



Alberni Valley & Bamfield Services Committee Meeting

Wednesday, June 19, 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/19-6-2024/>

Register to participate via Zoom Webinar at: https://acrd-bc-ca.zoom.us/webinar/register/WN_Q9G6RFNNQdggD0J2RDyBkQ#/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 April 17, 2024** 4-6

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

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

- 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 FOR ACTION/INFORMATION

7. REQUEST FOR DECISIONS

- a. **REQUEST FOR DECISION** **7-12**
TFN/ACRD Landfill Working Group - Draft Terms of Reference

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.

- b. **REQUEST FOR DECISION** **13-65**
Alberni Valley Aquatic Centre Governance

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.

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 WEDNESDAY, APRIL 17, 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)
Susan Roth, Director, Electoral Area "E" (Beaver Creek)
Mike Sparrow, Director, Electoral Area "F" (Cherry Creek)
Moriah Cootes, Councillor, Uchucklesaht Tribe Government
John Jack, Chief Councillor, Huu-ay-aht First Nations
Penny Cote, Director, Electoral Area "D" (Sproat Lake)
Sharie Minions, Mayor, City of Port Alberni

STAFF PRESENT:

Daniel Sailland, Chief Administrative Officer
Jenny Brunn, General Manager of Community Services
Cynthia Dick, General Manager of Administrative Services
Heather Zenner, Manager of Administrative Services
Eddie Kunderman, Operations Manager
Paulo Eichelberger, Solid Waste Manager
Janice Hill, Executive Assistant

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

<https://www.acrd.bc.ca/events/17-4-2024/>

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 Sparrow

SECONDED: Director Roth

THAT the agenda be approved as circulated.

CARRIED

Director Cote entered the meeting at 10:02 am.

3. DECLARATIONS

4. MINUTES

Director Minions entered the meeting at 10:03 am.

a. Alberni Valley & Bamfield Services Committee Minutes – February 29, 2024

MOVED: Director Roth

SECONDED: Director Sparrow

THAT the minutes of the Alberni Valley and Bamfield Services Committee meeting held on February 29, 2024 be adopted.

CARRIED

5. PETITIONS, DELEGATIONS & PRESENTATIONS

a. Victor Copetti, Transit Planner, BC Transit, Transit Future Service Plan Update

6. REPORTS

a. 2023 Alberni Valley Sort'nGo Centre (formerly Landfill) Annual Reports for Information – April 17, 2024

MOVED: Director Beckett

SECONDED: Director Sparrow

THAT the Alberni Valley & Bamfield Services Committee receives this report.

7. LATE BUSINESS

8. 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.

9. **ADJOURN**

MOVED: Director Sparrow

SECONDED: Director Beckett

THAT the meeting be adjourned at 11:55 am.

CARRIED

Certified Correct:

Deb Haggard,
Chairperson

Heather Zenner,
Manager of Administrative Services



To: Alberni Valley & Bamfield Services Committee

From: Jenny Brunn, General Manager of Community Services

Meeting Date: June 19, 2024

Subject: TFN/ACRD Landfill Working Group - Draft Terms of Reference

Recommendation:

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/Tseshahst 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.

Summary:

The ACRD/Tseshahst First Nation (TFN) Landfill Working Group was established in late 2022 to address concerns raised by TFN during the landfill land tenure renewal process and provide an opportunity for improved communications and collaboration between the two parties on landfill issues. This group has met quarterly since 2023 and made progress towards a number of initiatives including;

- Installation of additional landfill monitoring wells and private well monitoring,
- Creation of a formal tipping fee waiver agreement for TFN,
- Annual presentation and discussion of the monitoring and operations of the landfill
- Receipt of provincial funding to undertake an alternate landfill siting study
- Engagement on the Solid Waste Management Plan development through the Plan Advisory Committee and staff-to-staff discussions

Other initiatives that staff have begun working on include: exploring equitable employment opportunities, community engagement, addressing traffic concerns, grant opportunities, and information sharing.

Since its inception, the working group has been developing a Terms of Reference (TOR) to guide the collaborative efforts. TFN has also led the creation of a cultural use study which has provided recommendations to assess and mitigate the impacts of the landfill on the Tseshahst Community which have been incorporated into the TOR and supported by TFN Chief and Council. These recommendations, as detailed in the attached Draft TOR, include:

- Equal Employment Opportunity
- Hiring a Tseshahst landfill monitor
- Provide accessible information
- Conduct annual open houses
- Strengthen environmental protection measures

- Preservation of native plant species
- Closure and restoration monitoring
- Restoration planning
- Environmental Control.
- Long-term healing and preservation
- Traffic safety measures and neighbouring community education.
- Logistical support for littering and illegal dumping

Staff are recommending that the draft TOR for the ACRD/TFN Landfill Working Group are supported in principle and that the Working Group develop an implementation plan to identify the resource and financial implications that will become the work plan for the group and bring the plan back to the AV&B Committee for consideration.

Financial and Time Requirements – Staff & Elected Officials:

Estimated annual staff time that has been required to organize, participate, correspond, and follow-up on the quarterly meetings and related initiatives raised by the landfill working group is estimated at 150 staff hours per year. The additional time and financial requirements for implementing the recommendations to assess and mitigate landfill impacts in the draft TOR will need to be determined based on a detailed implementation plan.

