3.1 *Delegation of Authority*

The consideration of additional delegation of authority to Committees, Commissions, or to staff, by bylaw, can provide for more efficient decision making and operation of a local service. The use of additional delegation powers may improve decision-making by eliminating the need for the Board to formally deal with the delegated issues, unless a major issue arises or there is a specific Board concern that requires further debate. While this action may streamline the Board's processes, there are risks associated with delegation, such as:

- the Board will have to relinquish some of its power on specific issues;
- the Board will be removed from the process, except when a major issue arises (e.g. litigation over improper process and service governance issues);
- additional staff support may be required to assist the process; and
- consistency of service standards, working conditions and Board policies and employment standards may also be an issue.
-

5.3.2 *Agenda Packages*

Streamlined presentation of the large volume of agenda material that is circulated for each meeting is an option for consideration.

- Presentation of information being provided to the Board can be simplified with only Executive Summaries and recommendations rather than entire reports being provided in the Agenda package (e.g. cover report on each issue, including recommendations, and supporting materials provided separately, and not part of the package as per the current practice).
- While this will result in a smaller and less intimidating Agenda package, staff will have to ensure that an appropriate level of information is provided to the Board to allow for an informed decision and to ensure that full details on all issues are readily available.



5.3.3 *Electronic Voting*

Expansion of the use of electronic format for meetings is an option for the Board if required.

- This is an option to address Board convenience and may reduce the amount of travel required by Directors for urgent decisions and address weather and travel conditions.
- There may be constraints to expanding the use of electronic decision making processes (e.g. bandwidth and a lack of video conference capability)

5.4 *Equitable Sharing of Costs and Resources*

Sharing of resources and the costs of services are areas of concern within a federated governance structure. Some member jurisdictions continue of the view that a review of Core Services is needed to ensure the following:

- That the costs of services are in line with services received
- That the costs and resources are being allocated in accordance with legislative requirements (e.g. allocation of all costs related to a service in accordance with Sections 803.1, 804 and 804.1 of the LGA)

One specific area of concern is the cost of the Planning function. With the completion of the RGS process, this may provide an opportunity to undertake an internal review of the service to determine the actual cost and benefit to the respective members. This would also start to address the larger concern of some jurisdictions who have suggested a core service review for the SLRD. It is further noted that Solid Waste Management function has been a concern and may also be a candidate for a service review.

5.5 *Flexible Service Arrangements*

The Board has the authority to vary the level of participation and the sharing of costs to be paid by member jurisdictions. An example for consideration by the Board is the planning function:

- For the electoral area planning function, some jurisdictions allocate an agreed percentage of the total planning costs to member municipalities, in recognition of the limited fringe area interest of the municipal jurisdictions.
- Municipal Regional Context Statements are a key component of the RGS and must be completed within a two-year timeframe of RGS approval. Regional Context Statements help to provide a stable, agreed upon framework to guide decisions on the provision of urban services and municipal boundary extensions. With the completion of the RGS process, the requirement for involvement in the Regional Planning processes may be reduced.



5.6 Procedural Bylaw

The Regional Board meeting processes are outlined in the SLRD's current Procedural Bylaw which provides guidance for operations at the Regional Board table. Issues that are included within the current bylaw and may be amended to meet Board efficiency requirements are:

- How the Agenda information is disseminated.
- Establishes the order of business, which may be change to maintain interest of all members at the Board table
- Allows for the provision of electronic meetings and video conferencing for the convenience of Board members unable to attend at the meeting location
- Allows for the use of a "Consent Agenda" process to deal with groups of issues or miscellaneous items with a single vote to speed the operation of the Board. Details on the handling of Consent Items are attached in Appendix B. While the current bylaw does allow for use of the Consent Agenda approach, it does not appear that this option is being used effectively at this time.

5.7 Enhanced Citizen Awareness and Understanding of the RD

The level of awareness and understanding of the Regional District and its services has been identified as an area that could be improved. A review of the following policies and practices are suggested to improve the flow of information within the Regional District:

- A review of the current Communication Policies;
- Consideration of the tools available and how they are used to disseminate information to member jurisdictions and the residents of the RD; and
- Review of the RD Task Force recommendations and effective practices of the Regional District Tool Kit. Recommended practices are attached as Appendix C.



6.0 Recommended Options for Board Consideration

To streamline and improve the decision-making processes at the Regional Board table, the following actions are recommended for consideration of the Board:

6.1 Procedural Bylaw Amendments

The Procedural Bylaw # 658 - 1998 be amended by the additions and changes as follows:

Section 1 - Definitions

- Consent Items (Agenda) – means a practice by which the mundane and non-controversial action items are organized apart from the rest of the agenda and approved as a group. This includes all of the business items that require formal Board approval and yet, because they are not controversial, there is no need for Board discussion before taking a vote. Items may be on a consent agenda only if all Board members agree; if even one member considers a specific item to need discussion, it must be removed and placed on the regular agenda for the Board meeting.

Section 3.8 (i) Order of Agenda Business

1. Call to Order
2. Consent Agenda Items
3. Approval of Agenda
4. Business Arising from Minutes
5. Bylaws
6. Staff Reports
7. Correspondence requiring action
8. Delegations and Petitions
9. Late Business Items (including items removed from Consent Agenda)
10. Directors' Reports
11. Adjournment

(ii) Consent Agenda Items are considered routine in nature and do not require further debate or discussion and shall include recommendations from Board Committees, General Staff Reports, routine correspondence and items received for information only. The Consent Items listed on the agenda shall be approved with one motion, by a majority corporate vote (unweighted). If discussion of a particular Consent Item is desired by any member of the Board, that item shall be removed



from the Consent Agenda list and considered as a subsequent separate issue as a Late Business Item.

Schedule "A" – Application of Voting Rules Under Part 24

- 791 (1) Consent Agenda - All - Directors - Majority

6.2 *Delegation of Authority*

Section 154 of the Community Charter provides authority for the Board to delegate its powers, duties and functions, including those specifically established by an enactment, to the extent provided, to:

- (a) a council/board member or committee
- (b) an officer or employee
- (c) another body established by the board

A council or board may not delegate the following:

- (a) the making of a bylaw including the financial plan
- (b) a power or duty exercisable only by bylaw, etc

The Board may delegate administrative authority but not the authority to pass bylaws or the approval of budget and financial plans. It is recommended that the Board consider expansion, and formal delegation of administrative authority, by bylaw, to the Pemberton Valley Utility Services Committee to oversee the administration and operations of the shared utilities and services provided to the residents of the Village of Pemberton and Electoral Area C.

It is further recommended that the Board consider establishment, by bylaw, of a formal Electoral Area Service Committee with delegated administrative authority to deal with EA services beyond the Pemberton Valley issues.

The delegation bylaws should clearly delineate: the appointment procedures; term of the appointments; the extent and limits of authority delegated; and clear reporting procedures back to the Board, which will retain full financial and budgetary authority. Such formal delegation will allow for decisions on service operations and maintenance to be made independently, by the appointed service participants, and away from the Board Table, subject to budgetary authority provided by the approved Financial Plan.



6.3 Citizen Awareness and Understanding – Communication Improvements

It is recommended that the Board consider and adopt a formal Communication Policy to include the following additional tools to enhance the flow of information and increase the level of awareness and understanding of regional matters including:

- Regular Newsletters on Regional issues and activities;
- News Releases on New Policies and actions of the Board;
- Public Information Meetings;
- Improved Web Page style and content to promote interactive use; and
- Consideration of the use of new social media tools such as Facebook as deemed appropriate.

6.4 Board Working Relationships

As identified in Section 4.1 of this report, respectful relationships are one of the basic principles for an effective Board. In a region as diverse as the SLRD, interests may vary widely. Therefore, a concerted effort is required from all members of the Board to maintain strong and effective working relationships at the Board table. For a federation such as the SLRD to succeed, there needs to be a spirit of respect amongst the individuals at the Board table, and an understanding of the differing interests of the elected officials from across the region.

