



## DIAGNOSTIC GOVERNANCE & SERVICE DELIVERY STUDY

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### *Appendix H: Consultants' Proposal*

March 21, 2016

Central Coast Regional District  
PO Box 186  
Bella Coola, BC, V0T 1C0

**ATTENTION: DARLA BLAKE, CHIEF ADMINISTRATIVE OFFICER**

Dear Ms. Blake:

**RE: DIAGNOSTIC GOVERNANCE AND SERVICE DELIVERY STUDY**


Thank you for the opportunity to submit a proposal for the Diagnostic Governance and Service Delivery Study for the Central Coast Regional District (CCRD). Our consulting team of Sherry Hurst of Leftside Partners Inc., Sarah Morden of Defero-West Consulting, and Allan Neilson of Neilson-Welch Consulting Inc. is uniquely qualified and eager to work together with the CCRD to achieve the Regional District's study objectives.

The attached package includes a 10-page proposal, a profile of the consulting team members, references, two sample Fact Sheets from previous governance studies, and the curricula vitae of each of the three project team members. I am the primary project contact, and can be reached at 250-516-0748.

We thank you in advance for your consideration, and appreciate the opportunity to work together with the CCRD. Please feel free to contact me directly if you have any questions or comments, or if you require any further information.

Sincerely,

**LEFTSIDE PARTNERS INC.**



Sherry Hurst, M.Pl., RPP, MCIP  
Principal

## PROJECT UNDERSTANDING

The Central Coast Regional District has identified four themes to focus a Diagnostic Governance and Service Delivery Study – service delivery, organization and cost recovery; Electoral Area governance and structure; local governance and service relationships; and access to infrastructure and other grant funding. To address these themes, and to engage the public in identifying issues, requires an understanding of how local government services are delivered, decisions made, and costs recovered. While this knowledge is fundamental to making informed decisions about governance, local governance and services can be challenging to discuss, complex to understand and even trickier to engage residents on through dialogue.

Fostering a broad understanding of what the Regional District does and how it works is one of the challenges faced by the Central Coast Regional District. The Region includes a collection of dispersed communities, including Bella Coola Valley, Hagensborg, Denny Island, Ocean Falls, Bella Bella and Oweekeno. The Regional District provides several services, but others, such as water, are provided through systems and that are neither owned nor operated by the Regional District. Several services in the Region are provided by improvement districts or First Nations communities. Other services, such as recreation, are provided by the CCRD, but are governed using commissions that provide more local control over aspects of the service.

The range of service providers and governing bodies can make it difficult for residents to determine who is responsible for what service, what cooperation exists, and whether there are other approaches to service delivery, long-term planning, community input and cost recovery that might make sense for the broader community, Electoral Area or Region. Although the consultants will diagnose the service delivery and governance issues as part of this study, it is also an opportunity to share information about the services, governance structure, funding and existing relationships with residents. The information will provide residents with the foundations and tools to assess the strengths and limitations of the existing governance, delivery, coordination and funding of those services.

Clear communication can be key to understanding what the Regional District does (and just as important – what it does not do), and how services are delivered and funded. It can clarify not only who does what, why, and at what cost, but also spark ideas for cooperation, efficiencies and governance solutions that make sense for the community.

An understanding of how services are delivered and paid for, and what cooperation exists between providers is not the only piece of the puzzle that will help residents and the Region illuminate existing issues and potential solutions. Information regarding governance and administration issues such as how the regional district governance system works (population, representation and voting strength), taxation and revenue

options, access and opportunities for grants (basic grants, gas tax and other funds), as well the options that exist for restructuring, and the considerations and impacts of drawing (and redrawing) electoral area boundaries can help residents appreciate the context and limitations of the current structure, and identify concerns. A summary of the different jurisdictions and the relationships among them may also be helpful. While overwhelming as broader topics, distilling the issues down to brief, focused, readable Fact Sheets (see below) on each subject can assist residents in understanding the framework that exists, and make informed opinions about options to proceed.

To achieve the aims of this study requires an understanding of services, governance, and provincial policy, combined with excellent written communication and public engagement skills. The ability to take something as complex as governance and condense it to its most salient points is key to fostering understanding, demystifying governance, and making options clear to residents. Leftside Partners Inc. has assembled a team that excels at exactly that – taking the challenging topics of service delivery and governance, and making them understandable to the general public, and engaging residents in a dialogue about the future of service delivery and governance in their communities. This proposal details a workplan intended to achieve the Regional District’s objectives, based on our understanding of the scope of work as expressed in the *Request for Proposals* and *Terms of Reference*, and through conversations with the Regional District and the Ministry of Community, Sport and Cultural Development.

Some of the key aspects to the delivery of this study include the following:

- an appreciation of the service and governance challenges the Region faces given the discrepancy between the number of taxpayers vs. residents and voters;
- an engagement process that considers the dispersed nature of the population, the multiple communities encompassed by its boundary, including First Nations;
- a knowledge of the funding mechanisms and opportunities for regional districts, as well as improvement districts and First Nations;
- a knowledge of the local government structure options;
- an appreciation of the challenges of having multiple service providers, including the CCRD, improvement districts and First Nations, and the relationship and cooperation between those providers;
- an engagement process that employs multiple approaches, to provide different ways for residents to participate and considers the lack of computer access in some communities;
- an understanding of committees, commissions, and the spectrum of authority that can be delegated by local governments to various bodies;
- an appreciation of the impacts of drawing and redrawing boundaries; and

- an understanding of the impacts of changes to governance on residents, including cost implications, as well as impacts on opportunities for public engagement and participation.

## WORK PLAN

The following work program reflects our team’s experience in governance studies and public engagement, and is intended to respond to the Regional District’s needs. It is anticipated that the engagement process in particular would be reviewed together with the CCRD to ensure the approach best meets the Region’s objectives.

### 1. Project Initiation

At the outset of the project, the consulting team will meet with the Regional District staff to whom our team reports. The team will review the proposed work program together with the Region’s staff to ensure that the approach meets their objectives. The consultants will seek the Region’s assistance in identifying key stakeholders, and will begin to build a list of contacts that can be used throughout the course of the study.

While our team is in the Region, the consultants will meet with and interview CCRD staff contacts to help identify and gather the information required for the study, including the background needed to prepare the Fact Sheets (see step 2) on the range of services provided within the CCRD. Some of the materials are already available online through the CCRD website, including the financial plan and some establishing bylaws for various services and commissions. However, in most cases additional information will need to be collected, and staff interviewed to thoroughly understand the nature of each service, and the various committees, commissions involved in service governance or delivery. The consultants will also tour the area to become familiar with the communities of Bella Coola, Nuxalk First Nation lands and Hagensborg.

The engagement strategy will be discussed with CCRD staff to ensure the proposed approaches can be implemented, and sort out technical details of creating a project webpage for posting of all study-related information. It will be important to establish an early online presence to generate awareness and build interest. As the study progresses, the webpage will be the key portal for all stages of the study, including the Fact Sheets, preliminary report, survey links, survey and community input results, press releases and final report. Input on key stakeholders will also be sought from staff to build the list of contacts.

### 2. Research and Fact Sheet Preparation

The consultants will conduct research into each service provided by the CCRD to residents, and prepare two series of “Fact Sheets” – a *Service Series* and *Regional Series*.

The development of service Fact Sheets is a proven approach that has been used on multiple governance studies where there is a need to provide concise factual information on various services, and ultimately, to compare the implications of various changes in governance. The Province has supported this approach in past governance studies that it has initiated and funded, and it has proven an effective way of breaking down the broad topics of servicing and governance into digestible pieces. Fact Sheets are generally between two and four pages in length, and address a number of key questions for each service: what the service is, who makes decisions regarding the service, who delivers the service, where it is provided, and how it is delivered and paid for (both in total amount and cost to a typical residence). Given the different providers in the CCRD context, and multiple jurisdictions, the Fact Sheets will also address how that service is coordinated with other providers of the same service, and the relationship or level of cooperation. A sample of some Fact Sheets used for a previous governance study are shown in Figure 1, and an example is included in Appendix A attached to this proposal.

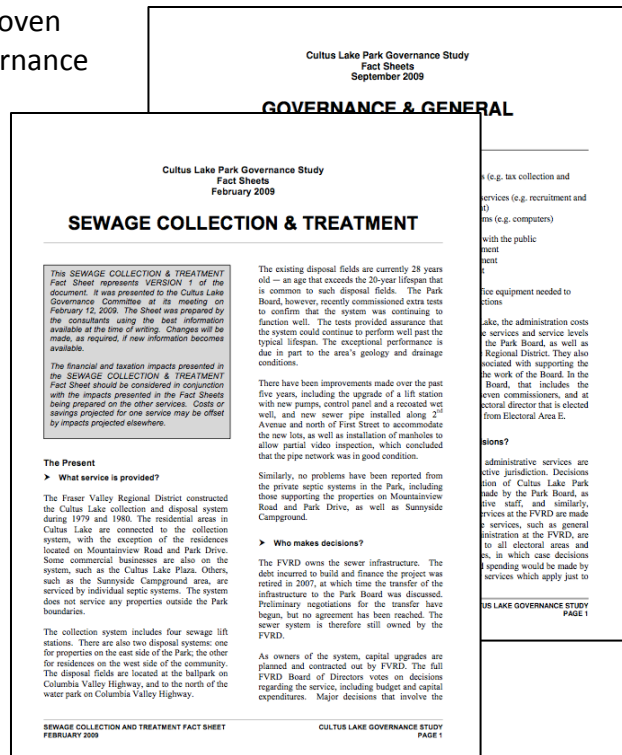


Figure 1: Sample Service Fact Sheets

The proposed *Service Series* of Fact Sheets will be prepared to detail each service, or in some cases, group of services provided in the Region. The full list of services is expected to include water, fire protection and emergency services, solid waste, planning and economic development, general administration, parks and recreation, airport, roads and transportation (ferries, roads and transit), wastewater and library. Some topics, due to their relevance for the community, may warrant their own Fact Sheets whereas others could be lumped together (e.g. flood protection could be part of emergency services, or could have its own Fact Sheet). The exact number of Fact Sheets will be determined together with the Regional District.