Strategic Plan Implications:

This initiative supports Strategic Priority 3.1 to develop protocol agreements with regional First Nations communities to support reconciliation and partnering efforts.

Submitted by: *Jenny Brunn*
Jenny Brunn, General Manager of Community Services

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

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

ACRD staff will report on group activities/recommendations to the Alberni Valley and Bamfield Committee and ACRD Board of Directors as required.

TFN Staff will report to TFN Chief, and Council as required.

Group recommendations to political bodies will be made by consensus.

Meeting Procedures:

Meeting Frequency: In general, annually there will be 3-4 meetings of the committee, although periodically more frequent meetings may be required. Meetings are expected to be held mid-day. Meetings may be held in-person or via zoom/Microsoft teams.

One meeting per year will review the Annual reports and include an invitation to the Ministry of Forests (FLNRD) and Ministry of Environment.

Minutes: *Will consist of high level summaries/notes of items discussed. There will be a dedicated minute taker. Group members can/should request that specific comments/items be recorded in the minutes during the meeting if the item is of important note. Members should note if something should be added to the action log, which will be updated by the minute taker. The committee can pass resolutions which will be recorded in the minutes and added to the action log. Draft Minutes and Action Log will be shared within a week of the end of meeting for feedback/input.*

Action Log: *An action log will be attached to each meeting agenda and updated with new items during each meeting. The action log will list each item as an action, identify a lead person responsible for it and the status. At each meeting the action log will be reviewed and the lead person will provide an update and the status of the item changed/updated as required.*

Terms of Reference: *The group will review their terms of reference from time to time and update them as required.*

Resources for this Group:

ACRD will dedicate resources to have staff and technical experts attend meetings and present operational and monitoring data as well as answer questions.

ACRD/TFN will provide administrative staff to support the committee including preparing agendas, recording minutes, circulating notes/minutes to all members.

Assessing and Mitigating the Social and Environmental Impacts of the Alberni Valley SortnGo

The recommendations outlined below are the culmination of insights gathered from the Tseshaht community members who contributed to the 2022/2023 Cultural Use Study. These suggestions are integral to our mission of evaluating and mitigating the social and environmental effects of the Landfill on the Tseshaht community. Accordingly, these recommendations have been thoughtfully incorporated into this Terms of Reference (TOR) to guide our collective efforts.

Equal Employment Opportunity Clause:

- The working group commits to inclusive hiring practices. Particularly, we encourage the involvement of the Tseshaht community in key positions to ensure representation and address local concerns effectively.

Operational Recommendations:

- **Hiring a Tseshaht Landfill Monitor:** ACRD will offer employment to a member of the Tseshaht community as a landfill monitor. This role will facilitate transparent and effective communication between landfill operations and the community, serving as a vital liaison.
- **Accessible Information:** ACRD and Tseshaht will ensure that information about the landfill's environmental impacts is disseminated through clear, accessible formats such as contributions to Tseshaht community newsletters and online platforms. Regular updates on monitoring and mitigation efforts will be provided to Tseshaht to enable informed decision-making and community participation in environmental stewardship.
- **Annual Open Houses:** ACRD will organize yearly open houses to allow community members to engage directly with landfill operations, voice concerns, and seek clarifications.
- **Strengthening Environmental Protection Measures:** ACRD and Tseshaht will implement proactive environmental protection strategies, including waste management practices that minimize pollution. This includes regular monitoring of water quality and ecosystem health in local waterways, such as McCoy Creek.
- **Preservation of Native Plant Species:** ACRD, in cooperation with Tseshaht, will undertake measures to protect and restore the habitats of native plant species, acknowledging their cultural significance.
- **Closure and Restoration Monitoring:** In the event of landfill closure, the Tseshaht community desires oversight of the closure process by one or more community members. Additionally, an independent third party will regularly assess the safety of local resource gathering activities.
- **Restoration Planning:** ACRD and Tseshaht will collaboratively develop a comprehensive site restoration plan, focusing on land healing and prevention of further contamination. These measures are expected to include planting trees to obscure the landfill, other reforestation and restoration plantings and identifying designated areas for exclusive use by the Tseshaht community.
- **Environmental Control:** ACRD and Tseshaht will collaboratively work on improved environmental control measures, including traffic regulation, dust control, odour reduction, and designated noise-free days.
- **Long-term Healing and Preservation:** ACRD and Tseshaht recognize the importance of the area and will collaboratively work on the long-term preservation of the area's resources, emphasizing the prevention of illegal dumping and responsible site management.
- **Traffic Safety and Community Education:** recognize the identified traffic safety concerns, especially on McCoy Lake Road, and will work on mitigation measures, such as speed limit enforcement and enhanced signage.

Logistical Support:

- ACRD and Tseshaht will develop a system to respond to littering and illegal dumping on the approaches to the landfill.



To: Alberni Valley & Bamfield Services Committee
From: Teri Fong, CPA, CGA, Chief Financial Officer
Meeting Date: June 19, 2024
Subject: Alberni Valley Aquatic Centre Governance

Recommendation:

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.