While there is no simple answer to improving working relationships around the Board table, there are a number of opportunities to deepen the level of respect and understanding amongst Board members. First, other jurisdictions have been able to strengthen their relationships by meeting frequently, in informal “working sessions” to discuss the issues and develop a better understanding of other Director’s concerns. Second, the Regional District Orientation sessions (developed by UBCM) provide a forum to come together and develop a broader understanding of regional district issues and the areas of potential stress. It is particularly helpful if all members of the Board, not only newly elected officials, attend, as these sessions provide a forum to come together and discuss potential solutions to regional issues. Third, it is recommended that Strategic Planning Sessions be held each year to establish regional district priorities and set clear direction for the Board and staff to help address competing interests. The priorities established should be monitored by regular working sessions of the Board for reporting to ensure that progress is being made on the identified issues and to maintain a level of awareness and understanding of all regional district activities by all members of the Board.



6.5 *Service Review*

To begin to address the concern of equitable sharing of costs, it is recommended that the SLRD give consideration to an internal review of total Regional Planning costs to determine actual costs and benefits of the service to each member jurisdiction. The Solid Waste Management function may also be a candidate for such a review.



7.0 Conclusions

The following actions are recommended to address the key issues set out in Section 2 of this report and to achieve the desired outcomes of: improved decision making processes at the Board table, increased level of understanding of the SLRD's role and responsibilities, and improved accountability to the service participants and the residents of the region or service area involved.

1. Amendment of the SLRD Procedural Bylaw #658 – 1998 as set out in Section 6.1 to streamline the decision making process at the Board table and to separate region-wide issues from local service area decisions for more effective use of the Board's time.
2. That the Board consider additional delegation of authority to new and existing Committees and staff to remove decisions on local service and general administrative matters from the Board table. Formal delegation of administrative authority should be considered for the Pemberton Valley Utility & Services Committee and to the Electoral Area Services Committee, to allow for independence of operations and administrative decisions at the Committee level.
3. That the Communication Policy be reviewed and revised to increase and improve the flow of information on regional district activities and policies through the consistent use of the following tools:
 - Regular Newsletters on Regional issues and activities;
 - News Releases on New Policies and actions of the Board;
 - Reports on Board meeting decisions and actions;
 - Public Information Meetings to increase the level of knowledge and understanding of the public on RD matters;
 - Revisions to the SLRD Web Page structure and content to provide easier access, interaction and improved the level of information provided on regional activities; and
 - Consideration of the use of new social media tools such as Facebook as appropriate.
4. That the Board continue to hold and participate in formal Orientation Sessions for Board members following the triennial elections and to hold regular "shirtsleeve" sessions with the Board to promote better understanding on regional issues and a stronger working relationship amongst the member jurisdictions.
5. That the Board consider undertaking internal Service Review for the entire Planning function and the Solid Waste Management functions.



References

Local Government Act (LGA)

Ministry of Community, Sport and Cultural Development

- Publication Guide - Guide to Regional District Board Delegation to Committees & Commissions
http://www.cscd.gov.bc.ca/lgd/site_index/publications.htm

Ministry of Community, Sport and Cultural Development – Voting Matrix

Union of BC Municipalities – RD Tool Kit

<http://www.ubcm.ca/EN/main/resources/publications.html>

Regional District Task Force Report (2008)

Publication - Local Government Excellence through Collaborative Partnerships

http://www.cscd.gov.bc.ca/lgd/intergov_relations/library/wuf_bc_guide.pdf

Regional District References

Capital Regional District – Procedural Bylaw #3708 and Delegation Bylaw #2864

Thompson Nicola Regional District – Board Practices

Fraser Fort George Regional District – Planning Cost Sharing

Central Kootenay Regional District – Service Decision Matrix



APPENDIX A

Regional District Voting Matrix

Regional District Tool Kit
Fact Sheet 5
Voting Rules
(UBCM/Ministry of Community Services)



**REGIONAL DISTRICT VOTING RULES – QUICK REFERENCE GUIDE
FACT SHEET 5 – Regional District Tool Kit 2005**

STATUTE SECTION	BOARD ACTION	ENTITLEMENT	COUNT	VOTES REQUIRED
Corporate Powers				
LGA 192(1)	Bylaw to delegate a power, duty or function	All	Directors	2/3
LGA 192(2)	Bylaw to revoke a board delegation	All	Directors	Majority
LGA 200(1)	Appointment of officers and employees	All	Directors	Majority
LGA 202(1)	Resolution to terminate an officer for cause	All	Directors	Majority
LGA 202(2)	Resolution to terminate an officer without cause	All	Directors	2/3
LGA 309 and 791(7)(b)	Authorizing the acquisition, expropriation or disposal of real property	All	Votes	Majority
LGA 798.1	Emergency powers (emergency declaration bylaw)	All	Directors	2/3
Governance and Procedures				
LGA 794(1)	Procedure, bylaws and enforcement	All	Directors	Majority
LGA 794(3)	Adopt certain bylaws at same meeting as third reading (bylaws not requiring approval, consent or assent)	All	Directors	2/3
LGA 795	Appointment of select committees	All	Directors	Majority
LGA 838	Bylaw to establish local community	All	Directors	Majority
LGA 791(4)	Administration and operation of a service (except general administration)	Participants ¹	Votes	Majority
LGA 800(2)(a) (b) and (c)	General administration; electoral area administration; feasibility studies (no establishing bylaw required)	All	Directors	Majority
LGA 791(7)(a)	Authorizing persons to enter into contracts on behalf of the regional district	All	Votes	Majority
Service Powers				
LGA 800 and Div 4.1	Establishing bylaws	All	Directors	Majority
LGA 796.1(2)(b)	Giving consent for a service inside the regional district, provided by another regional district	All	Directors	Majority
LGA 796.2	Authorities in relation to a service other than a regulatory service	Participants	Votes	Majority
LGA 797.1	Specific regulatory and other powers	All	Directors	Majority
LGA 799	Resolution requesting additional powers and exceptions	All	Directors	Majority
LGA 792(4)	Election of chairperson and vice chairperson	All	Directors	Majority
LGA 793(4)	Resolution to waive notice of special meeting	All	Directors	Unanimous
LGA 801(4)	Resolution to obtain approval of electors overall, instead of obtaining approval separately in the participating areas	All	Directors	2/3
LGA 801(2)(b)	Decision to obtain approval by alternative approval process	All	Directors	Majority
LGA 801.5(1)	Board consent on behalf of electoral participating area electors	All	Directors	Majority
LGA 801.5(3)	Resolution to dispense with electoral area director consent	All	Directors	2/3
LGA 802(1)	Amendment or repeal of establishing bylaws	All	Directors	Majority
LGA 802(2)	Dispense with electoral area director consent for amendment or repeal of establishing bylaws	All	Directors	2/3
LGA 813.02(2)	Service review or service withdrawal (appointment of	All	Directors	Majority

¹ Note that LGA Section 791(11) states that if only one director would be entitled to vote, each director who is present is entitled to vote and has one vote.



STATUTE SECTION	BOARD ACTION	ENTITLEMENT	COUNT	VOTES REQUIRED
	director to represent the board)			
LGA 950(2)	Heritage Conservation bylaw and permit procedures - resolution vary time limit for specific reapplication	Participants	Directors	2/3
Finance / Budget				
CC 204	Parcel tax roll review panel	All	Directors	Majority
LGA 791(7)(c) and 815	Adopt the Financial plan / annual budget bylaw	All	Votes	Majority
CC Div 4 of Part 6	Reserve Funds	Participants	Votes	Majority
CC 175	Liabilities under agreements	All	Votes	Majority
LGA 821	Bylaw to provide for revenue anticipation borrowing	All	Votes	Majority
LGA 822	Bylaw for short term capital borrowing	All	Votes	Majority
LGA 823 and CC 179	Loan authorization bylaws	All	Votes	Majority
LGA 823(3)	Resolution to dispense with EA director consent for amending or repealing a loan authorization bylaw	All	Directors	2/3
LGA 824	Financing municipal undertakings	All	Votes	Majority
LGA 825	Security issuing bylaws	All	Votes	Majority
LGA 808(2)	Bylaw to establish an annual variable tax rate system	Participants	Votes	Majority
LGA 809(3)	Bylaw to provide property tax exemptions	All	Directors	2/3
LGA 810(2)	Bylaw to provide property tax exemptions for heritage properties	All	Directors	2/3
LGA 810.1(5)	Repayment requirement in relation to heritage exemptions	All	Directors	2/3
LGA 811(2)	Bylaw to provide property tax exemptions for riparian property	All	Directors	2/3
LGA 287.2	Indemnification against proceedings	All	Directors	2/3
Planning and Land Use Management				
LGA 863 and 791(3)(f)	Bylaw to adopt a regional growth strategy (for entire regional district)	All	Directors	Majority
LGA 791(16)	Bylaw to adopt a growth strategy for an area less than the entire regional district	Participants (except per 791(17))	Directors	Majority
LGA 791(3)(g) and Part 26	Electoral area planning and land use management	All ²	Directors	Majority
LGA 193	Bylaw to delegate public hearings	All	Directors	Majority
LGA 895(3)	Development approval procedures – resolution to vary time limit for specific reapplication	Participants	Directors	2/3
LGA 791(12)	Approval of cost sharing for Part 26 services	All (except per 791(12)(a) and 791(13)(a))	Directors	Majority