In addition to the *Service Series*, a second *Regional Series* of Fact Sheets will also be completed to address questions of electoral area governance, structure and finance. Proposed topics include:

- **Regional District Governance** – an overview explaining the details of how representation from electoral areas works and weighted voting.

- **Regional Revenues** – referencing how the Region has the ability to raise revenues – primarily through property taxation (what options are available, and who pays, and significance of service areas and assessed values), but also through fees and charges, agreements and grant revenues.
- **Regional Grants** – a discussion of revenue sharing between province and regional districts, including regional district grants, gas tax and other grant opportunities, including the significance of population and other factors in securing grants.
- **Regional Boundaries** – provides an overview of the history specifically of the CCRD, and the drawing of the current electoral area boundaries, as well as rationale for how boundaries are drawn, including the significance of population, communities, and service areas.
- **Regional Restructure** – reference the spectrum of options that exist, including everything from local community commissions to incorporation, as well as provincial perspectives, and factors that are considered in restructure decisions.
- **Regional Cooperation** – reference to the multiple jurisdictions involved in service delivery in the Region, and the relationships and level of cooperation, service arrangements, agreements between them, as well as less formal approaches and opportunities for collaboration and communication.

The exact topics for the *Regional Series* Fact Sheets will be determined together with the CCRD to ensure all issues of concern and relevance are covered. Fact Sheets will be forwarded to the CCRD for review, with revisions made based on feedback. Once finalized, the Fact Sheets will be posted on the project webpage. In addition, some hard copies can be available in strategic locations within the individual communities to encourage interest from residents.

As part of the research process, the consultants will need to contact First Nations (Nuxalk, Heiltsuk and Wuikinuxv Nations), Improvement Districts, the Province (Ministry of Community, Sport and Cultural Development, Ministry of Transportation and Infrastructure), and other agencies involved in service delivery in the Region, such as Northern Development Initiative Trust, Vancouver Island Public Library, Vancouver Coastal Health Authority and BC Transit. During this phase, the consultants will also collect and prepare information on the population, demographics, housing and economics of the area as a community profile component of the final report. Given the limitations of the census and other data available in the Region, the consultants may identify information gaps and propose independent research to develop key statistics or information that would be benefit the Region. Any proposals for independent research would be separate from this exercise, and could be combined in a subsequent phase of this project, or as a separate stand-alone project.

The collection of both series of Fact Sheets will be submitted to CCRD with a brief summary referencing the current state of the four themes — service delivery, electoral area governance and structure, local governance and service relationships, and access to infrastructure and other grant funding. Together they will comprise the preliminary governance report in an accessible format, and will lay the foundation for the public and stakeholder engagement process. The factual nature of the information is intended to remove some of the judgments about issues such as community trust, and impacts on services or cooperation. These issues are best identified initially by the community rather than the consultant, and will be illuminated through the public engagement process and identified, if present, in the final report.

Due to the nature of this stage – the intensive research involved, as well as to enable review by the RDOS and Governance Study Committee, this process will take the longest of all the phases of the study.

### **3. Survey Preparation and Review**

As the Fact Sheet process is completed, the team will prepare a draft online survey for review by the CCRD. The survey will solicit feedback from residents regarding their attitudes toward service delivery and governance and provide an opportunity to identify issues, note concerns or positive aspects of the current system, and express opinions on what changes (if any) they would like to see in the future. The results will enhance the consultants' and Regional District's understanding of the public perceptions, and assist in identifying issues and options for subsequent phases of the study. An online survey is one way to reach a greater audience, given the dispersed and rural nature of the communities within the CCRD, and difficulty for some in attending local community meetings. The survey must also be available in hard copy for those who are not inclined to use a computer to express their opinions. The survey will be administered and data received and stored through CivicInfo BC, a highly trusted and reputable non-profit service organization supporting BC's local government sector. All work required of CivicInfo BC for the purposes of this project will be assigned under the guidance of Executive Director Todd Pugh. Tasks will be limited to database set-up, administrative & technical support and hosting of all survey related data. All of CivicInfo's data is hosted in Canada, which is an important consideration with respect to Canadian privacy of information laws. The survey will be launched after the Fact Sheets are all prepared and available for review by residents.

### **4. Newsletter Preparation and Review**

As a second approach to reaching residents, in addition to posting the Fact Sheets and survey link online, a newsletter will be prepared and mailed (hardcopy) to residents and key stakeholder contacts. The newsletter will briefly highlight some of the work of the Study, encourage residents to review information posted on the webpage and



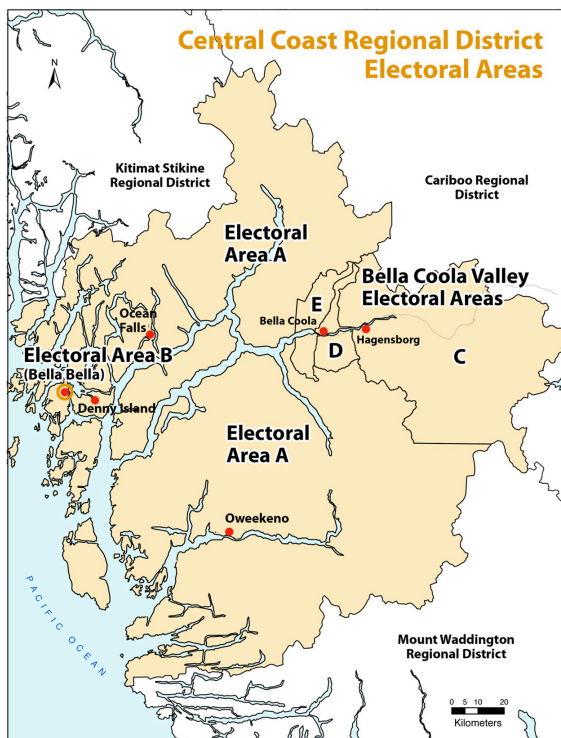
undertake the survey and/or attend the Governance Forums to provide feedback. The newsletter will also encourage residents to visit the webpage throughout the process to review survey results and access the final report, when available. The newsletter will be used in combination with press releases to local publications such the *Coast Mountain News*, to publicize the study and promote the opportunities for learning and input. A draft of the newsletter content will be shared and reviewed with the CCRD, and the mailout will coincide with the survey launch.

## 5. Survey Launch

Once all the Fact Sheets have been revised and posted to the project webpage, the survey will be launched, newsletter mailed out and press release sent to local media. Dates will be set for the Governance Forums and referenced in the newsletter, press release and on the webpage. The survey will remain active throughout the Governance Forums, and for a few weeks following the forums.

## 6. Governance Forums

It is proposed that three Governance Forums be held – one in each of the communities of Bella Coola Valley (to reach Electoral Areas C, D and E), Denny Island (Area A) and Bella Bella (Area B). The location and exact format of the meetings will be refined based on discussions from the CCRD. The Governance Forums will encourage residents to learn about governance in their community, and participate in roundtable “idea exchanges” or discussion tables to share their ideas and comments about governance, service delivery, and what is working and what is not within the local government context. Overall, it is intended as an opportunity to provide direction and “guide governance in your community.” The forums will be designed to include a broad range of participants by combining an open house format with some facilitated idea exchange roundtables. The open house is intended to attract those with only a brief amount of time to spend, whereas the roundtables are designed to foster community dialogue with residents who are able and interested to spend more time pursuing in-depth discussions.



The open house format will enable citizens to either independently review the presentation materials, or be guided through by one of the consultant team members.

Team members will answer questions and make detailed notes of the comments received, and a power-point presentation will run throughout the open house. Feedback will be sought and enabled through a variety of methods, including opportunities to write short notes with issues, concerns or accolades about the current framework, or to express hopes for future changes. The notes will be posted for others to observe and build upon. The idea exchange will be more formal roundtable discussions with a facilitator at each table to guide the exchange and record the ideas shared. Discussions will be kept to a relatively short time frame (15 minutes) for each topic or question, enabling residents to stay for just one or two topics, or for the duration of the event. Hard copies of the survey will also be available for residents to fill out or take home, or the survey can be filled out online at the event on laptops. Residents can choose to provide contact information to build the stakeholder list. Forum materials will be posted on the project website for those not able to attend the open house.

The forums are proposed for weekday evenings, or potentially weekend afternoons, but timing and exact dates will be confirmed with the CCRD. The forums will include refreshments (desserts, coffee and tea) to encourage attendance.

A thorough notification process is an important element to the success of the forums. Key locations, publications and opportunities to promote and publicize the forums will be confirmed and refined with the CCRD, but will include press release, email invitations with the project stakeholder list, use of the CCRD website, and the direct mailout of the newsletter. The forum locations should be easily accessible.

## **7. Compile and Analyze Community Feedback**

At the conclusion of the Governance Forums, and the closing of the online survey, the consultants will compile the feedback received and summarize it in a report for the CCRD together with the survey results. Once reviewed by the CCRD, the summary will be posted to the website so residents can see that their input was recorded, and can review the results of the survey.

## **8. Final Report**

Based upon the feedback from the Governance Forums, the consultants will prepare a final governance report. That report will summarize the current state findings, and include a community profile, the public engagement results, and an analysis of issues and options that emerge as a result of the study process. The report will identify topics or information gaps that may require further study.

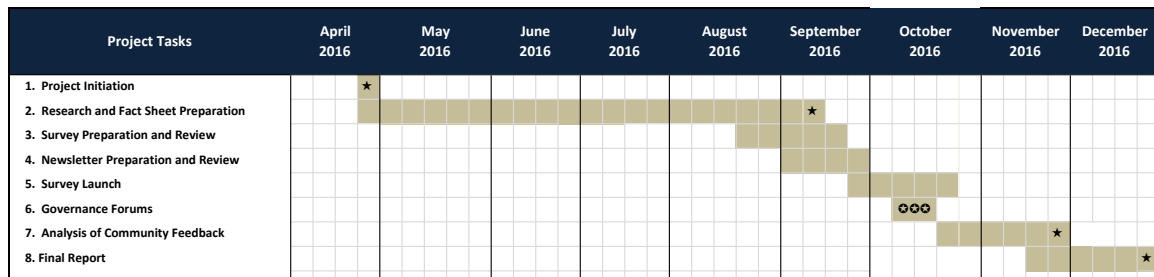
## PROJECT SCHEDULE & BUDGET

### Schedule

As noted above, the consultants anticipate that the project would unfold through eight steps. The project will be approximately a nine-month process. The full timeline of nine months is required due to the number of services, the complexities of governance, and the need to provide thoughtful and meaningful engagement of residents through a variety of methods. Consistent with the Request for Proposals, it is expected that the study would commence in April, and be completed by the end of December, 2016.