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:

In April 2024 the Alberni-Clayoquot Regional District Aquatic Centre Feasibility Study Final Report was presented by the consultant team of hcma Architecture + Design and GDH Solutions to the Alberni Valley Aquatic Centre Advisory Committee. This report assesses the feasibility of a new regional indoor aquatic centre to replace the existing Echo Aquatic Centre. The report can be found on the ACRD's Alberni Valley Aquatics Outreach Let's Connect page here: [Aquatic Feasibility Study](#). This report completed Phase 2 of the Alberni Valley Aquatics Outreach.

In addition to the recently completed feasibility study, the previous Board did engage with a consultant in 2018 and 2019 regarding potential governance options for a new Regional District Aquatic Service. Allan Neilson, from Neilson Strategies Inc., facilitated both governance discussions and the summaries of those discussions have been attached for information. This report builds from those initial discussions.

The project is now moving into Phase 3 which involves advancing a preferred vision for aquatics. A regional district has broad authority to operate any service it considers necessary or desirable however the Board must first adopt a service establishing bylaw that requires some form of electorate consent. This report outlines the decisions that the Directors must make prior to considering an establishing bylaw and related borrowing (loan authorization) bylaw. 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 confirm which components have agreement among potential service participants and which components require further information and discussion.

Service Participants:

Based on previous Board discussions, the service participants for the proposed service include:

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

A recommendation outlining this option has been included at the beginning of the report. If any additions or deletions of service participants is being considered by Directors, then now is the time to discuss the changes.

Referendum:

Based on previous Board discussions, the participating area approval of the establishing bylaw is to be done by referendum (approval by voting). In addition, the participating area approval must be obtained separately for each participating area in the proposed service area. This means that if the referendum

fails in one area (by receiving less than 51% of the votes in favour), then the entire referendum fails to establish the service.

A recommendation outlining this option has been included at the beginning of the report. If Directors would like to consider another form of participating area approval, such as approval by alternative approval process, then now is the time to discuss the alternatives.

Service Definition:

Based on previous Board discussions, this service establishing bylaw is to be limited to development and operation of an Aquatics Centre only and does not consider other parks and recreation assets. A recommendation outlining this option has been included at the beginning of the report. If the Directors would like to consider adding additional services or facilities to this proposed service, then now is the time to discuss the other facilities or services.

Service Governance - Voting:

Decisions related to the administration and operation of a regional district service, such as the proposed aquatic centre service, are voted on using the 'weighted stakeholder vote'. Only directors representing jurisdictions that participate in the service are entitled to vote and the default voting strength is based on the population of the jurisdiction the director represents. The number of Directors and voting strength is based on population and the voting unit in the ACRD's letters patent, as determine by the Province. In the case of this proposed service the default weighted voting would be as follows:

Participant	Number of Directors	Number of Votes
City of Port Alberni	2	10
B – Beaufort	1	1
D – Sproat Lake	1	2
E – Beaver Creek	1	2
F – Cherry Creek	1	1
Total	6	16

An alternative voting model can be included in the establishing bylaw to eliminate the dominance of one jurisdiction, in this case the City of Port Alberni. In 2018 consensus between Directors was achieved on a model that assigns one vote for each Director from the participating jurisdictions. This alternative model would be as follows:

Participant	Number of Directors	Number of Votes
City of Port Alberni	2	2
B – Beaufort	1	1
D – Sproat Lake	1	1
E – Beaver Creek	1	1
F – Cherry Creek	1	1
Total	6	6

A recommendation outlining this option of each Director having one vote has been included at the beginning of the report. If Directors would like to renew this discussion to investigate other voting arrangements, then now is the time to discuss.

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. 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 a 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
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
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%	575,215	0.110	57
Area B - Beaufort	23,773,765	3%	26,078	0.110	71
Area D - Sproat Lake	194,991,474	21%	213,893	0.110	99
Area E - Beaver Creek	88,260,289	10%	96,816	0.110	71
Area F - Cherry Creek	80,221,148	9%	87,997	0.110	63
Totals	911,630,758	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%	714,470	0.136	71
Area B - Beaufort	531	2%	20,778	0.087	56
Area D - Sproat Lake*	1,843	7%	72,116	0.037	33
Area E - Beaver Creek*	2,946	12%	115,276	0.131	84
Area F - Cherry Creek	1,977	8%	77,360	0.096	56
Totals	25,556	100%	1,000,000		

Relies on census numbers released once every 5 years

* Excludes those residents living on Tseshah 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	714,470	575,215	644,843	0.123	64
Area B - Beaufort	20,778	26,078	23,428	0.099	64
Area D - Sproat Lake	72,116	213,893	143,005	0.073	66
Area E - Beaver Creek	115,276	96,816	106,046	0.120	78
Area F - Cherry Creek	77,360	87,997	82,678	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%	672,867	0.128	67
Area B - Beaufort	10,988,217	2%	22,341	0.094	61
Area D - Sproat Lake	60,244,631	12%	122,491	0.063	57
Area E - Beaver Creek	48,520,314	10%	98,653	0.112	72
Area F - Cherry Creek	41,140,854	8%	83,648	0.104	60
Totals	491,830,224	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%	626,189	78
Area B - Beaufort	385	3%	30,008	78
Area D - Sproat Lake	1,990	16%	155,105	78
Area E - Beaver Creek	1,353	11%	105,456	78
Area F - Cherry Creek	1,068	8%	83,242	78
Totals	12,830	100%	1,000,000	



**Alberni-Clayoquot Regional District
Sub-Regional Discussion on an Aquatic Facility**

SUMMARY OF 2019 DISCUSSION

INTRODUCTION

In June, 2018, local elected officials from the City of Port Alberni, Electoral Areas, and First Nations in the Alberni Valley sub-region of the Alberni-Clayoquot Regional District (ACRD) met for facilitated discussions on the future of the Echo Aquatic Centre. Over two half-days, participants considered the recreation needs and interests of the sub-regional community, and explored the potential to jointly build, fund, and govern a new, sub-regional aquatic facility.