This guide was written as a resource for regional district boards and is provided as a reference for convenience only. This is not an official description of the application of regional district voting rules. For more complete information, please refer to the legislation.

² Subject to LGA 804.1 (Cost sharing for Part 26 services). Note that municipal directors do not vote if they have opted out of the planning service.



APPENDIX B

Consent Agenda



Consent Agenda

David O. Renz, Ph.D.

What is a Consent Agenda?

A consent agenda is a practice by which the mundane and non-controversial board action items are organized apart from the rest of the agenda and approved as a group. This includes all of the business items that require formal board approval and yet, because they are not controversial, there is no need for board discussion before taking a vote. Items may be on a consent agenda only if all board members agree; if even one member considers a specific item to need discussion, it must be removed and placed on the regular agenda for the board meeting.

Why are Consent Agendas Used?

Consent agendas are used to save board meeting time and to help ensure that board meetings focus on substantive topics that are worth discussion. Through the “bundling” process, the entire set of items of business that are not worth board meeting time can be voted on in one action versus taking the time to vote on each individual item.

When Should Consent Agendas Be Used?

Consent agendas should be used when there are a number of non-controversial business items on which the board needs to vote. Complete information must be provided in advance of the meeting to all board members, so that each knows what is being proposed and has the opportunity to consider whether the item truly is non-controversial. The key here is “non-controversial,” and the definition of non-controversial may vary from organization to organization. Consent agenda items often are matters that a bylaw or some other rule or regulation requires to be formally approved by the board, yet there is no value added by engaging the board in discussion about the item (e.g., a routine lease renewal for a facility already included in the approved agency budget). Consent agendas are not to be used to hide actions that will be controversial -- to do so breaches the trust of the board and undermines the value of this practice.

Where Should Consent Agendas be Placed within the Overall Meeting Agenda?

The consent agenda typically appears very near the beginning of the regular meeting. This allows any item removed from the consent agenda to be placed onto the overall agenda for discussion and action later in the meeting. As with all formal board action, a quorum must be present to in order for action on the consent agenda items to be legitimate and binding.

How Can Consent Agendas be Used Effectively?

The key to success is to provide all consent agenda information to board members well in advance of the meeting. It is essential that board members have ample time prior to a meeting to become familiar with each item on the consent agenda. That way, if a member or members have a concern about any item(s) that they believe need further discussion, then they will ask for the item(s) to be removed from the consent agenda and addressed separately.

At the time in the regular agenda when there is to be action on the consent agenda, the chair will first inquire whether there are any items that need to be removed from the consent agenda. If any member wishes an item to be removed, it must be removed and placed on the regular agenda. Immediately following the opportunity to



remove any items for separate discussion, the consent agenda is moved and approved as a set. (For example: "I move the consent agenda." Another member: "I second the motion.")

It may be useful to those who plan the overall meeting agenda and the consent agenda (usually the board chair and/or executive director) to have guidelines, developed in consultation with the board, to clarify which types of items might be appropriate for the consent agenda.

When Should a Consent Agenda Not Be Used?

The consent agenda practice should not be used unless all members of the board understand and agree to its use. This approach places more responsibility upon members to prepare prior to the meeting. Obviously, if members do not read the information on the consent agenda prior to the meeting, they cannot responsibly agree to the inclusion of any particular item on the consent agenda. The worst outcome would be to take action on a matter of significant programmatic or legal importance without truly having the board's informed consent

Consent Agenda Example

To free the board's time for discussing matters the board can actually have an effect upon (i.e. the future), a consent agenda is a tool that eliminates as much as ½ hour or more of reviewing what has happened in the past - things the board can do nothing about.

The consent agenda is a SINGLE ITEM that encompasses all the things the board would normally approve with little comment. The minutes. The financials (yes, the financials!). Program reports or CEO reports. Perfunctory items such as formal approval of a contract that has already been talked to death at past meetings. All those items combine to become one item for approval - The Consent Agenda. Your board's agenda might therefore look like this:

Board Meeting Agenda

Item #1: Welcome

Item #2: Consent Agenda

 a) Minutes of prior meeting

 b) Contract to retain HR Counsel

 c) Financial report

 d) Project status report

 e) CEO report

Item #3: Other Agenda Items for Discussion



As a single item on the agenda, the consent agenda is voted on with a single vote - to approve the consent agenda. The key to the Consent Agenda's effectiveness, though, is that there is NO DISCUSSION of that item!

Handling Items That Require Discussion or Clarification

Sometimes a board member will read the board materials related to the Consent Agenda, and he will have a question he would like answered before he votes. Or he feels the issue still requires discussion before he would feel comfortable voting. Those are two distinct scenarios, and they receive two distinct treatments.

Items for Clarification or Questions

For items that require clarification, or for which a board member has a question, that clarification must be requested before the meeting. An item cannot be pulled from the consent agenda just to have a question answered. That sort of information gathering should happen ONLY before the meeting.

In that way, the person being asked the question has time to gather the information. (There is nothing worse than having an issue tabled for the next meeting, only because a question could not be answered then and there.) In addition, that clarification can then be sent to all board members, so everyone has the same information before the meeting.

This is particularly useful for clarifying the minutes, which often takes absurd amounts of time that could otherwise be spent in more meaningful discussion.

Items for Discussion

If there is an item about which a board member disagrees, or believes that item requires discussion, then a request is made at the board table to pull that one item from the Consent Agenda, and to add it to the regular agenda as an item to be discussed. The remainder of the Consent Agenda items are voted on and approved, and only that single item is held out for discussion.

The Results

As a result of using a consent agenda, you will learn and your board will grow. First, you will learn that much of what you have been spending time on at board meetings is either perfunctory or has already happened and is therefore nothing the board can do anything about. That is often an eye-opener for a board.

But then, your board will have room to grow. You will have time to discuss the only thing that matters - the results you want to see in the community. The difference you want to be making. The values and parameters that will guide that work. The various ways you want to engage the community in that work, and the reasons for that engagement.



That is [Governing for What Matters](#). It is a board holding itself accountable first for the end results it wants to see in the community, and then the means for accomplishing that.

And that may just make your meetings downright fun.



APPENDIX C

Effective Practices – Communications

Regional District Tool Kit
Effective Practices
Communications
(UBCM/Ministry of Community Services)



Effective Practices – Communications

Introduction

This section of the *Tool Kit* contains a set of Effective Practices papers. As the category title suggests, these Effective Practices focus on *communications*. More specifically, the Practices presented here identify ways that regional districts can reach out and connect with different audiences to improve their understanding of regional districts. The Effective Practices do not advise regional districts on how to handle servicing issues, how to use new legislative provisions, how to develop policy, or other matters. Future editions of the *Tool Kit*, it is expected, will contain effective practices on these important topics. The present focus is limited to helping regional districts reach, communicate with and educate target audiences.

