



Alberni Valley & Bamfield Services Committee Meeting

Wednesday, July 24, 2024

Zoom/Board Room (Hybrid) – 3008 Fifth Avenue, Port Alberni, BC

10:00 am

Regular Agenda

Watch the meeting live at: <https://www.acrd.bc.ca/events/24-7-2024/>

Register to participate via Zoom Webinar at: https://acrd-bc-ca.zoom.us/webinar/register/WN_vohd8aMLTs6aSUUPQ2rP-g#/registration

PAGE #

1. **CALL TO ORDER**

Recognition of Territories.

Notice to attendees and delegates that this meeting is being recorded and livestreamed to YouTube on the Regional District Website.

Introductions - Committee Members and Staff present in the Boardroom and via Zoom.

2. **APPROVAL OF AGENDA**

(motion to approve, including late items requires 2/3 majority vote)

3. **DECLARATIONS**

(conflict of interest)

4. **MINUTES**

- a. **Alberni Valley & Bamfield Services Committee Meeting held June 19, 2024**

3-6

THAT the minutes of the Alberni Valley & Bamfield Committee meeting held on June 19, 2024 be adopted.

5. **PETITIONS, DELEGATIONS & PRESENTATIONS (10-minute maximum)**

6. **CORRESPONDENCE FOR ACTION/INFORMATION**

7. **REQUEST FOR DECISIONS**

a. **REQUEST FOR DECISION**

7-12

Alberni Valley Aquatic Centre Governance – 2nd Discussion

THAT the Alberni Valley & Bamfield Services Committee directs staff to add Uchucklesaht Tribe Government as a service participant to the draft Alberni Valley Aquatics Establishing Bylaw.

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw based on the preferred facility option as outlined in the Aquatic Centre Feasibility Study Final Report dated April 16, 2024.

THAT the Alberni Valley & Bamfield Services Committee directs staff to work with City of Port Alberni staff to develop options for location and operational model of a new Aquatic Centre for consideration by this Committee at a future meeting.

8. REPORTS

9. LATE BUSINESS

10. QUESTION PERIOD

Questions/Comments from the public:

- Participating in Person in the Board Room
- Participating in the Zoom meeting
- Emailed to the ACRD at responses@acrd.bc.ca

11. ADJOURN



Alberni-Clayoquot Regional District

MINUTES OF THE ALBERNI VALLEY & BAMFIELD SERVICES COMMITTEE MEETING HELD ON JUNE 19, 2024, 10:00 AM

Hybrid - Zoom/Board Room, 3008 Fifth Avenue, Port Alberni, BC

DIRECTORS

PRESENT:

Deb Haggard, Chairperson, Councillor, City of Port Alberni
Bob Beckett, Director, Electoral Area "A" (Bamfield)
Fred Boyko, Director, Electoral Area "B" (Beaufort)
Rene Lacoursiere, Alternate Director, Electoral Area "D" (Sproat Lake)
Susan Roth, Director, Electoral Area "E" (Beaver Creek)
Mike Sparrow, Director, Electoral Area "F" (Cherry Creek)
John Jack, Chief Councillor, Huu-ay-aht First Nations
Moriah Cootes, Councillor, Uchucklesaht Tribe Government
Sharie Minions, Mayor, City of Port Alberni

REGRETS:

Penny Cote, Director, Electoral Area "D" (Sproat Lake)

STAFF PRESENT:

Daniel Sailland, Chief Administrative Officer
Teri Fong, Chief Financial Officer
Mike Irg, General Manager of Planning & Development
Jenny Brunn, General Manager of Community Services
Cynthia Dick, General Manager of Administrative Services
Heather Zenner, Manager of Administrative Services
Eddie Kunderman, Operations Manager

The meeting can be viewed on the Alberni-Clayoquot Regional District website at:

<https://www.acrd.bc.ca/events/19-6-2024/>

1. CALL TO ORDER

The Chairperson called the meeting to order at 10:00 am.

The Chairperson recognized this meeting is being held throughout the Nuu-chah-nulth territories.

The Chairperson reported this meeting is being recorded and livestreamed to YouTube on the Regional District website.