Participants reached consensus on the need for a new aquatic facility to replace the existing Echo Centre. Participants also expressed a common interest in developing the new facility through a sub-regional service, and considered different options related to the service structure.

On December 4, 2019, local elected officials from the Alberni Valley ACRD jurisdictions, joined by an Elected Councillor of the Tseshaht First Nation, came together to continue the earlier 2018 discussions.

Report

This report, titled *Summary of 2019 Discussion*, provides a written record of the December 4, 2019, session. The report outlines the elements of a potential sub-regional service, identifies points of consensus, and sets out the next steps put forward by participants.

The structure of the report follows that of the agenda that was created to guide the session. In

accordance with this agenda, the text is presented into the following sections:

- Stage Setting
- Review of 2018 Discussion
- Confirmation of Consensus Reached
- Service Governance
- Service Cost
- Summary and Next Steps

A copy of the session agenda is provided as *Attachment I*. The slides presented by the session facilitator are reproduced in *Attachment II*. *Attachment III* provides a copy of the press release that was issued by the ACRD following the session.

STAGE SETTING

Introductions

The session began with introductions of persons present. The list of attendees from the ACRD's Alberni Valley jurisdictions included:

- Director, Electoral Area B — Beaufort
- Director, Electoral Area D — Sproat Lake
- Director, Electoral Area E — Beaver Creek
- Alternate Director, Area F — Cherry Creek
- Municipal Director (Mayor), City of Port Alberni
- Municipal Director (Councillor), City of Port Alberni
- Councillor, City of Port Alberni
- Councillor, City of Port Alberni
- Councillor, City of Port Alberni



In addition to these representatives from ACRD jurisdictions, an Elected Councillor of the Tseshaht First Nation participated in the session. The session was facilitated by local government consultant Allan Neilson, of Neilson Strategies Inc.

Purpose

The facilitator explained that participants had come together to explore the potential to collectively develop, fund, and govern a new aquatic centre in the Alberni Valley. The group was not present to make decisions or commit to any final service structure. Rather, elected officials were present to:

- revisit and understand concerns, needs, and interests
- explore options, determine consensus, and narrow the range of possibilities
- set out next steps for jurisdictions to pursue

Expectations

The facilitator asked participants to share their expectations for the session. Participants made the following points:

- the current economic conditions in the community provide some context for the discussion that should be recognized
- current conditions are important; but so, too, are the long-term needs and long-term economic development of the community
- important to hear what colleagues from all Alberni Valley jurisdictions have to say
- important to consider the needs of the youngest generation (grandchildren)
- community engagement on the initiative is essential
- there needs to be financial fairness among jurisdictions
- Tseshaht First Nation wants to understand how it can help — the broader community cannot afford to *not* proceed
- the physical and mental health benefits for residents of the broader community (especially youth) need to be recognized
- a new facility would promote social equity by providing opportunities for all groups
- desire to understand "where to" from here

- a hope that group understands need for a new facility
- the group should talk as if the current Echo Centre does not exist (in its current state, it may not exist for much longer)
- past facility planning work done by the City is not relevant — the Alberni Valley jurisdictions, as a collective, need to lead a new planning process that engages with, and considers the needs of, the broader community

2018 DISCUSSION

The facilitator provided a brief review of the key points from the 2018 discussion, including:

- the purpose of the 2018 session
- the participants' sense that "community" is the entire Alberni Valley
- participants' listing of health, economic, social, educational, and other benefits associated with a new aquatic centre
- a statistical profile of the Alberni Valley community population, including population, assessment base, number of parcels, and other factors
- an overview of the existing Echo Aquatic Centre, including the services it offers, its age, state of repair, operating cost, ownership, governance, and (limited) cost-sharing
- items on which participants reached consensus in 2018 (see next section)

All of these points are addressed in the slides from the 2019 discussion (see *Attachment II*).

ITEMS OF CONSENSUS IN 2018

The review of items on which consensus was reached in 2018 began by reiterating (from 2018) the four elements of every shared service:

- service participants (i.e., which jurisdictions)
- service definition (i.e., the scope of functions, activities, and facilities included in the service)
- service governance
- service cost, including cost-sharing

Figure 1 presents six items on which consensus was reached. The figure shows that five of the six relate to the common service elements. One item of consensus speaks to the need for the service.

Figure 1 also identifies which items of consensus reached in 2018 were confirmed by elected officials in the 2019 discussion.