Potential target audiences to be reached using the Effective Practices on communications include:

- Elected and appointed officials from member municipalities
- MLAs, ministers and appointed provincial officials
- Media representatives, particularly those who are appointed to cover regional and regional district affairs
- Developers, particularly those who are active in electoral areas
- Persons and property holders who receive regional district services

Contents

The First Edition of the *Tool Kit* contains ten separate Effective Practices papers on communications. With one exception (EP-C 10), all of the papers profile actual practices being followed by one or more regional districts in the province. The accompanying table identifies the individual papers.





Effective Practices
first edition

	<i>Title</i>	<i>Purpose</i>
EP-C 1	Highlights of Board Meetings	To provide the public, member councils, the media and other interested parties with an objective, fact-based report on the most recent board meeting.
EP-C 2	Presentations to Member Jurisdictions	To educate councils of member municipalities and citizens of member jurisdictions (municipalities and electoral areas) on the regional district and, more specifically, what the regional district does for them.
EP-C 3	Board on the Road	To strengthen the relationship between the regional district and the residents of the regional district's electoral areas.
EP-C 4	Plenary Gatherings	To raise awareness of regional issues, and to strengthen the sense of regional community.
EP-C 5	The Sustainable Region (Regional District TV)	To profile for residents of the regional district a variety of issues, programs and initiatives that are important to the broader regional community.
EP-C 6	RDKBee (Public Newsletter)	To improve the general understanding among residents of the services provided by the regional district.
EP-C 7	CAO Sessions	To promote discussion among CAOs within the regional district of issues that affect all jurisdictions.
EP-C 8	Developer Forums	To help developers better understand the regional district's regulatory role in approving developments in electoral areas, and to help regional district staff better understand the concerns of the development community.
EP-C 9	Teacher Workshops	To help K-12 educators explore with their students some of the important (and inter-related) environmental, growth management and resource management issues affecting the regional community; and to help educators engage their students in identifying approaches they can take, as individuals and as a collective, to promote sustainable living in the region.
EP-C 10	Media Briefing Books	To provide media representatives with the information and knowledge they need to properly report on the regional district and its various activities.

Introduction



Decision-Making for Regional Service Delivery





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1.0 Introduction

In Part 1 of the Squamish-Lillooet Regional District (SLRD) Governance and Boundaries Study, the SLRD and its members went through an “issues identification” exercise to highlight key areas of concern as they relate to regional governance, structure, and service delivery. During these 2010 discussions, several SLRD members expressed a desire to enhance the Regional District’s mandate on issues of regional and larger sub-regional concern.¹ This desire arose out of a recognition that:

- within the SLRD, many current resources are directed towards local area issues that affect electoral areas or smaller sub-regions consisting of one municipality and outlying electoral areas;
- local interests appear at times to trump regional interests at the SLRD Board table; and,
- many Directors feel that there are benefits to be realized from “thinking regionally” on issues of shared concern or on issues with regional/sub-regional implications (e.g. transit, climate change, solid waste management).

As a result, regionalization of service delivery emerged as a theme for further exploration in Part 2 of the Governance and Boundaries Study, occurring in 2011.

This discussion paper’s purpose is to:

- provide an overview of regional service delivery, identifying the main components of regional services;
- identify key considerations (e.g. governance, cost-sharing) for the design of regional service arrangements;
- provide a decision-making checklist to help determine when it may be appropriate to regionalize a service; and,
- use a case study (solid waste management) to illustrate how the decision-making checklist can be used when considering regionalization of service delivery.

¹ Although this paper refers throughout to “regionalization” of service delivery, the discussion is also applicable to the “sub-regionalization” of service delivery. The solid waste management case study, presented later in this paper, is an example of potential sub-regionalization of a service.



2.0 Overview of Regional Service Delivery

2.1 The Service Delivery Framework

In British Columbia, regional districts have few mandated functions. Regional districts:

- perform the corporate and financial administrative functions required of all local governments, and function as the local government for unincorporated areas, providing basic local government services;
- act on behalf of municipalities in dealing with the *Municipal Finance Authority*;
- prepare comprehensive plans for solid waste management (as per the *Environmental Management Act*);
- undertake emergency planning for rural areas (as per the *Emergency Program Act*); and,
- govern regional hospital districts (as a separate role for Regional District directors).

All other regional district functions are voluntary. Since regional districts were established in the 1960s, the number of voluntary services provided has expanded greatly. Typical voluntary regional district services range from land use planning and management of development to other services such as fire protection, garbage collection and disposal, recreation and sports complexes, regional parks, sewage treatment, and more. Since the passage of Bill 14 in 2000, regional districts are empowered to establish and operate any service, and to regulate in relation to established services, including the regulation of activities within municipalities. Given the voluntary nature of regional district service delivery, the establishment and ongoing management of regional district services is reliant on the initiative and agreement of regional district members.

2.2 Regional Service Delivery Defined

“Regional service delivery refers to the provision and/or delivery of one or more public services over a region containing more than one government jurisdiction or service provider.”
(Urban Systems Ltd., 2005)

For the purposes of this discussion paper, regional service delivery refers to services that are provided by the Regional District on a full region-wide basis (regional approach) or to any combination of municipalities and electoral areas (sub-regional approach). The regionalization (or sub-regionalization) of service delivery can provide opportunities to increase the effectiveness and efficiency of local government service provision. However, as noted above, regional district service delivery largely operates on a voluntary, consensual basis. As such, regional services involve agreements between jurisdictions on issues such as:



- The nature and scope of services to be provided;
- The production/operation of services;
- Decision-making; and,
- Allocation and recovery of costs.

This paper focuses on the regionalization (or sub-regionalization) of services within the regional district context, with the involvement of primarily electoral areas and municipalities, working within the regional district structure.²

Within the SLRD, this discussion is mainly focused on a broad regional or sub-regional scale, including:

- the full regional district;
- all of the northern areas (i.e. Lillooet, Area A and Area B); and/or,
- all of the southern areas (i.e. Pemberton, Whistler, Squamish, Area C, and Area D).

While there are several existing examples of service arrangements between jurisdictions in the SLRD (see Appendix A), these services are mainly provided on a more localized basis (e.g. between the Village of Pemberton and Area C), with some exceptions, as with some northern area services and the Sea to Sky Trails function, in the south. Current service delivery is discussed in greater detail in Section 4.0, below. At this stage, the pertinent point is that there may be future opportunities for further regionalization at sub-regionalization of services, using the larger service areas identified above.

2.3 Reasons for Regional Service Delivery

There are several circumstances in which individual local government jurisdictions typically consider regional service delivery. These circumstances include the following:

- There is an ability to capture economic efficiencies or economies of scale. Through regional service delivery, there may be opportunities to lower the average cost of services to the consumer. This is often achieved with services that are generally capital intensive and have high fixed costs, which are best spread over a larger customer base. In the SLRD, landfill operations might be one example where there is an opportunity to achieve economies of scale.

² It is noted that service arrangements could also involve other jurisdictions, such as First Nations or improvement districts.



- There are opportunities to access surplus capacity of a jurisdiction's services/infrastructure. In some cases, smaller jurisdictions may not have the means to construct or operate desired services. However, through regional service delivery, there may be opportunities to provide access to these services. In the SLRD, some recreation facilities function in this way, with multiple jurisdictions contributing to the service.
- There are opportunities to access specialized expertise from a jurisdiction or to provide a higher quality of service through regionalization. If one jurisdiction has specialty or expertise in a certain service, regionalization of the service may provide an opportunity for other jurisdictions to access this expertise and experience a higher quality of service than they might otherwise be able to provide. The SLRD's larger municipalities (i.e. Squamish, Whistler) provide various opportunities in this regard, particular around topics such as sustainability, transit, and solid waste management. Regionalization of service delivery might also allow certain service thresholds to be met, so that service enhancements can be made (e.g. introduction of innovative technology, infrastructure investments).
- Regional decision-making can achieve broad public benefit and/or fulfil regional ambitions. For certain services, there may be a public interest in collectively addressing issues of shared concern. In the SLRD, examples might include air quality and climate change, economic development, public transit, solid waste management, etc.
- There is a shared regional vision for a service. When various jurisdictions share the same vision or establish consensus on region-wide actions to be taken on a given issue, there may be a rationale for regionalization of service delivery. This may be prompted by a unified reaction to an event (e.g. natural disaster, economic downturn) or a shared planning process.
- Benefits or costs to a service extend beyond a single jurisdiction. For some services, benefits or costs are logically shared between jurisdictions. When a service naturally flow across jurisdictional boundaries, such as with air quality, climate change, or economic development planning, regionalization helps to ensure that those benefiting from the service also contribute to the cost of the service and have a voice in decision-making.³

2.4 Challenges

There are several challenges to regionalizing service delivery. These include the following:

- Concerns over loss of control. Regionalization of service delivery requires a sharing of control. Jurisdictions entering regional service arrangements may feel that they are losing their ability to control various aspects of their services, such as rates and the level of service. In some cases,

³ Adapted from BC Ministry of Community Services, 2007, Urban Systems Ltd., 2005



jurisdictions may also be reluctant to give up a function in which they have a history of accomplishment or considerable past investment by volunteers.