Figure 2 provides the breakdown of the anticipated timeline for the project.

**Figure 2: Project Schedule**



### Budget

Based on the approach outlined above, the study can be completed within the stated budget of \$50,000, including disbursements. A budget of \$48,500 budget is proposed, and reflects the hourly rates shown below:

Sherry Hurst	\$140
Sarah Morden	\$120
Allan Neilson	\$200

The budget below includes estimated travel and accommodation costs and Governance Forum materials as disbursements. No allowance has been included for fees for booking the meeting space and refreshments for the Governance Forum meetings, or the cost of the one proposed newsletter mailout to residents. The budget does not include GST.

Figure 3 provides a breakdown of the budget.

**Figure 3: Project Budget**

Project Phase	Professional Fees	Disbursements	Total
1. Project Initiation*	\$4,200	\$1,700	\$5,900
2. Research and Fact Sheet Preparation	\$23,100	\$0	\$23,100
3. Survey Preparation and Review	\$1,500	\$0	\$1,500
4. Newsletter Preparation and Review	\$600	\$0	\$600
5. Survey Launch	\$1,500	\$0	\$1,500
6. Governance Forums**	\$7,600	\$3,800	\$11,400
7. Analysis of Community Feedback	\$1,000	\$0	\$1,000
8. Final Report	\$3,500	\$0	\$3,500
<b>TOTAL</b>	<b>\$43,000</b>	<b>\$5,500</b>	<b>\$48,500</b>

\* includes flights, two nights hotel and car rental for 2 team members

\*\* includes flights, two nights hotel, charter to Bella Bella for 3 team members and forum printing/materials

## CONSULTING TEAM

The following three team members will be completing the work detailed within the proposal. Identified key project team members shall only be replaced as required and written notification provided to the Project contact. Please note that although the team includes three separate consulting firms, the firms have a strong history of collaboration on projects across the province.

### **Sherry Hurst, M.Pl., RPP, MCIP**

**Leftside Partners Inc.**

*Project Manager*

Sherry Hurst is a planner and local government consultant with Leftside Partners Inc. based in Victoria. Sherry has been advising local governments on governance, planning and service delivery for 18 years, and has worked on several similar governance projects as well as service reviews involving local and regional service delivery, governance and finance.

Sherry has years of experience examining governance issues for local government clients in BC, including exploring options for several unique situations. Currently Sherry is leading a team examining governance options in an electoral area in the Regional District of Okanagan-Similkameen. That electoral area includes an area that has been interested for years in incorporation, as well as a ski resort community and other rural communities that are widely dispersed and receive different services and service levels. That area also involves multiple service providers, including 7 different improvement districts, private utilities, and 1 First Nation. Another recent project involved exploring governance options to establish a watershed-wide service that crosses the boundaries of three regional districts, and includes six municipalities and six First Nations. That project examined a variety of approaches both within the limits of the *Local Government Act*, as well as research on options that involve changes to Letters Patent to enable additional authority for service delivery on cost recovery beyond those permitted in the *Local Government Act* and *Community Charter*. She has also been involved in governance studies to help regional districts such as the Alberni Clayoquot Regional District examine the governance options for expanding services to encompass First Nations that chose to become participants in the Regional District as part of their treaty process. The report for the ACRD detailed each of the Regional District services, and considered the implications for expanding the service, including the benefits, issues, level of cooperation and cost sharing options. Sherry was also part of a team that examined service options for delivering three electoral area services for the City of Enderby and Regional District of North Okanagan, including consideration of the previously untested Section 13 of the *Community Charter*, and participated in multiple studies to consider options for governance in the unique community of Cultus Lake that was created by its own unique legislation. Sherry has also participated in governance

studies that considered the impacts of incorporation, boundary expansions and improvement district conversion.

In addition to governance studies, Sherry has been involved in many service reviews, which provide an in-depth examination of a service, and different methods of delivery, cost allocation, and governance. Sherry also has detailed knowledge of local government finance, and has assisted the Ministry in the preparation of its guides on Development Finance Tools, Parkland Acquisition Best Practices and Development Cost Charge Best Practices Guide.

Sherry will be the project manager for the project, responsible for the performance of the study, and will be involved in all aspects of the project. She will be the key point of contact for the Regional District. Sherry holds a Master of Planning degree from Queen's University, as well as a Bachelor's degree in Writing and Political Science from the University of Victoria. Prior to working for her own firm, she was a local government consultant for Urban Systems Ltd.

**Sarah Morden, BA, MPA**

**Defero-West Consulting**

*Research, Writing, and Survey Preparation*

Sarah Morden is the owner and principal of Defero-West Consulting. She holds a Master of Public Administration degree with a concentration in local government, and an Intermediate Certificate in Local Government Administration. Sarah has spent 15 years working the BC local government sector, including 3 years with CivicInfo BC as a Research Analyst; 4 years with the Town of Ladysmith as Manager of Corporate Services and nearly 8 years as an independent consultant.

Sarah's areas of expertise as a consultant include research, survey design, data analysis, corporate administration (bylaw drafting/reviews, election administration, etc.) and grant writing. She has a strong working relationship with Todd Pugh of CivicInfo BC – the two have collaborated very successfully on administering citizen surveys for both the Town of Creston and the District of Lantzville, as well as for the ongoing Area D Governance Study for the Regional District of Okanagan-Similkameen.

Besides survey research, Sarah has been involved in a number of other recent studies, including the following:

Mount Washington Fire Protection Study (2015, complete)

Role: Research / Project Coordination in collaboration with Sherry Hurst

Client: Comox Valley Regional District

Sandwick Waterworks Improvement District Conversion Study (2014, ongoing)  
Role: Research / Project Coordination in collaboration with Sherry Hurst  
Client: Comox Valley Regional District

Columbia Shuswap Water Quality Service Feasibility Study (2014)  
Role: Research Assistant  
Client: Sherry Hurst, Leftside Partners Inc.

Electoral Area Roadside Recycling Feasibility Study (2014)  
Role: Research / Project Coordination  
Client: Comox Valley Regional District

BC International Trade and Investment Attraction Division - Data Source Bank  
(2013)  
Role: Research Assistant  
Client: Krista Morten, Align Consulting

As a grant writer, Sarah has demonstrated a keen ability to distil often very technical and complex information into clear, concise and compelling funding proposals on a very broad range of subject matter - from sewer and water, to brownfield redevelopment, recreation, economic development and more. Those communities that have worked with Sarah as a Chief or Deputy Chief Election Officer know her to be exceptionally organized, detailed and composed under pressure.

Sarah's background in local government administration and corporate services, knowledge of local government legislation, and experience in survey and research makes her a valuable asset to the consulting team. She will be involved in most aspects of the project, including research, Fact Sheet preparation, community feedback analysis and preparation of the surveys. In addition, her knowledge of grants and local government funding criteria and contacts will be invaluable to the project.

#### **ALLAN NEILSON**

Allan Neilson runs Neilson-Welch Consulting Inc., a BC-based local government consultancy. Allan has considerable experience working on governance and incorporation studies in all parts of the province. Key past projects included the *Westside Governance Study* in the Central Okanagan, the *Cultus Lake Park Governance Study* in the Fraser Valley Regional District, and the *Regional District Membership Study* in Metro Vancouver. Allan has also undertaken a wide variety of regional district service reviews, all of which have required the examination of governance and structural issues, as well as extensive stakeholder consultation. Allan wrote the *Regional District Toolkit* for the Union of BC Municipalities, and co-wrote (with consultant Peter Adams) the *Guide to Regional Service Arrangements and Service Reviews*.

In addition to his extensive work as a consultant to local government, Allan has worked at senior levels within local government, including most recently during a two-year posting as the General Manager of Planning, Policy and Environment at Metro Vancouver. In that capacity, Allan was responsible for several areas of service and administration, including Electoral Areas.

As a member of the consulting team for the CCRD Governance Study headed by Leftside Partners, Allan will assist with preparation and review of the Fact Sheets, including several of the broader restructure and finance option Fact Sheets, as well as the survey. He will also help facilitate at the Governance Forums and will review the final report.



## REFERENCES

The following references are provided for each of the three key consultants:

### **Sherry Hurst:**

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Charles Hamilton

Chief Administrative Officer, Columbia Shuswap Regional District  
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### **Sarah Morden:**

James Warren

Corporate Legislative Officer, Comox Valley Regional District  
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Lou Varela

Town Manager, Town of Creston  
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### **Allan Neilson:**

Gerald Berry

Former City Manager, City of Nanaimo  
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Charles Hamilton

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## RDOS Area “D” Governance Study Fact Sheets January 2016

# WATER SERVICE

### ► What service is provided?

Although the RDOS does provide drinking water to many communities within the region, it does not provide water to any of the communities in Area “D.” What the regional district does provide is:

- debt financing for a portion of the Apex Water System; and,
- participation in the Okanagan Basin Water Board (OBWB).

### Existing Situation

Infrastructure assessments conducted in 2011 and 2015 identified a total of 15 different community water systems in Area “D” with multiple connections. These systems were provided by a variety of purveyors – Improvement or Irrigation Districts (7), privately owned utilities, and strata corporations. The connections served by each system ranges from 6 to 664. Each of these systems are managed, maintained, operated and paid for separately. None of the water purveyors have access to senior government grant funding for infrastructure, nor borrowing at the reduced local government rates through the Municipal Finance Authority.