SERVICE GOVERNANCE

Considerable discussion occurred around the desire for joint governance — more specifically, the interest on the part of the Alberni Valley electoral areas to have a "seat at the table" for decisions on the operation and administration of a new shared

aquatic facility. The value of moving decisions from Port Alberni Council Chambers to the ACRD Board table was questioned by some electoral area directors. The concerns expressed were related, in part, to the understanding that all votes for the new centre would be weighted votes in which *de facto* control rested with the City.

The facilitator explained that use of weighted votes is, indeed, the default mechanism in place in the

**Figure 1
2018 Items of Consensus**

Item	Consensus Established in 2018	2019 Discussion
Future Aquatic Centre	<ul style="list-style-type: none"> – need for a new facility – explore further the potential for share, sub-regional aquatic facility service – whole Alberni Valley benefits, and that City not able on its own to develop and operate new centre 	<ul style="list-style-type: none"> – consensus confirmed
Service Participation	<ul style="list-style-type: none"> – all ACRD jurisdictions of Alberni Valley (City, Areas B, D, E, F) – desire on part of Uchucklesaht First Nation to support initiative 	<ul style="list-style-type: none"> – list of ACRD jurisdictions confirmed – Tseshaht First Nation supports initiative (Uchucklesaht Director not present)
Service Definition	<ul style="list-style-type: none"> – specifics on facility to be determined through community engagement – focus on new aquatic facility, not existing Echo Centre, not other parks and recreation assets or services – shared service would include facility development <i>and</i> facility operation 	<ul style="list-style-type: none"> – consensus confirmed, with emphasis on role of community in determining specifics about any new facility
Service Governance	<ul style="list-style-type: none"> – support for alternative decision-making structure with one vote per Director on service stakeholder votes – no delegation to separate commission 	<ul style="list-style-type: none"> – confirmed consensus (see section on governance in report)
Cost Recovery	<ul style="list-style-type: none"> – rely on user fees as one funding source – maximize lease, concession, sponsorships, and grants – contributions from non-participants 	<ul style="list-style-type: none"> – consensus confirmed – Tseshaht will consider annual contribution
Cost Allocation	<ul style="list-style-type: none"> – focus of further discussion 	<ul style="list-style-type: none"> – detailed formula to be determined as part of next steps – consensus to focus on mix of bases so that do not unfairly burden either City or Area D



Local Government Act. The *Act* was changed in the early 2000s, however, to allow service participants to design different voting arrangements to allow for a more meaningful sharing of control. The facilitator outlined one such arrangement that is used in some other places. This arrangement assigns one vote for each Director from the participating jurisdictions. In the Alberni Valley sub-region, this approach would provide two votes to the City (one per Municipal Director), and a total of four votes to the four Electoral Areas (one per Electoral Area Director). This arrangement is designed to eliminate the potential for one jurisdiction to dominate votes. It is also designed to promote compromise among jurisdictions.

The desire to include the Tseshaht First Nation in decision-making in some form was also discussed. At present, the Tseshaht First Nation is not a member jurisdiction of the ACRD — a situation that makes it impossible under current provincial legislation for the Tseshaht to participate in the service, and to share in governance. ACRD's Chief Administrative Officer noted, however, that discussions are underway with the Province to provide a mechanism for non-member First Nations to participate.

Consensus on Governance

The group reached consensus on two points:

- that all Alberni Valley jurisdictions participate in service governance for any new sub-regional aquatic facility service
- that the parties select a governance model that eliminates the potential for one jurisdiction to control decision-making, and that promotes compromise

SERVICE COST

The cost of a new sub-regional aquatic facility service would include two components:

- *Capital* — The capital cost is the cost that would be incurred to develop the new facility. To fund this cost, efforts would be made to obtain federal and provincial grant dollars, as well as donations from other jurisdictions that may choose to contribute. A significant

portion of the development cost, however, would need to be borrowed by the participants. Annual debt servicing costs (principal plus interest) would be incurred to pay the debt.

- *Operating* — This cost would be incurred each year to run the facility. The total operating cost would be partly offset by user fee revenues, any lease and sponsorship revenues generated, and contributions from non-participant jurisdictions (e.g., Tseshaht First Nation). A portion of the total operating cost, however, would be paid using tax revenues that would be raised across participating jurisdictions each year.

The elected officials at the 2019 discussion agreed that the annual tax burden required to fund with both capital and operating costs should be shared by all of the Alberni Valley jurisdictions. The way in which to share this burden needs to be determined.

Cost Sharing

The facilitator identified and explained a range of different bases on which the tax burden could be shared. Converted assessment (land *and* improvements), converted assessment (land *or* improvements) population, usage, and a fixed percentage were all reviewed, as was the use of a parcel tax.

Different pie charts were used to present the tax implications of different cost sharing bases for each jurisdiction. All pie charts assumed — for the purpose of illustration only — an annual debt servicing payment of \$1.21 million (to service capital borrowing of \$18.0 million), and an annual net operating cost of \$225,000.