Introductions - Committee Members and Staff present in the Boardroom and via Zoom.

2. APPROVAL OF AGENDA

MOVED: Director Jack

SECONDED: Director Sparrow

THAT the agenda be approved as circulated.

CARRIED

3. DECLARATIONS

4. MINUTES

a. Alberni Valley & Bamfield Services Committee Minutes – April 17, 2024

MOVED: Director Sparrow

SECONDED: Director Beckett

THAT the minutes of the Alberni Valley and Bamfield Services Committee meeting held on April 17, 2024 be adopted.

CARRIED

5. PETITIONS, DELEGATIONS & PRESENTATIONS

- a. Victor Copetti, Transportation Planner and Seth Wright, Government Relations Manager, BC Transit reviewing BC Transit’s data and engagement results for Port Alberni’s new Transit Future Service Plan.**

6. CORRESPONDENCE

7. REQUEST FOR DECISIONS

a. REQUEST FOR DECISION

TFN/ACRD Landfill Working Group - Draft Terms of Reference

MOVED: Director Jack

SECONDED: Director Beckett

THAT the Alberni Valley & Bamfield Services Committee recommend that the Alberni-Clayoquot Regional District (ACRD) Board of Directors support in principle the Draft Terms of Reference for the ACRD/Tseshah First Nation Landfill Working Group as presented and support the working group in developing an implementation plan with resource and financial implications related to the initiatives included in the Terms of Reference for consideration by the Committee and Board.

CARRIED

b. REQUEST FOR DECISION

Alberni Valley Aquatic Centre Governance

MOVED: Director Jack
SECONDED: Director Sparrow

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw including the following service participants:

- City of Port Alberni*
- Electoral Area B – Beaufort*
- Electoral Area D – Sproat Lake*
- Electoral Area E – Beaver Creek*
- Electoral Area F – Cherry Creek*

CARRIED

MOVED: Director Boyko
SECONDED: Director Jack

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw that requires participating area approval to be completed by referendum with approval being required to be obtained separately in each participating area.

Directors Lacoursiere, Haggard, Jack, Sparrow, Roth, Boyko, Beckett, Cootes, Minions voted unanimously in favour of the motion.

CARRIED

MOVED: Director Roth
SECONDED: Director Boyko

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw defining the service as the development and operation of an Aquatics Centre only.

Directors Lacoursiere, Haggard, Jack, Sparrow, Roth, Boyko, Beckett, Cootes, Minions voted unanimously in favour of the motion.

CARRIED

MOVED: Director Roth
SECONDED: Director Minions

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw using an alternative voting model of one vote per participating area Director.

Directors Lacoursiere, Haggard, Jack, Sparrow, Roth, Boyko, Beckett, Cootes, Minions voted unanimously in favour of the motion.

CARRIED

8. REPORTS

9. LATE BUSINESS

10. QUESTION PERIOD

Questions/Comments from the public. The Manager of Administrative Services advised there were no questions or comments respecting an agenda topic from public:

- Participating in Person in the ACRD Board Room
- Participating in the Zoom webinar
- Submissions received by email at responses@acrd.bc.ca.

11. ADJOURN

MOVED: Director Sparrow

SECONDED: Director Lacoursiere

THAT the meeting be adjourned at 12:04 pm.

CARRIED

Certified Correct:

Deb Haggard,
Chairperson

Heather Zenner,
Manager of Administrative Services



To: Alberni Valley & Bamfield Services Committee
From: Teri Fong, CPA, CGA, Chief Financial Officer
Meeting Date: July 24, 2024
Subject: Alberni Valley Aquatic Centre Governance – 2nd Discussion

Recommendation:

THAT the Alberni Valley & Bamfield Services Committee directs staff to add Uchucklesaht Tribe Government as a service participant to the draft Alberni Valley Aquatics Establishing Bylaw.

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw based on the preferred facility option as outlined in the Aquatic Centre Feasibility Study Final Report dated April 16, 2024.

THAT the Alberni Valley & Bamfield Services Committee directs staff to work with City of Port Alberni staff to develop options for location and operational model of a new Aquatic Centre for consideration by this Committee at a future meeting.