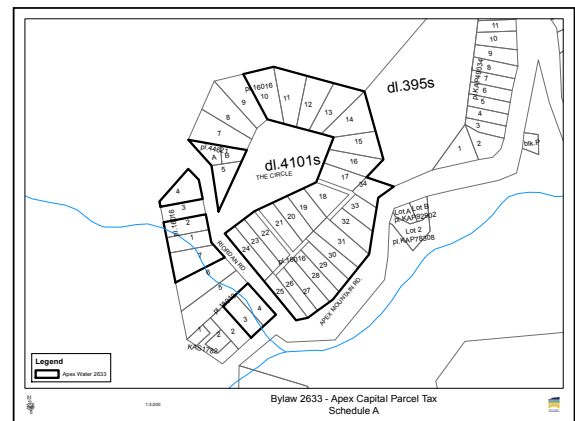
During the Official Community Plan processes, there was a desire from water purveyors to work together on common issues such as water supply, groundwater sustainability (aquifer capacity), monitoring, water conservation, infrastructure management and financing opportunities.

### Apex Circle Debt Financing

Apex Mountain Resort has a water utility that services the resort and surrounding development. A portion of that community, a 33-lot area known as Apex Circle, had its own water system built in the 1960s but joined the larger Apex utility in 2013. At that time significant upgrades were needed to connect the two systems, and borrowing

was required. The RDOS used the already established local area service area to borrow funds on behalf of the subdivision in order to facilitate the connection. Payments will be made on the loan between 2014 and 2033 (unless the debt is retired earlier) through parcel taxes on the benefitting properties shown in Figure 1.

**Figure 1: Apex Circle Debt Service Area**



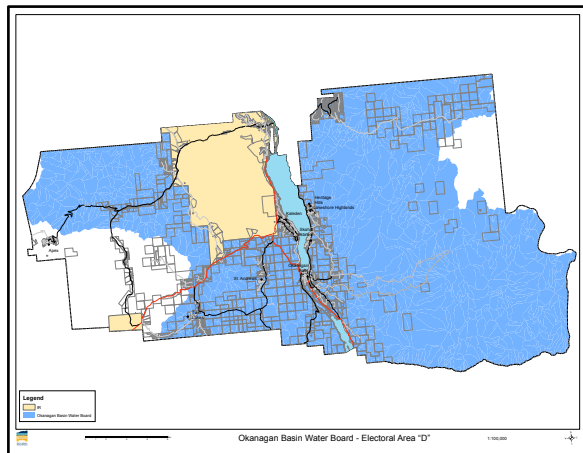
### Okanagan Basin Water Board

The RDOS is a partner in the Okanagan Basin Water Board. The OBWB was created in 1970 as a collaboration of the 3 Okanagan regional districts (North Okanagan, Central Okanagan and Okanagan-Similkameen) to provide a coordinated approach to water management and water issues that span the basin. The OBWB delivers programs and activities to promote sustainable water management, and to protect and enhance the quality of life and environment in the Okanagan Basin. OBWB promotes best water management practices by supplying science, information, grants and other incentives with a focus on projects and programs that benefit the Okanagan watershed as a whole. The Board’s 3 main programs are Water Management, Sewerage Facility grants and Eurasian Milfoil Control. The OBWB is not a

regulatory agency, and does not enact or enforce law, but it does have taxation authority.

The 3 Okanagan regional districts appoint 3 directors each, and the Board also includes representatives from the Okanagan Nation Alliance, the Water Supply Association of BC, and the Okanagan Water Stewardship Council. The Water Stewardship Council is a 28-member committee of experts and volunteers that provides technical advice to the OBWB. Within the RDOS, the areas in the Okanagan basin include the municipalities of Penticton, Summerland, Osoyoos and Oliver, as well as all of Area C, E, F, and parts of Areas A, D, G and H. Figure 2 shows the participating areas within Area “D.”

**Figure 2: OBWB Area “D” Service Area**



### ► Who makes decisions?

Decisions regarding the Apex Debt Financing Service, should changes be needed, would be made by the full Board of Directors, due to the fact that one electoral area director (i.e. the Area “D” director) cannot make decisions alone regarding a service where there is only one participating area.

Decisions regarding the operation of the OBWB and expenditure of their budget are made by the OBWB That Board includes 3 representatives from RDOS, and each board member has an equal vote on decisions (one director, one vote). On financial matters, only those representatives of the regional districts may vote. The Board also relies upon advice from the Watershed Stewardship Council. The OBWB does have taxation authority, and can

therefore determine, through approval by the OBWB, an appropriate budget and taxation rate to be recovered through the participating areas of each of the regional districts (RDNO, RDCO, RDOS). Operational procedures for the OBWB require unanimous approval by the 3 regional districts.

Decisions regarding water supply and distribution for each of the 15 individual water systems, including decisions regarding expansion, rates, operations and maintenance, are made by the improvement or irrigation district board of trustees, or by the private utilities that provide the service. Improvement and irrigation districts must follow provincial legislation (*Local Government Act*). Every improvement district is governed by a board of trustees elected by area property owners. The board of trustees makes resolutions, enacts bylaws, and assesses and collects taxes in accordance with legislation.

Private utilities are regulated through the Comptroller of Water Rights, under the *Water Utility Act* and the *Utilities Commission Act*. The Province’s Utility Regulation Section ensures that water systems are properly designed and constructed prior to the sale of lots and that utilities provide safe and adequate water service at rates that are fair, reasonable and sufficient to operate their water systems sustainably.

Both the improvement/irrigation districts and private utilities must also meet the requirements of the *Drinking Water Protection Act* as enforced by the Interior Health Authority. The Interior Health Authority requires 3 different permits to provide drinking water: Drinking Water Source Assessment, Construction Permits and Operating Permits.

### ► Who delivers the service?

As noted above, the RDOS does not operate or manage any of the water supply or distribution systems in Area “D.” Those services are delivered by 15 different private utilities, companies, and irrigation and improvement districts.

The Apex Debt Financing service involves only the collection of the parcel tax and debt payments, and does not involve any significant administration or service delivery by RDOS.

The OBWB service is delivered by OBWB staff. The Water Board has 7 staff, including an executive director, water stewardship director, operations and grants manager, communications director, and 3 milfoil control staff.

➤ **What is spent by RDOS on the service?**

In 2012 a loan authorization bylaw was passed to borrow up to \$250,000 to complete the water upgrades for the Apex Water service. The amount spent annually on the debt financing is shown in Figure 3. The amount is budgeted to remain steady in the upcoming 5 years.

The share of the OBWB budget that is apportioned to the RDOS (including the municipalities within the RDOS) is included in Figure 3. The total 2015 budget for the OBWB totalled \$3,467,216.

Service Component	Cost <sup>1</sup>
Apex Circle Debt Financing	\$5,983
Okanagan Basin Water Board <sup>2</sup>	\$739,716
<b>Total</b>	<b>\$745,699</b>

<sup>1</sup> Cost estimates are from adopted 2015 budget figures  
<sup>2</sup> This is the portion of the OBWB costs apportioned to the municipalities and electoral areas within the Basin that are part of RDOS. The overall budget and cost for the OBWB is much greater.

➤ **How are the costs recovered?**

**Apex Circle Debt Financing**

The debt payments for the Apex Circle water upgrades are recovered through a parcel tax of \$633 levied on the 33 properties within that development. At the outset of the parcel tax bylaw, residents also had the option of paying one single commuted payment of \$7,353 the end of 2013 instead of the annual parcel tax. Those who chose not to pay the lump sum will continue to pay the \$633 annual parcel tax until 2033 or the debt is retired. These costs are in addition to the cost of receiving drinking water, which are typically recovered through user fees paid to the water utility or improvement district.

**Okanagan Basin Water Board**

The properties within the Okanagan Water Basin (determined through the mapping of watersheds) pay toward the OBWB through property taxes on land and improvements. The OBWB also leverages senior government funding for its programs.

➤ **What is the cost to a typical residence?**

The cost of the Apex Circle Debt Financing service is a flat parcel tax of \$633 per residential parcel, but that tax only affects 33 properties in the Apex area.

Area “D” residents that are within the Okanagan Basin contribute property taxes to the OBWB programs and services. A residence assessed at \$325,000 in Area “D” paid approximately \$16.35 toward the OBWB, as shown in Figure 4. Those figures are in addition to whatever costs each resident has for water service (i.e. drinking water).

Service	Tax Req. <sup>1</sup>	Res. Rate	Owing <sup>2</sup>
OK Circle Debt	n/a	n/a	\$633.00
OBWB <sup>3</sup>	\$722,880	0.0503	\$16.35
<b>Total</b>			<b>\$16.35</b>

<sup>1</sup> Tax requisition amount excludes 5.25% Surveyor of Taxes fee  
<sup>2</sup> Impact is calculated on a home assessed at \$325,000  
<sup>3</sup> OBWB tax requisition amount does not include the PIB contribution

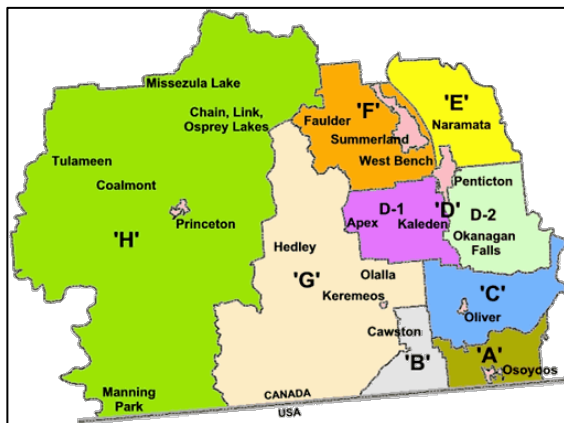


**RDOS Area “D” Governance Study  
Fact Sheets  
November 2015**

# REGIONAL DISTRICT GOVERNANCE

► **What is a regional district?**

The Regional District of Okanagan-Similkameen (RDOS) is one of 28 regional districts in BC. The boundaries of regional districts are vast – the RDOS spans 10,414 km<sup>2</sup> from the Okanagan Connector highway 97C in the north, south to the US border, stretching west from close to the Coquihalla highway 5, to well east of Skaha Lake. Regional district boundaries encompass municipalities as well as unincorporated lands, which are divided into smaller areas called electoral areas. Regional districts are modeled as a federation of municipalities and electoral areas, each of which has representation on the regional board. The RDOS encompasses 8 electoral areas and 6 municipalities.