- Uncertainty of control or responsibility during emergencies. Certain services (e.g. water, fire protection) are extremely important in times of emergency. Jurisdictions may be reluctant to give up full control of these services given their importance to the community in times of emergency.
- Perceived loss of accountability. In regional service delivery, there may be concerns about more complex lines of authority, decision-making process, and communications processes.
- Perceived political risk. If there is conflict associated with the establishment of regional services, there may be a perception that the political risk of establishing the service outweighs the potential benefits of regional service delivery.
- Lack of expertise in designing and implementing regional service arrangements. Jurisdictions may be reluctant to enter into regional service arrangements if there is a perceived lack of expertise in designing and implementing regional service arrangements. In some cases there may be a need to establish successful regional service delivery models so that participating jurisdictions can have confidence in entering these arrangements.
- Funding for regional services. Regional services can struggle if they are underfunded. At time of service establishment, it is important to ensure that the proposed regional services are adequately funded, in order to ensure success in regional service delivery.
- Difficulty in developing agreement among participating jurisdictions. If participating jurisdictions have difficulty in developing agreement on shared services, regional service delivery may be at risk of failure. Agreement is required on issues such as service scope, level of service, area to be serviced, allocation and recovery of service costs, and governance. To protect against this risk of not achieving agreement on these items, service review provisions can be incorporated at the time of service establishment, and there may also be opportunities to define the scope of regionalized services more narrowly to make it easier to achieve agreement amongst participating jurisdictions.
- Constraints of collective agreements. Collective agreements may preclude or constrain regionalization of services delivery, limiting a local government's flexibility with respect to staffing levels, levels of compensation, job description, and other related practices. However, labour laws generally provide for succession of labour contracts.
- Assent requirements for the establishment of services. For regional district services, establishment bylaws require the assent of electors (or in some cases the Electoral Area Director on behalf of the electors) residing in unincorporated areas. The assent requirements can be



difficult to achieve in situations where residents are already benefiting from the service or would benefit from the service regardless of whether they contribute to the service or not. It can also be difficult to achieve assent if rural area residents would not benefit from the service to the same extent that municipal residents would benefit from the service.⁴

⁴ Adapted from BC Ministry of Community Services, 2007 and Urban Systems Ltd., 2005



3.0 Designing Regional Service Arrangements

The BC Ministry of Community, Sport and Cultural Development maintains a useful guide, “Designing Regional Service Arrangements: An Introduction” (BC Ministry of Community Services, 2007). The Guide highlights the fact that successful service arrangements must:

- Be clearly defined;
- Outline a plan for delivering and governing the service;
- Propose clear methods of recovering, allocating and containing costs; and,
- Anticipate and provide a mechanism to address future differences or disputes within the service.

Relevant points from the guide are summarized below.

3.1 Defining the Service

Scope: When designing a regional or sub-regional service arrangement, regional district members can choose a broad or narrow scope for the relevant service. A broad scope is intended to provide service participants with greater flexibility to adapt the service to changing needs, and has the ability to re-allocate resources without revisiting bylaws. For services with broad scope to function effectively, it is important that participants have a high degree of mutual trust, and that decision-making powers are relatively equal. Conversely, a narrow scope might be useful in cases where agreement on the terms of the arrangement is more difficult to achieve, the nature of the service dictates a need for more narrow definition, participants wish for less exposure to risk through clarity in a narrow scope, or participants wish to easily measure benefits of the service against costs.

Level of Service: Service level expectations can vary widely with regard to quality and quantity of service. Public transit provides an excellent example of this, as it is easy to imagine situations in which certain parts of the SLRD (e.g. Resort Municipality of Whistler) demand more public transit than outlying electoral area communities. Regional services need to consider the varying levels of service expectations between communities, and tailor services to meet these expectations. As a best practice, it is recommended that service levels be addressed through long-term service plans (e.g. transit plan, park plan, utility plan) rather than the service establishment bylaws, since the plans provide an opportunity for a full assessment of the varying service needs within a region.

Service Area: The service area refers to the geographic region in which the service is both provided and funded. Related to the service area is the “benefiting area”, which is the geographic region across which the service’s benefits are experienced. Ideally, a services area should match the benefiting area - in other words, those who receive benefit from the service pay for that service. While easy to establish with “hard services” such as water supply or wastewater treatment, the benefiting area can be more difficult



to determine for services such as recreation or economic development. When it is perceived that the definition of the service area could cause tensions, a narrower scope of service may be preferable, if possible.

Service Lifespan: In some cases it may be advisable to establish a defined lifesplan for a service. Participants may agree that a particular service should be provided for a limited time period, or a trial term might be desirable to overcome any hesitations that partners may have about entering into open-ended arrangements. Time limits may also provide flexibility to adjust services to changing circumstances.

3.2 Governance and Delivery of the Service

Delivery Models

There are four main delivery model options for regional or sub-regional services. Services can be delivered by:

- A department of the regional district;
- A department of one of the member municipalities;
- A new or existing third party supplier (i.e. a non-profit society or private sector company); or,
- A separate corporation wholly-owned by a local government.

When considering the delivery method, there are several key considerations:

- the experience, capacity, size and cost structure of each potential delivery agency;
- flexibility of the agency to deliver the service, particularly during the early stages of service delivery;
- confidence of the participating local jurisdictions in the organization being considered for delivery of the service;
- labour relations considerations, particularly when the service is already delivered within the service area by an established operator(s); and,
- control of the service (i.e. the agency in charge of delivery may increase, either intentionally or unintentionally, its level of influence over the shape and future direction of the service).

Service Control

Service control is a singularly important consideration. The nature of regional services is that participants typically share service control in order to capture the benefits of the regional service. Thus, in order to establish a regionalized service, the perceived benefits of regionalization must outweigh the fact that participants accept a certain loss of control over the shape and future direction of that particular service.



However, sustainable service arrangements should still provide all participants with an ability to influence decisions, and respond to changes over time (e.g. population, service demands).

The Regional District Board of Directors is the ultimate governing body for all regional services. At service establishment, a full Board vote is required, in which each Board director gets one vote and a simple majority is required to establish the service.⁵ Once the service is established, certain decisions are corporate decisions, taken by the Regional Board. However, several decisions are stakeholder decisions. For service administration and operation, the service partners can choose between a default structure (in which participants have a weighted vote linked to population), and a customized structure to meet unique needs. For these service administration and operation votes, there are several examples of customized structures that the partners might choose:

- Total equality – All participants have an equal number of representatives, and control is not linked to population, assessment, or land use. This helps to prevent one or two partners from dominating service control.
- Partial equality – Each representative has one vote, but there is an unequal number of representatives from participating jurisdictions (based on a factor such as population). While allowing for potential domination by the largest area(s), this structure may sometimes be seen as more equitable than the total equality approach.
- Weighted vote by population – By default, this structure is the one used for financial decisions at the Regional Board table.
- Weighted vote by contribution – Votes are weighted according to the levels of financial contribution that jurisdictions make to the service. Participants that provide more funds have a greater control over the service. This structure is best used where the pattern of cost-allocation (which may be based on converted assessment or use) differs significantly from the population distribution.