Consensus on Cost Sharing

Further, more detailed study of the cost sharing methods and their implications for jurisdictions and households is required before an approach can be established. The group did agree in principle, however, that costs should be shared on a combination of bases, such as population and converted assessment (land *and* improvements). The pie charts showed clearly that:

- reliance on single basis (e.g., converted assessment only, population only) would unfairly burden either Electoral Area D or the City of Port Alberni
- the use of a combination of bases moderates the impacts on both jurisdictions
- the implications for each of the other jurisdictions are very similar under all scenarios

NEXT STEPS

The elected officials at the December, 2019, discussion proposed the following next steps:

- undertaking in 2020 a full feasibility study, cost-shared by the Alberni Valley jurisdictions, on a new, sub-regional aquatic facility service
- engaging the broader Alberni Valley community in discussions on a new facility, as part of the feasibility study exercise

ACRD staff, with input from staff at the City of Port Alberni, will provide a report to the Board on these proposed next steps.





**Alberni-Clayoquot Regional District
Sub-Regional Discussion on Aquatic Facility
December 4, 2019**

AGENDA

TIME & PLACE: Wednesday, December 4, 2019
9:00 am – 3:00 pm
Regional District Board Room
3008 Fifth Avenue, Port Alberni
(lunch and refreshments will be provided)

BACKGROUND: In June, 2018, Regional District Directors from the City of Port Alberni, Electoral Areas and First Nations in the Alberni Valley sub-region met for facilitated discussions on the future of the Echo Aquatic Centre. Over two half-days, participants considered the recreation needs and interests of the sub-regional community, and explored the potential to jointly build, fund, and govern a new, sub-regional aquatic facility.

At the end of the first day of discussions, participants reached consensus on the need for a new aquatic facility to replace the existing Echo Centre. Participants also expressed a common interest in developing the new facility through a sub-regional service. During the second half-day of discussions, participants considered different options related to the structure of a new sub-regional service, including governance, scope, cost-recovery, and cost-sharing.¹ Consensus was reached on some issues; the need for further discussion was highlighted for others.

On December 4, 2019, Directors from the Alberni Valley ACRD jurisdictions will reconvene to continue the earlier discussions. Leaders from the Tsehshat and Hupacasath First Nations have been invited to join the session. Participants, it is hoped, will be able to explore and reach agreement in principle on the key service elements, as well as the next steps to take.

SESSION OBJECTIVE: The primary objective of the December 4 session is to reach agreement-in-principle on the structure of a new, sub-regional aquatic facility service. An additional goal is to agree on next steps.

It should be emphasized that leaders are not expected — indeed, are not able — to make final decisions at the December 4 session. Agreement-in-principle is the goal.

¹ The Director from the Uchucklesaht First Nation attended a portion of the session to voice support for the initiative.

FACILITATOR: Allan Neilson (Neilson Strategies Inc.) will facilitate the session. Allan facilitated the earlier 2018 discussion.

AGENDA:

1. Introductions & Stage Setting

Participants will introduce themselves, identify their expectations for the day, and provide any additional opening comments they wish. The facilitator will outline of session agenda and propose a set of desired outcomes.

2. Review of 2018 Discussion

It is important to begin by reviewing the key points and outcomes from the earlier 2018 discussion, including:

- the reasons why leaders came together in 2018
- views on the broader, Alberni Valley community
- the assessment of the Echo Aquatic Centre
- points of consensus that were reached by participants
- points that were identified for further discussion

The *Summary of Discussion* and *Press Release* from the 2018 session have been distributed to participants.

3. Confirmation of Consensus Reached

The facilitator will review with participants the various points on which leaders reached consensus in 2018, including:

- the need for new aquatic facility in Alberni Valley
- support for exploring further the provision of a new facility through shared, sub-regional service
- the set of supportive jurisdictions
- the preferred definition of any sub-regional service definition (i.e., what would be included in a new service)

Participants will be asked to comment on and, if possible, confirm these points.

4. Service Governance

In the 2018 discussion leaders spent some time exploring the topic of service governance (i.e., who makes decisions for the service), and the different options that could be considered in order to ensure fairness for all jurisdictions. On December 4, service governance options will be explored further in the hopes of identifying a preferred model.

5. Service Cost

Recreation service costs are recovered using a variety of revenue sources, the two most significant of which are property taxes and user fees. User fees are paid in the form of general admission to the facility, program registration fees, and facility rentals. Property taxes are paid by property owners in jurisdictions that comprise the service area. A major challenge facing every shared service is

to determine how to share the tax burden among participating jurisdictions — or, put differently, to figure out "who should pay what".

In 2018, leaders tackled this question and explored some of the possibilities. These possibilities will be explored on December 4, along with their implications for taxpayers in Alberni Valley jurisdictions. If possible, a preferred method of cost-sharing will be identified.

6. Summary and Next Steps

The facilitator will summarize the outcomes of the December 4 discussion. Collectively, the group will consider and set out next steps.