Regional districts:

- Are the local government for rural (electoral) areas, providing them with basic local services such as community planning.
- Provide region-wide services to all electoral areas and municipalities within a region, such as solid waste management planning and emergency planning.

- Provide a framework for sub-regional or inter-municipal services to combinations of municipalities and electoral areas, such as garbage collection and animal control.

► **Who makes decisions?**

Regional districts are governed by a board consisting of two types of directors:

- **Electoral Area Directors** are elected directly by rural area voters, and serve 4-year terms.
- **Municipal Directors** are first elected to a municipal council, and are then appointed by their council to the regional district board for a term determined by their council.

The board selects its own chairperson, who has the authority to create committees to deal with issues such as planning, environmental management, and regional growth. In the RDOS the Board has established Planning & Development, Community Services, Corporate Services, Environmental Services, and Protective Services committees.

Each municipality or electoral area has a voting strength on the board based on population. In the RDOS, each jurisdiction has one vote for every 1,800 residents. The voting strength is then divided by 5 to determine the number of directors that sit on the board from each jurisdiction. The RDOS Board consists of 18 directors – one from each of the 8 electoral areas and one from each of the municipalities, with the exception of the City of Penticton, which appoints 4 directors, and the District of Summerland, which appoints 2.

The population of Area “D” was 7,384 in 2011, resulting in 5 votes – more than any of the other electoral areas or municipalities, with the exception of Penticton (19) and Summerland (7).

Some decisions are made by the entire board of directors, and others are made only by the directors from the areas participating in the service. There are two types of votes at the board:

- **Corporate votes**, in which all directors vote. Some of these votes are unweighted (1 director, 1 vote), such as for establishing new services, or regulatory bylaws. Weighted corporate votes are used for money matters, such as the financial plan, borrowing or buying property.
- **Stakeholder votes**, in which only those directors participating in a service are entitled to vote. Weighted votes (by population) are used. These votes are for the operations of existing services. If there is only one participating area, the entire board will vote on the service.

➤ **What services does a regional district provide?**

Regional districts can provide a broad range of services. With the exception of a few provincially mandated services, the services are determined by the regional board, with the support of residents. Because the board only provides services that their members, or residents, agree the regional district should provide, the menu of services varies by regional district, and can be different within each electoral area or community.

Some services, such as street lighting, may be provided to a portion of an electoral area, or to a combination of electoral areas and municipalities (such as the operation of the Campbell Mountain landfill). Regional services are those that are provided to all member municipalities and electoral areas, such as solid waste management planning.

Services are established to respond to needs identified by the board, electoral area directors, member municipalities, staff or residents. A proposed service must go through a process to determine its feasibility, including scope, cost, and delivery options. If deemed feasible, a service establishing bylaw must receive support from the regional district board. Ultimately the bylaw must also be approved by the province's Inspector of Municipalities, and supported by the residents that will participate in and pay for the service. Support can be demonstrated through a petition, alternative-approval process, referendum, or approval by a Council or electoral area director on behalf of residents of that jurisdiction.

➤ **What services does a regional district NOT provide?**

The provincial government provides some services to rural areas, including roads and policing. These services are not the responsibility of the regional district and they do not have control over how they are provided.

Just because the regional district *can* provide a service, does not mean that they *do*. There are many organizations that provide services. For instance, water service may be provided to a community privately, or through an Improvement District independent of the regional district. In Area "D" there are 6 improvement districts providing water, as well as private utilities such as the Lakeshore Highlands Water Utility and St. Andrews Utility Inc.

➤ **How do regional districts pay for services?**

Unlike a municipality, which has the flexibility to allocate "general revenues" to its services, each service provided by the regional district is budgeted for separately. Costs are recovered by billing those who benefit from the service. The expense of providing a service must be covered by revenue generated for that same service; one service cannot subsidize another. Taxes raised for a fire protection service must fund the fire department and no unrelated activity.

Regional districts raise funds primarily through property taxation – parcel taxes (a set amount per parcel, land area, or metre of frontage), or property taxes that are based on the assessed value of the property (land, improvements, or land and improvements combined). Tax bills reference the services, or group of services received, and the associated tax rates.

Regional districts also generate revenues from user fees and charges, such as dog licenses, garbage collection fees, recreation fees and provincial or federal government grants. Some services, such as garbage collection, are recovered fully through user fees, and do not require any taxation.

In electoral areas, the Province collects property taxes. Within municipal boundaries, property taxes are paid to the municipality. The Province and municipalities then transfer funds to the regional districts to cover the cost of local, sub-regional and regional services that the regional districts provide.

**EXPERTISE**

- Development and Infrastructure Finance
- Policy, Governance and Service Delivery
- Land Use Planning
- Land and Economic Development

**EDUCATION**

**Masters of Planning (M.Pl.)**

School of Urban and Regional Planning  
Queen's University

**Bachelor of Arts (B.A.)**

Writing and Political Science, Honours  
University of Victoria

**PROFESSIONAL AFFILIATIONS**

Member and Registered Professional Planner – Canadian Institute of Planners  
Certified Member – Planning Institute of British Columbia

**EMPLOYMENT BACKGROUND**

2005 – present Planner and Local Government Consultant, Leftside Partners Inc., Victoria BC

2001 – 2005 Planner, Urban Systems Ltd., Vancouver BC

1999 – 2001 Land Development Consultant, Royal LePage Advisors, Toronto ON

1997 – 1999 Real Estate Analyst, The Morassutti Group, Toronto ON

1996 Junior Planner, Borough of East York, East York ON

**REPRESENTATIVE PROJECT EXPERIENCE**

**Policy, Governance and Service Delivery**

- **Regional District of Okanagan-Similkameen – Area D Governance Study**  
Undertaking study to examine how services are provided within Area D, and consider whether other models or changes would better respond to local service needs, allow for efficiencies, and if desired, empower local communities with greater control or voice in service delivery. The study was led by a volunteer committee, and involved extensive public engagement through governance forums, surveys, newsletters and service fact sheets.
- **Comox Valley Regional District – Mount Washington Fire Service Feasibility**  
Worked on a study to determine the feasibility of establishing a fire service for the Mount Washington community, including recommendations on the approach, preliminary costs, and approval process.
- **Columbia Shuswap Regional District – Multi-Regional Shuswap Watershed Water Quality Monitoring Service**  
Undertook a study to determine the feasibility of establishing a service to monitor and examine water quality issues based on watershed boundaries that encompassed portions of three regional districts, six municipalities and six First Nations. Researched and assessed options on governance, service delivery and cost sharing, and made recommendations. Prepared draft establishing bylaw. The study resulted in the establishment of a new service.

- **Comox Valley Regional District – Sandwick Waterworks Conversion Review**  
Worked on the conversion review study and process to determine the current situation, challenges, options and implications for dissolving the Sandwick Waterworks District and creating a service under the Comox Valley Regional District, and addressing the portion of the system not included within the City of Courtenay’s boundary extension.
- **City of Campbell River – Phase 1 Boundary Extension Analysis**  
Prepared preliminary analysis of the implications of a boundary extension, including the financial impacts and service implications.
- **Village of Cumberland – Engineering Service Review**  
Conducted a review of the engineering service at the Village, and how it is delivered. The review involved interviewing staff to identify concerns and explored the benefits and implications of different approaches to engineering service delivery. The report identified concerns, examined options and offered recommendations.
- **Regional District of Central Okanagan – Dog Control Service Review**  
Conducted a review of the Regional District’s dog control service, including an examination of the service, research into best practices and alternate delivery models, financial implications, and recommendations for a redesigned service.
- **Alberni Clayoquot Regional District – First Nations Participation in Regional District Services**  
Prepared a paper and presentation identifying potential Regional District services in which the Huu-ay-aht First Nation and Yuu-tluth-aht First Nation may want to participate, in response to the First Nation governments providing notice of their intention to become full members of the ACRD, as per the terms of the Maa-Nulth First Nations Final Treaty Agreement. In addition to examining the benefits and challenges to participation by the First Nations in a variety of services, the report evaluated and proposed appropriate cost-sharing arrangements for the services.
- **Regional District of Fraser-Fort George – Library Service Cost Sharing**  
Assisted in the preparation of a discussion paper regarding the variety of approaches to cost sharing in the City of Prince George’s library service, including an evaluation of the different bases for contributions such as usage, circulation, population, assessment; review of other existing cost-sharing arrangements; consideration of issues such as capital costs, proximity to services, disparate service levels; and exploration of alternative service delivery models.
- **Resort Municipality of Whistler – Boundary Adjustment Analysis**  
Prepared preliminary analysis of the implications of a boundary extension, including an examination of the services and financial responsibilities that would transfer to Whistler.
- **Resort Municipality of Whistler – Organizational Assessment**  
Assisted in a high-level organizational assessment examining staffing levels and organization of staffing resources given the anticipated trends and challenges for the municipality and resort community.
- **Columbia Shuswap Regional District – Planning Department Review**  
Prepared a report evaluating the existing organizational structure of the Development Services Department, and recommended a new structure for the department.