Under the provisions of the *Local Government Act*, delegation of authority is also possible to empower a committee, commission, or other management body to administer and operate a service. Such a body:

- is typically created to oversee one service or one type of service;
- can control resources, make expenditures, set targets, plan activities, administer contracts, and direct staff (as opposed to simply advising the Board);
- reduces the workload of the Regional Board; and,

⁵ Councils of participating municipalities must provide assent on behalf of their municipal electors to enter the service. Electoral Area Directors must also give assent on behalf of their electors. In some cases, Electoral Area Directors cannot give such assent, and must go to the public to get assent.



- provides flexibility in the composition of the membership (often including both elected and non-elected representatives who have certain skills and/or experience that are perceived to add value to the service).

3.3 Service Costs

When considering service costs, there are three main issues:

1. How the service will be funded (cost-recovery);
2. Who will pay for the service (cost-allocation); and,
3. How to limit costs (cost-containment).

Cost Recovery

The three most common service funding methods are:

- Property value (ad valorem) taxes – These are based on the value of land, improvements or both, and are often used in circumstances where it is impractical to charge individual service users, there is broad social benefit to the service, there is a desire to encourage use of the service, and/or there are significant fixed costs. Ad valorem taxes are often used for services such as: libraries, parks, and economic development.
- User fees and charges – Often chosen when it is practical to charge users, there is a direct benefit to service users, a desire to limit use, and/or there are significant variable service costs. User fees and charges are often used for services such as: water and sewer operating costs, garbage collection, and building inspection.
- Parcel taxes – These are considered appropriate when participants wish to achieve stability in the tax base over time, there is a view that the ad valorem system is not equitable, when there is disagreement with the view that property values are indicative of a resident's ability to pay taxes, and/or there is a desire to link the taxes paid to the cost of providing the service to each property. Parcel taxes are often used for services such as: water distribution lines, street lighting, dyking improvements, and refuse grounds.

Cost Allocation

Converted assessment is the default mechanism for cost-sharing. It is typically easier to implement than other methods of cost allocation, and it is the most commonly used mechanism. Other cost allocation options include:



- Alternative tax bases (improvements only, residential only, non-residential only);
- Population measures;
- Quantity of service used;
- Quantity of service provided;
- Cost of service provided;
- Fixed proportions; and,
- Combinations of different methods.

These methods tend to be used when there is a desire to link the tax contribution to the benefit received, and they may be most sensible when:

- the quantity or quality of service received varies across jurisdictions; and/or,
- the cost of providing a service varies by area.

Cost Containment

To enhance public accountability, service establishment bylaws must typically define a limit to service costs that can be recovered through taxation. This requirement does not apply to costs recovered through user fees, although partners can choose to impose limits on total costs, including fees, when defining service arrangements. While the cost containment mechanism in an establishment bylaw is an effective way to contain the tax impact of a service, it also creates rigidity in the service, and it is sometimes difficult to achieve agreement on changes to the taxation limit set out in an establishment bylaw.

3.4 Addressing Future Differences or Disputes

Anticipating Differences

For various reasons, service participants may become dissatisfied with a regionalized service (or services). Issues might include quality of delivery, changing needs of the community, influence over the service, cost-allocation formulas, cost increases, etc. When designing service arrangements, there are several steps that can be taken to mitigate potential future differences. These steps include:

- establishing guiding principles for the service;
- developing multi-year service plans;
- building flexibility into the service;
- scheduling service review dates;



- building in triggers to prompt service reviews;
- defining service entry and exit conditions; and,
- defining a dispute resolution process.

Addressing Differences

Service reviews can be initiated by any service participant that has been a partner in the service for five years (unless there are other provisions in the service arrangement). For some types of services, it is also possible for participants to withdraw from established service arrangements. While not the subject of this discussion paper, service reviews can be a valuable tool to address differences. Where possible, informal service reviews are sometimes of benefit to enhance regional service delivery.



4.0 Decision-Making Checklist

Considering the rationale and design of regional services (outlined in Sections 2 and 3, above), there are a number of questions that should be answered affirmatively before the service is established. These include the following:

Service Rationale:

- ✓ The proposed service can be delivered efficiently at the regional (or sub-regional) scale.
- ✓ There is capacity to deliver the proposed service at a regional (or sub-regional) scale.
- ✓ The body delivering the proposed service has or can access the necessary expertise.
- ✓ The proposed service will help to fulfil regional ambitions and regional decision-making can achieve broad public benefit.
- ✓ There is a shared regional vision for the proposed service.
- ✓ Potential service benefits and costs extend beyond a single jurisdiction.

Defining the Service:

- ✓ The proposed service has a clear purposes that is well understood by all participants
- ✓ The proposed service has a defined and agreed upon range of activities
- ✓ The proposed service has a defined and agreed upon service area
- ✓ Specific, measurable goals for the service have been identified and can be achieved
- ✓ Progress towards the goals can be measured on a regular basis
- ✓ There is a clear understanding of the anticipated (and potential) outcomes

Governance and Delivery of the Service:

- ✓ The parties agree on how the proposed service should be delivered, and by whom
- ✓ The parties agree on how the proposed service should be governed
- ✓ Potential conflicts or overlaps with existing services have been examined and resolved
- ✓ A start-up plan or transition plan has been developed.
- ✓ Support among elected officials for the proposed service is broad and sufficient
- ✓ A method for gathering elector support throughout the region has been clearly defined



Service Costs:

- ✓ A five year financial plan has been developed for the proposed service
- ✓ The parties agree on a way to fund and allocate costs
- ✓ The parties agree on a way to contain costs

Addressing Future Differences or Disputes:

- ✓ The parties agree on a process through which to review key aspects of the service (including the continuing need for the service)
- ✓ Service withdrawal provisions have been clearly laid out



5.0 Current SLRD Regional and Sub-Regional Services

As highlighted in the SLRD Part 1 Governance and Boundaries Report, the SLRD's current services fall into three main categories:

1. Region-wide services;
2. Electoral area services; and,
3. Sub-regional and local area services.

For each of these categories, a detailed list of services is provided in Appendix A to this discussion paper. As the focus of this paper is on regional and sub-regional services, the relevant services are highlighted below.

5.1 Current Regional Services

Currently, there are five main services that the SLRD provides on a region-wide basis:

- Corporate and Financial Administration – Includes general administration of the Regional District.
- Land Use Planning and Zoning – Includes the rural area land use planning (e.g. Official Community Plans) and zoning function, which all members contribute towards.
- Waste Management Planning – Includes ongoing management of the SLRD Solid Waste Management Plan, as mandated by the *Environmental Management Act*. It is noted that 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 Whistler transfer station.
- Regional Transit Planning and Infrastructure – Provides for transit planning and capital expenditures related to the disposition of the Gas Tax Agreement revenues. However, member municipalities have individual service contracts with BC Transit.
- Treaty Advisory Committee – Provides for SLRD representation in treaty negotiations.

In addition to these five regional services, there is one service, the Regional Growth Strategy, which was completed for all member jurisdictions with the exception of Electoral Area A.



5.2 Sub-Regional Services

As noted in Appendix A, there are a number of different existing sub-regional service arrangements within the SLRD. These arrangements are for services such as: rescue services; 911; recreation; economic development; libraries; cemeteries; and, museums/heritage facilities. Within the SLRD, sub-regional service arrangements currently typically involve one municipality and one or two electoral areas (with the exception of the Sea to Sky Trails function, which involves three municipalities and two electoral areas).

Approximately half of the sub-regional servicing arrangements involve the Village of Pemberton with Area C (and Area D in some cases). Lillooet and the northern areas (Area A and/or B) participate together in services such as the Lillooet Area Rescue Service, 911, the Lillooet Area Refuse Grounds, and the Lillooet/Area B library. The Resort Municipality of Whistler and the District of Squamish currently participate in one sub-regional service: the Sea to Sky Trails function, which also involves the Village of Pemberton, Area C, and Area D.