7. Adjourn — 3:00 pm



ALBERNI VALLEY AQUATIC FACILITY SUB-REGIONAL DISCUSSION ON POTENTIAL

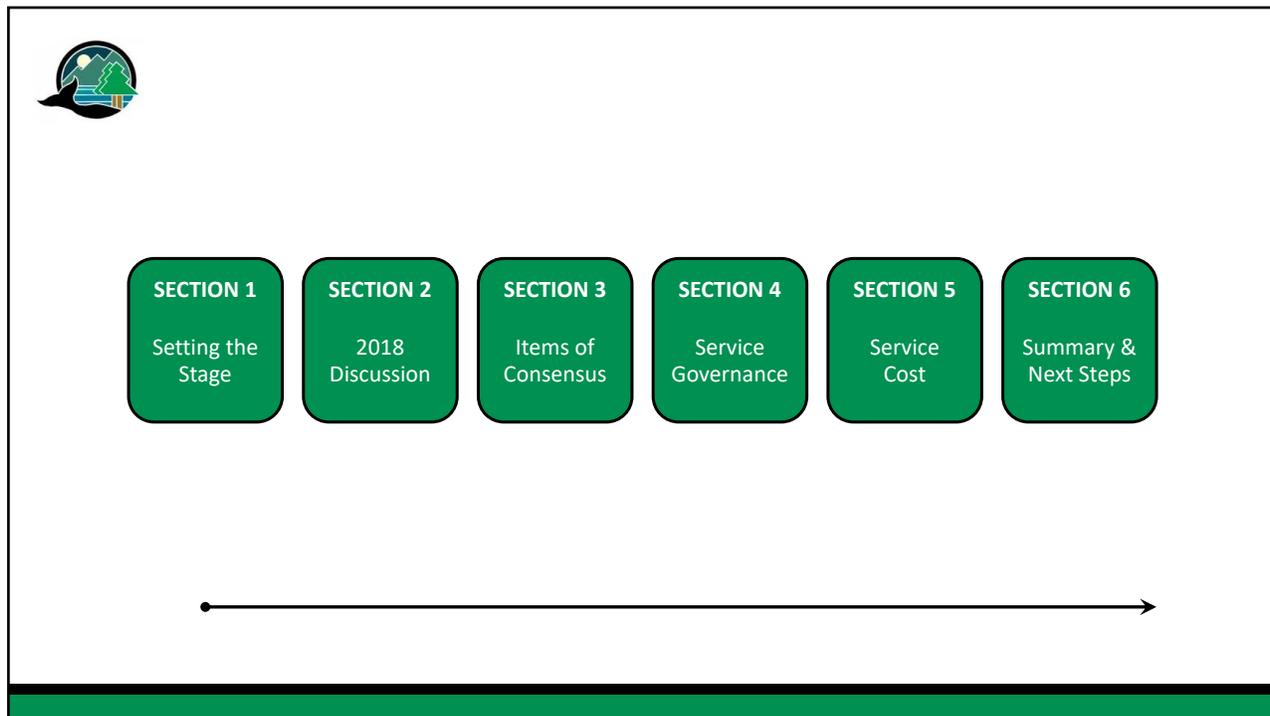
Alberni Clayoquot Regional District
December 4, 2019

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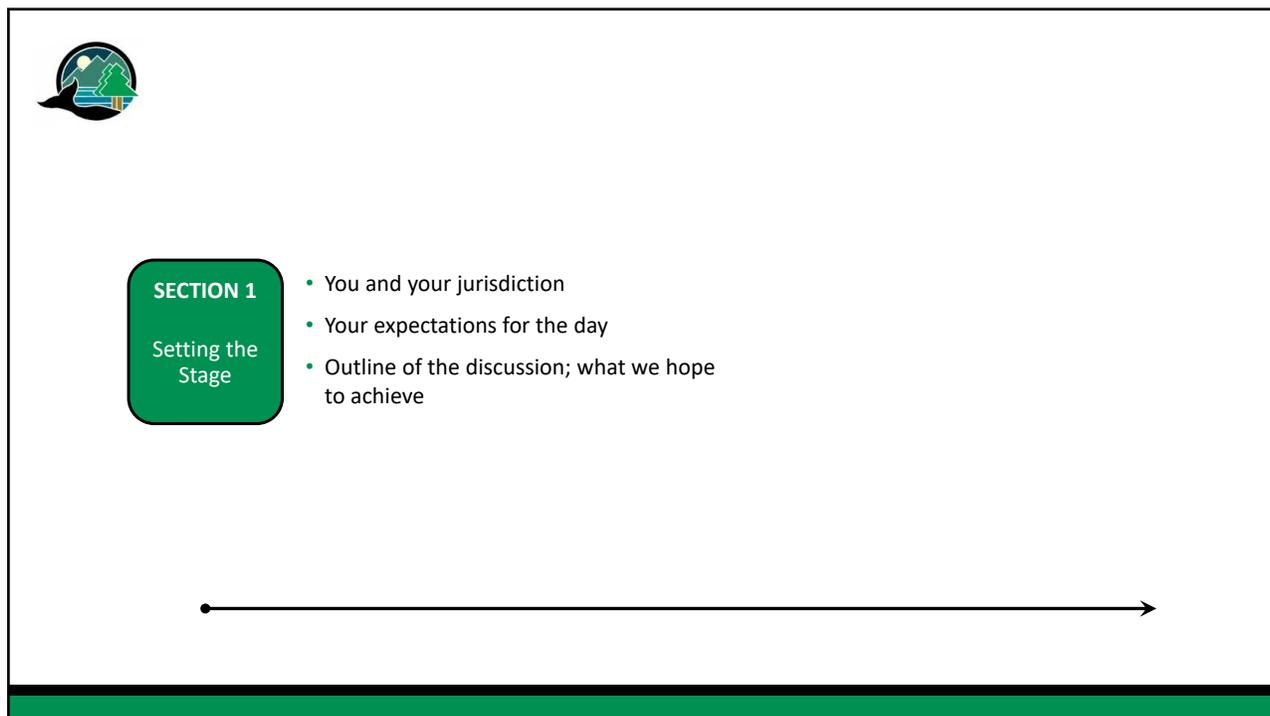