- **Regional District of North Okanagan & City of Enderby – Electoral Area F Services Review**  
Assisted in the preparation of a report on the options for delivering three electoral area services including using the previously untested Section 13 of the *Community Charter*. Prepared the bylaws to implement the option selected by the Region.
- **Islands Trust – Governance Review Report**  
Prepared a report regarding representation of the Islands Trust Council and Local Trust Committees, as well as coordination with Regional Districts. The report identified concerns with the structure and options for change, to facilitate a request for legislative changes from the Province. Prepared materials and survey for the public input process.
- **Cultus Lake Governance Committee – Boundary Extension**  
Prepared the detailed financial analysis of the implications of extending the boundaries of the City of Chilliwack to encompass the Cultus Lake area.
- **City of Chilliwack (joint committee) – Cultus Lake Financial Sustainability and Governance Alternatives**  
Prepared a comprehensive analysis regarding the long term financial sustainability of the Cultus Lake community under the *Cultus Lake Park Act* legislation, including a 10-year financial projection, and capital works and infrastructure upgrading program. The second phase of the study considered the implications of various alternative governance options, including amalgamation with Chilliwack and incorporating as a Village municipality.
- **City of Chilliwack (joint committee) – Cultus Lake Restructure Analysis (Incorporation Study)**  
Prepared detailed financial analysis of the implications of incorporation as a new municipality and dissolution of the Park Board boundaries to become part of the FVRD in preparation for a referendum on incorporation.
- **City of Fort St. John – Government Reform Workbook**  
Assisted in the background paper outlining local government services and the basis for various services and approaches to service delivery policy. The study was part of a large restructuring initiative undertaken by the City.
- **Ministry of Water, Land and Air Protection – Financial Review of Water Service Agencies**  
Conducted a survey of water purveyors in BC regarding their financial situation relative to the demands of providing safe drinking water. This information was supplemented with research regarding assistance programs in Canada and the US, and culminated in recommendations regarding the suitability of various policies in BC relative to water service delivery.
- **Regional District of Okanagan Similkameen – Drought Management Bylaws**  
Assisted the RDOS and Earthtech in the preparation of drought management bylaws for various water systems in the Regional District.

#### Development and Infrastructure Finance

- **Metro Vancouver (Greater Vancouver Sewerage and Drainage District) – DCC Review**  
Working with Metro staff to review the regional DCC for sewer and drainage works, established (and last reviewed) in 1996. The review includes re-examining the policy framework and establishing new rates that reflect the region's future sewer infrastructure needs. The review involves considerable consultation with member municipalities, including the creation of a DCC Review Committee with representatives from municipalities throughout the region.

- **City of Port Moody – DCC Options Review**  
Worked together with Port Moody staff and a team from Kerr Wood Leidal to identify options for updating the City's DCC to reflect current projects and best practices, and the implications for the City's DCC rates.
- **Ministry of Community, Sport and Cultural Development – Development Finance Choices Guide**  
Assisting the Ministry with a re-write of the Development Finance Choices guide, including providing case studies and examples, and updating the information in the guide. The guide focuses on the financing tools available to local governments, how they are used, when and why they are used, as well as lessons learned and considerations to take into account when selecting financing tools.
- **District of Squamish – Development Cost Charge & RTE Bylaw**  
Working with the District of Squamish to update the District's Development Cost Charge bylaw, including a review of the policy rationale, stakeholder consultation and bylaw preparation. Also evaluated the impacts of a proposed Revitalization Tax Exemption Bylaw.
- **Greater Vernon Water – Development Cost Charge Bylaw**  
Working with Greater Vernon Water to update the Development Cost Charge bylaw, consistent with the Master Water Plan, including calculation of new rates, stakeholder consultation and preparation of a background report.
- **District of West Kelowna – Comprehensive Development Cost Charge Review**  
Undertaking the District's Development Cost Charge review, including consideration of new land use categories and smart growth strategies, as well as provisions for DCC exemptions and reductions. Review includes preparation of policy rationale, engineering infrastructure cost estimates, consultation with a staff and stakeholder review committee, council workshops, and rate calculation, in addition to a new bylaw and background report.
- **District of West Kelowna – Latecomer Policy**  
Prepared a policy for the District to guide the District's use of latecomer agreements, and identified an application and approval process for the individual agreements. The report provided staff and Council with the key elements of latecomer agreements, the options, and the rationale behind the proposed policy.
- **District of West Kelowna – Development Fees and Charges Review**  
Assisted the District in assessing its development fees and charges, including comparative analysis, understanding of the impacts of raising and lowering fees, and an evaluation of the levels of cost recovery achieved by the Development Services Division.
- **Town of Ladysmith – DCC Waiver Policy and Bylaws**  
Prepared the policy and associated bylaws to take advantage of DCC legislative changes allowing for the reduction of DCCs for developments with low environmental impact as well as affordable housing.
- **Ministry of Community Services – DCC Harmonization Legislation**  
Assisted the Ministry in writing and evaluating enabling legislation to guide DCC practices and facilitate a more regional and cooperative approach to DCCs in the Comox Valley Regional District (incorporated into Bill 43, *Miscellaneous Statutes Amendment Act, 2008*).
- **Ministry of Community Services – DCC Policy Review**  
Researched and advised on potential DCC policy changes contemplated by Cabinet.

- **Ministry of Community Services – DCC Best Practices Guide**  
Prepared Best Practices for the Ministry’s DCC Best Practices Guide regarding the introduction of new rates, protecting in-stream applications and the use of grace periods.
- **Ministry of Community, Aboriginal and Women’s Services – Parkland Acquisition Best Practices**  
Conducted a survey of municipalities to identify parkland acquisition practices, and developed best practices regarding the use of DCCs, 5% dedication and cash-in-lieu for review by a sub-committee, and subsequently the Development Finance Review Committee.
- **Ministry of Community, Aboriginal and Women’s Services – DCC Conversion Model**  
Conducted research to support the conversion of units to square metres for inclusion in the DCC Best Practices guide.
- **City of Prince George – Revitalization Tax Exemption**  
Explored how the Revitalization Tax Exemption could be used to further the City’s revitalization objectives, and analyzed whether there was any benefit to requesting legislative changes to allow the City to offer tax exemptions with an increased time frame.
- **Town of Ladysmith – Development Cost Charge Review**  
Conducted the Town’s Development Cost Charge review, including preparation of new rates, incorporation of new land use categories and smart growth strategies, as well as consideration of new legislative provisions for DCC exemptions and reductions. The review included consultation and council workshops.
- **Town of Ladysmith – Development Cost Charge Council Workshop**  
Conducted a workshop with the Town of Ladysmith Council on Development Cost Charges.
- **City of Coquitlam – Parkland Development Cost Charge Policy Paper**  
Produced a policy paper outlining the rationale for and against a parkland acquisition and improvement DCC to non-residential categories of industrial and commercial land uses.
- **UBC – Development Permit Fee Review**  
Recommended new development permit fees and fee structure for UBC based on costs and a review of comparable rates in municipalities.

#### Land and Economic Development

- **Halfway River First Nation – Urban Land Market Feasibility Analysis**  
Evaluated the feasibility of a variety of economic development opportunities in Fort St. John to assist the Halfway River First Nation in understanding the opportunities and benefits of acquiring urban land as part of the Treaty Land Entitlement process.
- **Sliammon Treaty Society – Economic Development & Highest and Best Use Analysis**  
Considered economic development opportunities and the highest and best use of Sliammon’s reserve properties as well as Treaty Settlement Lands.
- **Land and Water BC – SLRD Land Inventory and Economic Opportunities**  
Identified Crown land parcels in the lower Squamish-Lillooet Regional District with short-, mid- and long-term marketing potential. The study included an overview of site constraints, opportunities, market conditions and action plans to identify work needed prior to disposition.

- **Land and Water BC – FVRD Land Inventory and Economic Opportunities**  
Identified Crown land parcels in the lower Fraser Valley Regional District with short-, mid- and long-term marketing potential. The study included an overview of site constraints, opportunities, market conditions and action plans to identify work needed prior to disposition.
- **Land and Water BC – North Cowichan Development Potential**  
Evaluated the development and marketing potential of three Crown land parcels in North Cowichan, including site analysis, market evaluation and highest and best use determination.
- **Vancouver Port Authority – Berry Point Land Use Study**  
Considered the characteristics and history of the Berry Point site and determined and evaluated future development and economic opportunities for the property.
- **Vancouver Port Authority – Maplewood North Property**  
Considered the characteristics of the Maplewood North site, and evaluated land uses, development opportunities and leasing strategies based on existing market conditions. A second study evaluated the property's feasibility for various port-related uses.
- **Land and Water BC – Broom Hill Development Potential**  
Evaluated the development and marketing potential of a 250 ha parcel in Sooke.

#### Land Use Planning

- **District of Metchosin – Contract Planning Services**  
Function as Planner responsible for processing development applications, responding to Council and public requests and carrying out day-to-day planning services and bylaw preparation in addition to special projects, such as the OCP policy and Zoning Bylaw review and amendments. Represent the District in all Regional Planning activities and committees, including Integrated Stormwater Management, Climate Action, Regional Transportation and Regional Planning.
- **District of Metchosin – Detached Secondary Suites Policy**  
Prepared a survey, workshops, presentations, a public consultation program, and policy review and provided advice to staff and Council in preparation for a referendum on the issue of permitting detached secondary suites in the District.
- **Town of Ladysmith – Contract Planning Services**  
Functioned for 10 months as a planner for the Town, responsible for processing rezoning and development permit applications, including liaising with staff, Council, the Advisory Planning Commission and the Advisory Design Panel.
- **City of White Rock – Contract Planning Services**  
Functioned for six months as City Planner responsible for processing development applications, advising Council and public on planning matters, participating on Board of Variance and Design Panel, and carrying out day-to-day planning services.
- **City of White Rock – Secondary Suites Policy**  
Prepared a report for City Council discussing secondary suites, including White Rock's current policies, relevant legislation, issues, and practices in other municipalities. The report outlined a process for amending the Zoning Bylaw to add secondary suites as a permitted use, and set out a framework to legalize secondary suites.