Desired Outcome:

To conduct a referendum in the Alberni Valley to determine if the public supports the construction of a new Aquatic Centre.

Summary of June 19, 2024 Alberni Valley & Bamfield Services Committee meeting:

At the June 19, 2024, Alberni Valley & Bamfield Services Committee meeting a Request for Decision (RFD) titled 'Alberni Valley Aquatic Centre Governance' was presented for consideration. At that meeting the Directors passed the following resolutions:

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw including the following service participants:

- City of Port Alberni
- Electoral Area B – Beaufort
- Electoral Area D – Sproat Lake
- Electoral Area E – Beaver Creek
- Electoral Area F – Cherry Creek

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw that requires participating area approval to be

completed by referendum with approval being required to be obtained separately in each participating area.

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw defining the service as the development and operation of an Aquatics Centre only.

THAT the Alberni Valley & Bamfield Services Committee directs staff to develop a draft Alberni Valley Aquatics Establishing Bylaw using an alternative voting model of one vote per participating area Director.

Only a portion of that initial RFD was discussed in detail and today's discussion will continue from where that initial discussion left off. Similar to the previous discussion, staff propose that each component be discussed independently then staff assemble the decisions as draft establishing and borrowing bylaws for discussion at the committee level prior to be considered for first reading by the Board. The goal of this meeting is to continue discussing the different components and determine which components require further information prior to a decision.

Service Participant – Uchucklesaht Tribe Government:

After the June 19, 2024, Alberni Valley & Bamfield Services Committee meeting the Director for Uchucklesaht Tribe Government reached out to staff to express Uchucklesaht's desire to be added as a participant to the service. A recommendation to add Uchucklesaht as a service participant has been included at the beginning of this report.

Cost Recovery – User Fees or other Revenue:

In addition to taxation (to be discussed next) there are other options for cost recovery to support the service:

- User fees and charges consisting of admissions and registrations.
- Capital and/or operational grants from senior levels of government or other sources.
- Contributions from non-participants.
- Lease, concession, and sponsorship revenues.

Setting user fees, lease rates, and service agreements with non-participant members will be done once the service is established and does not need to be discussed at this time. All the above cost recovery methods will be included in the establishing bylaw to provide flexibility in cost recovery and alternative funding from taxation. No recommendation has been provided at this time as further discussion regarding the next component of taxation and apportionment needs to be discussed prior to a recommendation being provided regarding cost recovery.

Cost Recovery – Taxation and Apportionment:

The financial impact to households will be affected by the taxation and apportionment model chosen to allocate costs between the different service participants. The converted assessments of land and improvements is the default model of the *Local Government Act* when establishing services and is a widely used local government mechanism. This model was discussed with the proposed service participants in 2019 and again in 2021 and, at that time, was not supported by the Directors. There are several different options to apportion costs amongst the funding participants including apportionment

based on number of parcels, land & improvements, improvements only, population, usage, level of service, negotiated percentage, or a combination of models.

The survey that was conducted by hcma during Phase 2 of the engagement used the apportionment method of:

- 50% on the basis of population as determined by Statistics Canada most recent census data;
- 50% on the basis of converted land and improvements (L&I).

This model was chosen by staff as it provided a fairly consistent cost per household across the region despite the range in assessed values, however, was for the purposes of the survey only.

Attached to this report are tables containing multiple apportionment options using \$1 million as an annual cost. This \$1 million is purely for illustrative purposes to show the impact of apportionment options, and it not reflective of any cost estimates. The tables have been updated since the June 19, 2024, meeting to include Uchucklesaht in the calculations. At this meeting, staff will go through the apportionment options outlined in the attachment and encourage discussion regarding a possible method to be included in the establishing bylaw. No recommendation has been provided at this time.

Facility Construction Costs:

Based on the results of the hcma Aquatic Centre Feasibility Study the preferred option includes:

- 260 square metre leisure wave pool (including lazy river, tots' area, spray features and beach entry)
- 25 metre, 6-lane lap pool
- Hot tub, Slide, Sauna, Steam Room
- Fitness Space, Multi-Purpose Rooms, Universal and Gendered Changerooms, Lobby, Administration and Service Space

The 2024 estimated capital cost of this preferred option is \$68,119,555. This is a preliminary Class D level estimate, meaning the accuracy of the estimate is +/- 25%. The consultants recommend that an additional \$10 million should be added to the estimate if construction is anticipated to start in 2026.