6.0 SLRD Case Study

6.1 Case Study Overview

Currently, there are a variety of approaches to solid waste management in the SLRD, involving multiple jurisdictions, solid waste management facilities, and operators. As well, in the southern areas (i.e. Pemberton, Whistler, Squamish, Area C and Area D), there is future potential to consolidate landfill operations at an expanded Squamish landfill. For these reasons, solid waste management was selected as a case study to review the decision-making criteria (presented above) for regionalization or sub-regionalization of a service.

6.2 Current Solid Waste Management Services

Within the SLRD, the Regional District, the Resort Municipality of Whistler, the District of Squamish, and First Nations (outside of SLRD jurisdiction) all provide solid waste management services. As outlined in Figure 3.1 below, there are a number of different existing facilities.

Table 6.1 – Solid Waste Management Facilities in the SLRD

Facility	Responsibility
Lillooet Landfill	SLRD
Gold Bridge Transfer Station	SLRD
Anderson Lake Transfer Station	N'Quatqua Band
Devine Transfer Station	SLRD
Pemberton Transfer Station	SLRD
Britannia Beach Transfer Station	SLRD
Furry Creek Transfer Station	SLRD
Squamish Landfill	District of Squamish
Whistler Transfer Station, Recycling & Composting Depots	Resort Municipality of Whistler

Appendix B provides a brief description of each of these facilities.



6.3 Solid Waste Management Plan

The Solid Waste Management Plan (SWMP), prepared by Gartner Lee Limited, was approved by the SLRD Board in December 2007. Throughout, the SWMP centres on minimizing waste through regional and municipal programs and services. The SWMP provides an initial step towards an ultimate target of a 'Zero Waste' approach to waste management that views waste as a resource with value in secondary material economies.

The SWMP sets out a series of solid waste minimization programs and policies, and a management strategy for residual waste disposal. The strategies of the SWMP build on the existing facilities, programs, and operational systems of the SLRD. SWMP strategies target two key areas of solid waste management:

1. Minimizing waste generation and maximizing waste recovery through reuse, recycling and composting; and,
2. The long-term disposal requirements of residual waste (i.e. waste that cannot be eliminated or diverted through composting or recycling).

To tackle the first key area, the SWMP targets regional services, residential and ICI (industrial, commercial and institutional) programs, construction and demolition (C&D) waste, and facility operations. Specific waste minimization program components set out by the SWMP are:

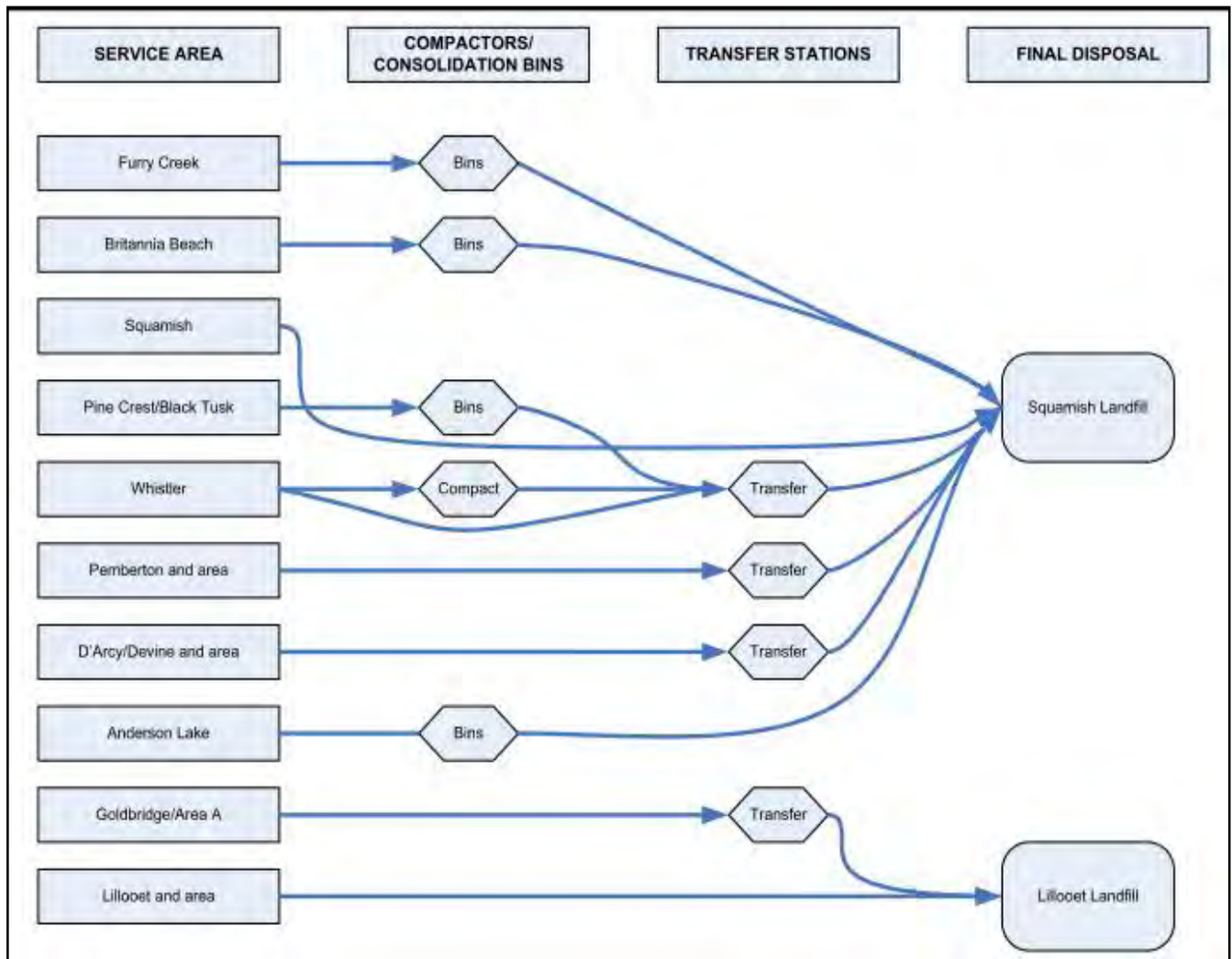
- Regional initiatives such as a Communications Plan, a District solid waste management website, school workshops, and region-wide user pay incentives;
- Residential programs such as backyard composting, swap boards, reuse areas, and improvements to District recycling depots/programs. ICI programs include disposal bans and a task force on waste diversion in tourist accommodations;
- The adoption of green building standards and a recycling assistance program to tackle C&D waste; and
- Continued operations and potential improvements of existing recycling and composting facilities.

While these program components are outlined in the SWMP, it is recognized that a higher degree of regional collaboration may be required to successfully implement these initiatives, specifically with regard to services such as composting, recycling, and communications/education.

The second key area targeted by the SWMP, residual waste management, is addressed through planned infrastructure and operational improvements for certain facilities. Figure 6.1, below, illustrates the future plans for operation of the SLRD residual waste disposal system upon implementation of the SWMP.



Figure 6.1: Planned Residual Waste Disposal System



6.4 Regionalization of Service Delivery

As illustrated in Figure 6.1, the Squamish Landfill would become a regional disposal facility for all communities (and First Nation reserves) in the southern areas (Pemberton Valley to Porteau Cove) upon full implementation of the SWMP. While a number of transfer stations would remain in operation, this would become the primary landfill for the southern areas. In the northern areas, the SLRD's Lillooet landfill would continue to service the District of Lillooet, Area A, and Area B.

Through discussion with the District of Squamish's Manager of Engineering and Parks, it is understood that two issues need to be resolved before the SLRD SWMP can be implemented (i.e. all southern areas to send residual waste to the Squamish landfill). First, the Squamish landfill needs to meet modern-day environmental standards, and requirements set out by the Ministry of Environment. Detailed design is



currently underway to put in required environmental controls and upgrades, and it is expected that these upgrades will be completed within 2011. Second, expanded capacity is required to receive solid waste from all of the southern areas. A short-term option involves putting a liner on the existing landfill and undertaking a vertical expansion on the current site. According to the District's 2010 Comprehensive Solid Waste Strategy, this scenario provides about 15 years of capacity without Whistler's waste, and about 8 years of capacity with Whistler's waste. In the longer term, land acquisition is required adjacent to the current site to provide approximately fifty years of capacity.