- **City of Coquitlam – Industrial Parking Standards Review**  
Conducted research of municipalities throughout Pacific Northwest with respect to industrial parking standards, including the use categories, application, ratio, etc. as well as TDM strategies and the effectiveness of their application.
- **Corporation of Delta – Off-Street Parking Standards**  
Conducted a review of Delta’s off-street parking standards and made recommendations for changes to standards and various parking policies within the Zoning Bylaw.
- **Corporation of Delta – Ladner Parking Policy**  
As part of a larger examination of parking standards, prepared a parking policy for the Village of Ladner, including altered standards, cash-in-lieu and other relevant policies.
- **Vancouver Port Authority – Main Street Dock Development and Use Options**  
Considered various development concepts for the Main Street Dock site, including cruise ship terminals, office uses and a transportation node. Concepts were evaluated based on a range of criteria including cost to develop.
- **City of Chilliwack – Lickman Road East Industrial Subdivision Concept Plan**  
Prepared concept and implementation plan for a 35-hectare industrial subdivision on land excluded from the ALR. The report considered the City’s vision for the property, opportunities and constraints of the site, and recommended appropriate land uses and restrictions, parcel sizes and a corresponding road network and concept plan.
- **City of Port Coquitlam – South Shaughnessy Area Plan**  
Produced various residential and park concepts for an 11-hectare City-owned parcel.
- **City of Chilliwack – Island 22 Recreation Plan**  
Considered the long term potential for land uses at Island 22 in the Fraser River. The plan considered the various opportunities an aggregate extraction operation may have for the viability of recreation uses on the Island, as well as partnership opportunities.

## SARAH MORDEN, BA MPA

### HIGHLIGHTS

- 15 years of experience in BC local government
- 7.5 years of consulting experience
- Master's Degree in Public Administration (concentration in Local Government)
- Intermediate Certificate in Local Government Administration (BC Board of Examiners)
- Top 20 Under 40 for Vancouver Island – shortlisted nominee (2013)
- Exceptionally strong interpersonal, managerial, communications, research and analytical skills.

### RECENT PROJECT EXPERIENCE

#### RESEARCH & STUDIES

Area “D” Governance Study – Regional District of Okanagan-Similkameen (2016, ongoing)

Role: Research / Survey Design Client: Leftside Partners Inc.

Mount Washington Fire Protection Study (2015, complete)

Role: Research / Project Coordination Client: Comox Valley Regional District

Sandwich Waterworks Improvement District Conversion Study (2014, ongoing)

Role: Research / Project Coordination Client: Comox Valley Regional District

Columbia Shuswap Water Quality Service Feasibility Study (2014)

Role: Research Assistant Client: Sherry Hurst, Leftside Partners Inc.

Citizen Satisfaction Survey (2009 & 2014)

Role: Lead Researcher / Project Manager Client: Town of Creston

Electoral Area Roadside Recycling Feasibility Study (2014)

Role: Research / Project Coordination Client: Comox Valley Regional District

BC International Trade and Investment Attraction Division - Data Source Bank (2013)

Role: Research Assistant Client: Krista Morten, Align Consulting

Citizen Satisfaction Survey (2012)

Role: Lead Researcher / Project Manager Client: District of Lantzville

#### GRANT WRITING

Preparation of grant proposals that have garnered over \$40million in funding for local government infrastructure projects throughout British Columbia.

Detailed listing and references: [defero-west.ca](http://defero-west.ca)

#### ELECTIONS/REFERENDA

Campbell River Boundary Expansion Referendum – 2014 | Deputy Chief Election Officer

Client: Ministry of Community, Sport & Cultural Development

Village of Belcarra General Election – 2011 | Chief Election Officer

Client: Village of Belcarra

Village of Anmore By-Election – 2010 | Chief Election Officer  
Client: Ministry of Community, Sport & Cultural Development

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## WORK HISTORY

### **OWNER/PRINCIPAL ADVISOR - DEFERO-WEST CONSULTING**

Independent consultancy, 2008-present

### **MANAGER OF CORPORATE SERVICES – TOWN OF LADYSMITH**

2004-2008

### **CONTENT MANAGER / RESEARCH ANALYST – CIVICINFO BC**

2001-2004

### **RESEARCH OFFICER – TOURISM BRITISH COLUMBIA**

2000-2001

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## EDUCATION & PROFESSIONAL AFFILIATIONS

### **MASTER OF PUBLIC ADMINISTRATION**

University of Victoria, 2003

### **BACHELOR OF ARTS (MAJOR IN SOCIOLOGY)**

University of Victoria, 2000

### **INTERMEDIATE CERTIFICATE IN LOCAL GOVERNMENT ADMINISTRATION**

BC Board of Examiners, 2006

### **COMMUNITY FUTURES COWICHAN**

Board Member since 2012

### **COWICHAN VALLEY PERFORMING ARTS FOUNDATION**

Board Member since 2012

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## REFERENCES

### **JAMES WARREN**

Corporate Legislative Officer, Comox Valley Regional District  
250-334-6007 | jwarren@comoxvalleyrd.ca

### **LOU VARELA**

Town Manager, Town of Creston  
250-428-2214 | lou.varela@creston.ca

### **KRISTA MORTEN**

Owner/Principal, Align Consulting (formerly of Tourism BC)  
250-510-1490 | krista@alignresearch.ca

### **GILLIAN KENNY**

Human Resources Manager, City of Penticton  
250-490-2470 | gillian.kenny@penticton.ca

### **RUTH MALLI**

City Manager, Town of Ladysmith  
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# ALLAN NEILSON

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## EDUCATION

Master of Public Administration  
Queen's University, 1993  
*Ontario Graduate Scholarship Recipient*

Bachelor of Arts (Urban Geography)  
University of British Columbia, 1990

## PROFESSIONAL BACKGROUND

**2016 – present**     **Neilson-Welch Consulting Inc.**  
**2002 – 2014**        **Principal**

In early 2002, I established Neilson-Welch Consulting Inc. (NWC) as a BC-based local government consultancy. Through NWC, I have worked closely with senior managers, Regional District Boards and Municipal Councils in the development of strategies, policies and programs to address needs and challenges in a variety of service areas. I have provided advice to decision-makers, as well, on matters related to governance, structure, and inter-jurisdictional service arrangements.

Local government restructure studies are an important area of practice for me. I have led project teams of policy consultants, planners, economists and engineers on studies throughout BC. I co-led, with consultant Peter Adams, the three-year *Westside Governance Study* in the Okanagan that resulted in the incorporation of West Kelowna. I worked over many years with consultant Sherry Hurst of Leftside Partners on the *Cultus Lake Park Governance Study* in the Fraser Valley Regional District. Recently, I undertook the *Regional District Membership Study* to examine the financial, governance and other implications associated with a potential change in regional district membership for the Township of Langley.

Statutory and non-statutory reviews of regional district services have been another important area of practice. On my own, and in collaboration with others, I have conducted service reviews in the Regional Districts of Nanaimo, Central Okanagan, North Okanagan, Okanagan Similkameen, Kootenay Boundary and Fraser-Fort George, and Metro Vancouver.



I have considerable experience as a facilitator of public meetings, strategic planning and priority-setting exercises, as well as stakeholder discussions on topics as diverse as governance, homelessness, long-term financial planning, transportation demand management, and land-use planning policy.

Local government education is an interest of mine. I have presented several seminars and workshops to elected officials and staff on a range of subjects, including the roles, structure and services of regional districts. I wrote the *Regional Districts Toolkit* for the Union of BC Municipalities.

Attached to this *Resume* is a full list of the projects I have undertaken in my consulting career, primarily through NWCI.

**2014 – 2016**

**Greater Vancouver Regional District (Metro Vancouver)  
General Manager, Planning, Policy and Environment**

In early 2014, I left my consulting practice to join Metro Vancouver for a two-year posting as the General Manager in charge of the Planning, Policy and Environment Department. As General Manager, I was responsible for:

- Air Quality and Climate Change
- Regional Parks
- Housing
- Regional Planning and Electoral Area

I led a departmental management team of four Directors and fifteen Division Managers. In total, my department had close to 300 staff, including a variety of planners, engineers, scientists, ecologists and policy advisors. I was a member of the Corporate Planning Committee, and I served as Committee Manager for five Board Standing Committees.

**1999 – 2002**

**Urban Systems Ltd. (Kelowna)  
Senior Consultant**

I was hired to help further develop the local government policy, service review and development finance practices of Urban Systems Ltd. I helped to mentor junior consultants, and worked on several multi-disciplinary teams on a variety of projects throughout BC.

**1997 – 1999**

**City of Quesnel  
Director of Corporate Services**

As the City's first Director of Corporate Services, I was in charge of a number of services, including human resources, legislative services, bylaw enforcement and the municipal airport. For a one-year period I assumed the added responsibility of Development Services. I was the City's appointed liaison with the RCMP, and

was in charge of many special projects involving Council and the community. I represented the City in various inter-governmental initiatives with the School District, Regional District, RCMP and other public bodies.

**1995 – 1997**      **Urban Systems Ltd. (Vancouver)**  
**Local Government Advisor**

I was hired to join and help build the Local Government Service practice in the Vancouver office. I focused on reviews of municipal services, organizational structures and local government processes. I was also active in local government development finance.

**1992 – 1995**      **Neilson-Welch Research Associates**  
**Principal**

Upon completing graduate studies, I established my own policy research firm. Through my firm, I undertook projects for Canada Mortgage and Housing Corporation on the impact of local government development regulations on housing affordability across Canada. I also worked as a researcher on various projects based in Vietnam for the Canadian International Development Agency, and Canada's International Development Research Centre. All projects focused on building the capacity of Vietnamese government lawyers and administrators in areas of legislative reform and policy analysis.

**REFERENCES**

Gerald Berry  
Former City Manager, City of Nanaimo  
t: 250.713.6331  
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Charles Hamilton  
CAO, Columbia Shuswap Regional District  
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Additional references are available upon request, including references from Metro Vancouver, the Fraser Valley Regional District, and the Ministry of Community, Sports and Cultural Development.

# PROJECT LIST

Consulting Projects Undertaken by Allan Neilson  
Primarily as Principal of Neilson-Welch Consulting Inc.