A recommendation outlining this preferred facility option has been included at the beginning of the report. If the Directors would like to consider an alternative facility option, then now is the time to discuss.

Reliance on Grant Funding:

To determine the amount of borrowing to include in the loan authorization bylaw and the maximum requisition amount in the establishing bylaw the Directors must determine if the construction of the Aquatics Centre will be dependent on grant funding. If the construction is to be grant dependent, then the Directors must consider the maximum amount of borrowing that is to be included in the bylaws. The authority to borrow under a loan authorization bylaw expires 5 years from the date of adoption, therefore it is a risk that construction will be unable to proceed if the borrowing amount is set too low and grant funding is not secured in time. Staff will lead a discussion regarding grant funding during the meeting and no recommendation has been provided at this time.

Facility Location and Operations:

Location options for the new facility were discussed during Phase 1 and 2 of the Alberni Valley Aquatics Outreach project however no location has been chosen at this time. Although location does not need to

be secured as part of the Establishing Bylaw process it may be seen as important factor by the community prior to conducting the referendum. Please note that the cost of land has been excluded from the Feasibility Study and may impact the total construction costs.

In addition to location, the current facility is owned and operated by the City of Port Alberni and discussion regarding the future operations structure of the facility needs to be determined since the ownership of the new facility will be with the ACRD. Further discussion between ACRD and City of Port Alberni staff is required before providing options for both location and operations to the Directors. A recommendation for staff to initiate these discussions has been included at the beginning of this report.

Time Requirements – Staff & Elected Officials:

Staff estimate between 80-120 hours of staff time to clearly define the proposed service and develop draft establishing and loan authorization bylaws. This time estimate will escalate if the Directors struggle to make decisions on some of the required components.

Financial:

There are no financial impacts to the work associated to drafting the establishing and borrowing bylaws. Staff will bring forward cost estimates related to the referendum as the decisions regarding the components become finalized and the draft bylaws are close to be ready for consideration by the Board.

Strategic Plan Implications:

Strategic Priority 1.1 Enhanced indoor/outdoor recreation facilities and services include the governance review of a potential Alberni Valley Aquatic Centre.

Policy or Legislation:

Local Government Act, Part 1- Regional Districts: Service Structure and Establishing Bylaws outlines the requirements for developing this proposed service.

Options Considered:

Allan Nielson or another governance consultant could be engaged to assist the Directors in these difficult governance discussions if the Directors would prefer that option over staff led discussions.

Submitted by: Teri Fong
Teri Fong, CPA, CGA, Chief Financial Officer

Reviewed by: Cynthia Dick
Cynthia Dick, General Manager of Administrative Services

Approved by: Daniel Sailland
Daniel Sailland, MBA, Chief Administrative Officer

ACRD AV Aquatics Facility - Apportionment Options

**Does not represent new aquatic facility cost estimate but used for impacts of apportionment options only*

Per million of annual costs* \$ 1,000,000.00

Average Assessed Value 2024

Jurisdiction	Average Total Residential Assessed Value 2024
Port Alberni	518,890
Uchucklesaht	125,200
Area B - Beaufort	645,621
Area D - Sproat Lake	902,025
Area E - Beaver Creek	645,836
Area F - Cherry Creek	576,261

Summary of Options - Estimated Household Cost based on Average Residential Assessed Value

Jurisdiction	Option 1: Converted Land & Improvements	Option 2: Population	Option 3: 50% Population & 50% L&I	Option 4: Improvements Only	Option 5: Parcel Tax
Port Alberni	57	71	64	67	78
Uchucklesaht	N/A*	N/A*	N/A*	N/A*	N/A*
Area B - Beaufort	71	56	64	61	78
Area D - Sproat Lake	99	33	66	57	78
Area E - Beaver Creek	71	84	78	72	78
Area F - Cherry Creek	63	56	59	60	78