In addition to the management of residual waste, there are several potential additional opportunities for the regionalization of service delivery for solid waste management. These additional opportunities primarily relate to minimizing waste generation and maximizing waste recovery through reuse, recycling and composting. On a regional basis, the SLRD's members might consider opportunities for stronger collaboration on services such as composting, recycling, and communications/education.

6.5 Key Considerations in the Regionalization of Solid Waste Management

For discussion, the following questions are posed as key considerations in the potential regionalization of solid waste management. When considering regionalization of service delivery, it is important to initially consider the service rationale and define the services to be delivered on a regional (or sub-regional) basis. However, the checklist below also identifies the key service establishment considerations related to governance and delivery of the service, service costs, and potential future differences/disputes.

Service Rationale:

- ✓ Can a solid waste management services be delivered efficiently at the regional (or sub-regional) scale?
- ✓ Is there capacity to deliver a solid waste management services at a regional (or sub-regional) scale? Who has this capacity?
- ✓ Is there a body with the necessary expertise (or ability to access the expertise) to deliver regional solid waste management services?
- ✓ Will regional solid waste management services help to fulfil regional ambitions and achieve broad public benefit?
- ✓ Is there a shared regional vision for solid waste management services or components of the solid waste management function?
- ✓ Do the potential solid waste management service benefits and costs extend beyond a single jurisdiction?



Defining the Service:

- ✓ What are the proposed solid waste management services? Do they have a clear purpose that is well understood by all participants?
- ✓ What is the range of activities for the proposed services?
- ✓ What is the service area?
- ✓ What are the goals of the services? Are they specific and measurable?
- ✓ Can progress towards these goals be measured on a regular basis?
- ✓ Is there a clear understanding of the anticipated (and potential) outcomes of the service?

Governance and Delivery of the Service:

- ✓ How should the proposed solid waste management services be delivered? Who should deliver the service?
- ✓ How should the services be governed?
- ✓ Are there potential conflicts or overlaps with existing services?
- ✓ What is the start-up plan or transition plan for the services?
- ✓ Is there broad and sufficient support among elected officials for the proposed services?
- ✓ Is there an identified method for gathering elector support throughout the region for the services?

Service Costs:

- ✓ Is there a five year financial plan for the proposed solid waste management service?
- ✓ Is there agreement on a way to fund and allocate service costs?
- ✓ Is there agreement on a way to contain costs?

Addressing Future Differences or Disputes:

- ✓ Is there agreement on a process through which to review key aspects of the solid waste management service (including the continuing need for the service)?
- ✓ Have service withdrawal provisions been clearly laid out?



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APPENDIX A

OVERVIEW OF CURRENT SLRD 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. Sub-regional and local area services.

Service functions and participants are summarized below.

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.

SLRD 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 below.

SLRD 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					•	•	•	•

Sub-Regional and Local Area Services:

Sub-regional services are typically provided to one or more full electoral areas and adjacent municipalities (or municipality). Local area services are provided to specified areas. The SLRD operates, funds, or partially funds the services identified below.

As shown below, most sub-regional service arrangements (or in some cases, services provided to one electoral area) are for services such as: rescue services; 911; recreation; economic development; libraries; cemeteries, and museums/heritage facilities. As shown in the subsequent figure, specified areas are used for services such as: fire protection, street lighting, refuse collection, TV Rebroadcasting, recreation facilities, dyking, water, and sewer.

SLRD 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					•			



Function	DofS	RMOW	DofL	VofP	Area A	Area B	Area C	Area D
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				•			•	

SLRD Local Area Services (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						•		



Function	DofS	RMOW	DofL	VofP	Area A	Area B	Area C	Area D
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								•



APPENDIX B

CURRENT SOLID WASTE MANAGEMENT FACILITIES



Lillooet Landfill

The Lillooet Landfill, owned by the SLRD, serves residents of the District of Lillooet and Electoral Areas A and B and is operated by a private contractor. Residents are provided with residential curbside garbage collection, and the Lillooet Landfill contains a recycling program and reuse area for salvageable materials available to the public. In recent years, the landfill has experienced increasing use by First Nations communities in the area which have on-reserve disposal sites that are reaching capacity.

Gold Bridge, Bralorne and Area

The Gold Bridge Transfer Station is managed by the SLRD and operated under contract by a private company. The transfer station receives small loads of residential and commercial waste from primarily Electoral Area A residents, which is then transported to the Lillooet Landfill. The transfer station accepts some recyclables, and also accepts and stores salvageable items for reuse.

Devine/D'Arcy/Birken

The Devine Transfer Station receives solid waste from Electoral Area C including residents living in the communities of Devine, D'Arcy, and Birken. The transfer station is administered by the SLRD and operated under contract by a private company Carney's Waste Systems. Only residential waste loads are accepted, which is then transported to Whistler. A local resident runs a small-scale recyclables collection service at the Devine Transfer Station, which is provided free of charge to local residents.

Pemberton

The SLRD administers the Pemberton Transfer Station and recycling depot located in the Pemberton Industrial Park. The transfer station also contains a Reuse Area which accepts and stores salvageable goods, and a facility that accepts certain hazardous materials from residents free of charge. The Pemberton Transfer Station is operated under contract by Carney's Waste Systems.

Currently Pemberton does not have any municipal garbage collection or recycling pick-up service. However, residents are able to contract out private collection service.



Britannia Beach

The SLRD provides the unstaffed Britannia Beach Transfer Station for local residents to dispose their waste and recyclables. The depot is serviced under contract by Carney's Waste Systems.

Furry Creek

The SLRD provides residents with an unstaffed transfer station in Furry Creek for residents to dispose their waste and recyclables. The depot is serviced under contract by Carney's Waste Systems.

Anderson Lake

There is a transfer facility at Anderson Lake that is owned and operated by the N'Quatqua Band. The waste collected at the facility is transported to the Whistler Transfer Station and the Squamish Landfill.

Squamish

The Squamish Landfill, located in the Brackendale neighborhood, is owned by the District of Squamish and operated under contract by Carney's Waste Systems. The Landfill serves primarily the District of Squamish, and the communities of Furry Creek, Britannia Beach, Pemberton, and the Village of Lions Bay. Three unstaffed recycling drop-off facilities are available for residents and businesses, as well as the Squamish Recycle Center located in the Squamish Industrial Park. The District of Squamish contracts out its garbage collection, providing residents with bi-weekly curbside residential garbage and recycling pick-up services.

Whistler

Residents can bring their garbage and recyclables to the unstaffed depots in Nesters and Function Junction, which are both managed by Carney's Waste Systems on behalf of the RMOW. The Resort Municipality of Whistler (RMOW) does not provide curbside residential garbage pick up due to problems with wildlife. For recycling, most businesses, multi-family dwellings and tourist accommodations in Whistler have privately operated on-site recycling collection.

In preparation for the 2010 Olympic Winter Games, Whistler's municipal landfill and transfer station were closed in 2007. A new transfer station and composting facility was constructed 15km south on the Callaghan Valley Road to replace these closed facilities. The Whistler Waste Transfer Station currently receives waste from the communities of Whistler, Pine Crest / Black Tusk,



Anderson Lake, and D'Arcy / Devine. Currently, the waste discharged at the transfer station is sent to the Roosevelt Landfill in Washington State, which is a privately owned by Rabanco Services. Once the Squamish Landfill receives an operational certificate from the Ministry of Environment, Whistler will direct its waste to the Squamish Landfill.

Pine Crest/Black Tusk

The corporate owners of the Pine Crest and Black Tusk communities in Electoral Area D provide the residential areas with recycling collection services.

First Nations Landfills

Under federal regulations, First Nations are responsible for providing their own waste management systems. In the SLRD, some First Nations communities have their own on-site landfills, while others contract out collection/disposal services or self-haul to other facilities. According to the SLRD Solid Waste Management Plan, some of the on-reserve facilities are slated to close in the near future and there may be opportunities for First Nations communities to use local government facilities within the region.