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## AREAS OF PRACTICE

- Service Reviews
- Governance & Restructure Studies
- Policy Analysis
- Facilitation & Strategic Planning
- Communications
- Local Government Finance

## PROJECT EXPERIENCE

### Governance & Restructure Studies

- City of Kelowna — *Utilities Governance Review*
- Township of Langley — *Regional District Membership Study*
- City of Kelowna — *Boundary Rationalization*
- City of Campbell River — *Boundary Restructure Phase I*
- City of Trail — *Council Committee Structure Review*
- Regional District Squamish Lillooet — *Boundary & Governance Study*
- Capital Regional District — *Core Area Wastewater Treatment Project: Assessment of Governance Models*
- City of Chilliwack — *Cultus Lake Park Governance Study*
- Regional Districts Central Okanagan, North Okanagan, Okanagan-Similkameen — *Okanagan Regional Governance Study*
- Islands Trust — *Governance Review*
- Regional District Central Okanagan — *Westside Governance Study, Phase II*
- City of Nanaimo — *Water Supply Governance Options*
- Regional District North Okanagan — *Regional Issues Identification Study*
- Regional District North Okanagan — *Electoral Area Services Commission*

- Regional District North Okanagan — *Review of Governance & Organizational Structures*
- City of Nanaimo — *Parking Service Governance Study*
- Regional District North Okanagan — *Greater Vernon Governance Study*
- City of Quesnel — *South Quesnel Restructure, Phase III*
- City of Grand Forks — *Master Airport Plan: Governance*
- City of Williams Lake & Cariboo Regional District — *Growth Management & Governance Study*
- City of Quesnel & Cariboo Regional District — *Local Government Restructure Study*

### Service Reviews

- Metro Vancouver — *Regional Parks Service Review*
- Regional District North Okanagan — *Greater Vernon Recreation Facilities & Programming Service Review Facilitation (2013)*
- City of Nanaimo — *Integrated Risk Management Model (Fire Service)*
- Regional District of Central Okanagan — *Dog Control Service Review*
- Cowichan Valley Regional District — *2012 Organizational Assessment*
- Alberni-Clayoquot Regional District — *First Nation Participation in ACRD Services*
- Regional District Fraser-Fort George — *Library Service Review*
- District of West Kelowna — *Review of Development Approval Process*
- Resort Municipality of Whistler — *Service Review Program*
- Regional District Columbia-Shuswap — *Review of Development Services*
- Regional District Kootenay Boundary — *City of Trail / Area B Cost-Sharing Mediation*

- Regional District North Okanagan — *Greater Vernon Water Service Review*
- Regional District North Okanagan — *Greater Vernon Parks & Recreation Service Review (2010)*
- District of West Kelowna — *Westside Regional Wastewater Treatment Plant Review*
- Regional District North Okanagan — *City of Enderby / Area F Services Review*
- Regional District Columbia Shuswap — *Organizational Review*
- City of Nanaimo & District of Lantzville — *Process for Initiating Inter-Jurisdictional Supply of Water*
- Regional District Kootenay Boundary — *Recreation Service Review Mediation*
- City of Kelowna — *Review of Qualifications for Bylaw Service Officers*
- Islands Trust — *Corporate Services Review*
- Sterile Insect Release Program — *SIR Program Structure Post-2007*
- Regional District Nanaimo — *Organizational Structure Review*
- Town of Ladysmith — *Review of Cost-Sharing for Town Services*
- Regional District Sunshine Coast — *Regional Recreation Facilities: Cost-Sharing & Governance*
- Regional District Okanagan Similkameen — *Oliver & District Parks and Recreation Mediation*
- City of Nanaimo — *Review of Municipal Insurance Services*
- Alberta Municipal Affairs — *Regional Partnerships Initiative Review*
- City of Quesnel — *Policy Options Reports (Sub-Regional Recreation Service; Regional Library Service)*
- Regional District Nanaimo — *Service Level & Staffing Review*
- Alberta Municipal Affairs — *Regional Partnerships Initiative: Municipal Bank of Resources*
- Village of Montrose — *Sustainable Community Services Study*
- Regional District Nanaimo — *Regional Services Review*
- BC Ministry of Municipal Affairs — *A Guide to Regional Service Arrangements & Service Reviews*
- Cariboo Regional District — *Library Service Review*
- City of Quesnel — *Corporate Business Plan*
- Resort Municipality of Whistler — *Organizational Review*
- City of Fort St. John — *Regional Emergency Measures Study*
- City of Rossland — *Solid Waste Management Review*
- City of Surrey — *Bylaw Enforcement Practices & Procedures Review*

### **Policy Analysis**

- City of Vancouver — *Property Tax Policy Reform Commission*
- Town of Ladysmith — *Extra-Territorial Service Extensions*
- Regional District Columbia Shuswap — *Acquisition of Surplus Assets*
- Sterile Insect Release Program — *Legislative Reform*
- City of Prince George — *Revitalization Tax Exemption Analysis*
- City of Nanaimo — *Commercial Advertising at Vancouver Island Conference Centre*
- Social Planning Council for North Okanagan — *Affordable Housing Initiative*
- City of Vernon — *Attainable Housing Strategy*
- City of Nanaimo — *Social Services Study*
- District of Tofino — *Attainable Housing Strategy*
- City of Nanaimo — *Liquor Control Strategy*
- City of Nanaimo — *Treaty Process Policy Options*
- City of Quesnel — *Corporate Policy Manual*
- City of Nanaimo — *City Policy Positions*
- City of Nanaimo — *Port Authority PILTs & Ports Competitiveness*
- City of Kelowna — *DCCs & Kelowna's Urban Centres*
- City of Surrey — *Regulating Vehicles for Hire*
- City of Surrey — *Building Design Regulations Task Force*

## **Facilitation & Strategic Planning**

- District of West Kelowna — *Development Roundtable*
- City of Trail — *Council Strategic Planning Workshop (2013, 2011)*
- Village of Harrison Hot Springs — *Council Strategic Planning Session*
- Town of Ladysmith — *Partners for an Economically Vibrant Community*
- Regional District Fraser Valley — *Board Strategic Planning Workshop*
- Regional District Columbia Shuswap — *Board Orientation Session*
- District of Peachland — *Council Strategic Planning Workshop (2012, 2009)*
- Regional District Central Okanagan — *Board Strategic Planning Workshop (2012, 2009)*
- City of Kelowna — *Public Art Program Review Workshop*
- Kelowna Joint Water Committee — *Workshop on Governance*
- Regional District Columbia Shuswap — *South Shuswap OCP Process*
- Okanagan Basin Water Board — *Strategic Planning Workshop (2012, 2011, 2009)*
- Sterile Insect Release Program — *Board Workshop with Local Elected Officials*
- Resort Municipality of Whistler — *Council Strategic Planning Workshop (2011, 2009)*
- Resort Municipality of Whistler — *Senior Management Team Retreat*
- District of Peachland — *Management Team Retreat*
- Union of BC Municipalities — *Local Government Elections Task Force Workshop*
- Resort Municipality of Whistler — *Additional Hotel Room Tax Policy Discussion*
- Salmon Arm Economic Development Society — *Strategic Planning*
- City of Revelstoke — *Council Strategic Planning Session*
- Regional District Columbia Shuswap — *Regional Economic Development Discussion*
- City of Prince George — *Council Strategic Planning Session*

- Local Government Management Association — *Board of Directors Strategic Planning Session (2009, 2008)*
- Regional District Fraser-Fort George — *Priorities & Planning Workshop (2009, 2006)*
- District of Mackenzie — *Strategic Planning Workshop (2009, 2006)*
- City of Kelowna — *Mayor's Event on Homelessness*
- Ministry of Community Services — *Building Effective Regional Districts*
- District of Coldstream — *Priorities & Planning Workshop*
- City of Kelowna — *TDM & Public Transit Workshops*
- District of Coldstream — *Capital Works Review Session*
- City of Kelowna — *Disabled Parking Workshop*
- Union of BC Municipalities — *Regional District Issues & Non-Legislative Solutions*
- District of Coldstream — *Council & Fire Services: Discussion Session*
- BC Ministry of Community, Aboriginal & Women's Services — *Community Charter Workshop*
- City of Quesnel — *Priorities & Planning Workshop*
- Town of View Royal — *Priorities & Planning Workshop*
- BC Ministry of Community, Aboriginal & Women's Services — *Communities' Resource to the Community Charter*
- City of Quesnel — *Council Orientation Session*
- Regional District North Okanagan — *Workshop on Alternatives to Waste Disposal*
- City of Coquitlam — *Participation Workshop*
- City of Quesnel — *Forum on Crime in the Downtown Area, Parts I & II*

## **Communications**

- City of Kelowna — *Kelowna Electrical Utility Restructuring Opportunity*
- City of Nanaimo — *Supported Housing Initiative*
- BC Ministry of Community Services — *BC-Asia Twinning Tool Kit*

- Union of BC Municipalities — *Regional District Took Kit*
- City of Kelowna — *2020 Servicing Program: Communications Materials*
- City of Nanaimo — *Submission to Canada Marine Act Review Panel*
- City of Nanaimo — *Council Briefing Package*
- City of Nanaimo — *Nanaimo Conference Centre Communications Strategy*
- City of Kelowna — *BC Gas Legacy Fund Communications Strategy*
- City of Williams Lake — *DCC Review*
- BC Ministry of Municipal Affairs — *Public-Private Partnerships Consultation Study*
- Town of Gibsons — *DCC (Sewer) Review*

### **Local Government Finance**

- District of West Kelowna — *Development Cost Charges*
- District of West Kelowna — *Latecomer Agreement Policy*
- Regional District Kootenay Boundary — *Beaver Valley Amalgamation Feasibility Study*
- Union of BC Municipalities — *Local Government Fiscal Management Study*
- District of West Kelowna — *Review of Development Fees*
- City of Prince George — *Review of Planning Fees*
- Resort Municipality of Whistler — *Long Term Financial Plan*
- City of Kelowna — *Review of Planning Fees*
- Town of Ladysmith — *Development Cost Charges Review*
- BC Ministry of Community, Aboriginal & Women's Services — *Parkland Acquisition Best Practices*
- City of Chilliwack — *Financial Analysis of Governance Options*
- BC Ministry of Community, Aboriginal & Women's Services — *DCC Guide for Elected Officials*
- City of Coquitlam — *Transportation & Parkland DCC Review*
- BC Ministry of Water, Land and Air Protection — *Financial Review of Water Agencies*
- BC Ministry of Municipal Affairs — *Development Finance Choices Guide*
- City of Quesnel — *DCC Review*
- City of Chilliwack — *ALC Economic Impact Analysis*