Option 1: Apportionment Method: Converted Land & Improvements

Tax Base: Net taxable value of land and improvements in the participating area

Jurisdiction	Converted Land & Improvements	Converted Land & Improvements as %	Converted Land & Improvements Requisition by Area	Residential Tax Rate	Estimated Household Cost based on Average Assessed Value
Port Alberni	524,384,082	58%	575,189	0.110	57
Uchucklesaht	41,234	0%	45	N/A*	N/A*
Area B - Beaufort	23,773,765	3%	26,077	0.110	71
Area D - Sproat Lake	194,991,474	21%	213,883	0.110	99
Area E - Beaver Creek	88,260,289	10%	96,811	0.110	71
Area F - Cherry Creek	80,221,148	9%	87,993	0.110	63
Totals	911,671,992	100%	1,000,000		

Option 2: Apportionment Method: Population

Tax Base: Net taxable value of land and improvements in the participating area

Jurisdiction	Population (2021 Census)	Population as %	Population Apportionment Requisition by Area	Residential Tax Rate	Estimated Household Cost based on Average Assessed Value
Port Alberni	18,259	71%	714,191	0.136	71
Uchucklesaht	10	0%	391	N/A*	N/A*
Area B - Beaufort	531	2%	20,770	0.087	56
Area D - Sproat Lake*	1,843	7%	72,088	0.037	33
Area E - Beaver Creek*	2,946	12%	115,231	0.131	84
Area F - Cherry Creek	1,977	8%	77,329	0.096	56
Totals	25,566	100%	1,000,000		

Relies on census numbers released once every 5 years

** Excludes those residents living on Tseshaht and Hupacasath Reserve Lands*

Option 3: Apportionment Method: Hybrid of 50% Population and 50% Land and Improvements

Tax Base: Net taxable value of land and improvements in the participating area

Jurisdiction	Population Apportionment Requisition by Area	Converted Land & Improvements Requisition by Area	Hybrid of 50% Population and 50% Land and Improvements	Residential Tax Rate	Estimated Household Cost based on Average Assessed Value
Port Alberni	714,191	575,189	644,690	0.123	64
Uchucklesaht	391	45	218	N/A*	N/A*
Area B - Beaufort	20,770	26,077	23,423	0.099	64
Area D - Sproat Lake	72,088	213,883	142,986	0.073	66
Area E - Beaver Creek	115,231	96,811	106,021	0.120	78
Area F - Cherry Creek	77,329	87,993	82,661	0.103	59
Totals	1,000,000	1,000,000	1,000,000		

Option 4: Apportionment Method: Converted Assessment - Improvements Only

Tax Base: Net taxable value of land and improvements in the participating area

Jurisdiction	Converted Improvements Only	Converted Land & Improvements as %	Converted Improvements Only Requisition by Area	Residential Tax Rate	Estimated Household Cost based on Average Assessed Value
Port Alberni	330,936,208	67%	672,835	0.128	67
Uchucklesaht	23,225	0%	47	N/A*	N/A*
Area B - Beaufort	10,988,217	2%	22,340	0.094	61
Area D - Sproat Lake	60,244,631	12%	122,485	0.063	57
Area E - Beaver Creek	48,520,314	10%	98,648	0.112	72
Area F - Cherry Creek	41,140,854	8%	83,645	0.104	60
Totals	491,853,449	100%	1,000,000		

Option 5: Apportionment Method: Taxable Parcels (folio)

Tax Base: Parcel Tax

Jurisdiction	Parcel by Area	Parcel as %	Parcel Tax Apportionment by Area	Annual Parcel Tax Amount
Port Alberni	8,034	63%	626,091	78
Uchucklesaht	2	0%	156	N/A*
Area B - Beaufort	385	3%	30,003	78
Area D - Sproat Lake	1,990	16%	155,081	78
Area E - Beaver Creek	1,353	11%	105,440	78
Area F - Cherry Creek	1,068	8%	83,229	78
Totals	12,832	100%	1,000,000	

*no tax rates are provided for Uchucklesaht as Treaty First Nations do not currently collect their requisitions by property tax