GAME PLAN

2



3



4



SECTION 2
2018
Discussion

- Purpose and impetus of 2018 Discussion
- Alberni Valley community
- Echo Aquatic Facility
- Points of consensus; points for further work



5



SECTION 3
Items of
Consensus

- new aquatic facility in Alberni Valley
- support for idea of sub-regional, shared service
- list of participants and others
- service definition



6



- review of ideas raised in 2018
- models to consider to ensure meaningful "say" for all parties
- consensus of group

SECTION 4
Service Governance



7



- review of cost recovery methods
- consideration of cost-sharing methods
- where is the best chance for consensus

SECTION 5
Service Cost



8



- what did we achieve today
- what do we need to work on
- what are our "next steps"

SECTION 6
Summary & Next Steps



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SECTION 1
Setting the Stage

SECTION 2
2018 Discussion

SECTION 3
Items of Consensus

SECTION 4
Service Governance

SECTION 5
Service Cost

SECTION 6
Summary & Next Steps



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SETTING THE STAGE

- ▶ Is there a desire to collectively develop, fund and govern a new aquatic centre in the Alberni Valley?
- ▶ Not here to make decisions; not here to commit to any definitive service design
 - ✓ here to revisit and understand concerns, needs, and interests
 - ✓ here to explore some options, determine consensus, narrow the range of possibilities

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SETTING THE STAGE

- ▶ Primary objective is to reach agreement-in-principle on structure of a new, sub-regional service to build and operate an Alberni Valley Aquatic Centre
 - ✓ want to also agree on some next steps

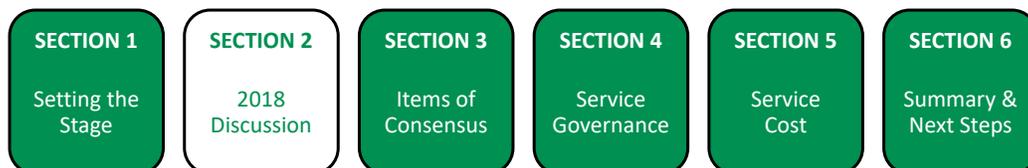
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SETTING THE STAGE

- ▶ My role is to ensure that everyone contributes to discussion, and that all key points explored
- ▶ Your role is to think critically, give your views and ideas, keep an open mind, and represent interests of your local community within broader sub-regional community

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2018 DISCUSSION

- Came together, despite some historical, mutual mistrust, to consider needs of broader community
- Clear sense that Alberni Valley as a whole is the community
- Shared recognition – stronger among some than others – of need to replace Echo Aquatic Centre



Alberni-Clayoquot Regional District
Sub-Regional Discussion on an Aquatic Facility

SUMMARY OF DISCUSSION

INTRODUCTION

Over two half-days, on June 28 and 29, 2018, elected representatives of the local government jurisdictions in the Alberni Valley sub-region of the Alberni-Clayoquot Regional District (ACRD) participated in discussions on aquatic recreation. The discussions were aimed, specifically, at exploring the potential for working together to build, fund and govern a new aquatic facility for the broader Alberni Valley community.

This summary report provides a written record of the discussions, and identifies possible next steps for the jurisdictions to pursue. In accordance with the agenda that was followed for the session, the report is broken into the following sections:

- Day One
 - Stage Setting
 - Alberni Valley Community
 - Echo Aquatic Centre
 - Future Provision of Aquatic Recreation Service
- Day Two
 - Sub-Regional Service Elements and Considerations
 - Next Steps

Areas of consensus on the desire to explore further the development of a sub-regional aquatic facility service, and on elements of the service, are highlighted in the text. Three documents are attached to the report:

- Attachment I presents a copy of the agenda for the event.
- Attachment II presents the slides that were used to review key data on the Alberni Valley community.
- Attachment III presents the slides that were used to review the impacts of different cost allocation bases on participating jurisdictions.

DAY ONE

STAGE SETTING

Introductions

The session began with introductions of persons present. The list of attendees from the ACRD's Alberni Valley jurisdictions included:

- Director, Electoral Area B – Beaufort
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- Municipal Director (Councillor), City of Port Alberni
- Councillor, City of Port Alberni
- Councillor, City of Port Alberni
- Councillor, City of Port Alberni (first day only)

In addition to these attendees, two elected representatives from other ACRD jurisdictions participated in all or a portion of the session. These representatives were:

ALBERNI-CLAYOQUOT REGIONAL DISTRICT
SUB-REGIONAL DISCUSSION ON AQUATIC FACILITY

SUMMARY OF DISCUSSION
JULY 2018 - PAGE 1

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2018 DISCUSSION

- Desire for fairness in paying for services that benefit the Alberni Valley
- Want to share control, in part so that have a say over in managing costs



Alberni-Clayoquot Regional District
Sub-Regional Discussion on an Aquatic Facility

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ALBERNI-CLAYOQUOT REGIONAL DISTRICT
SUB-REGIONAL DISCUSSION ON AQUATIC FACILITY

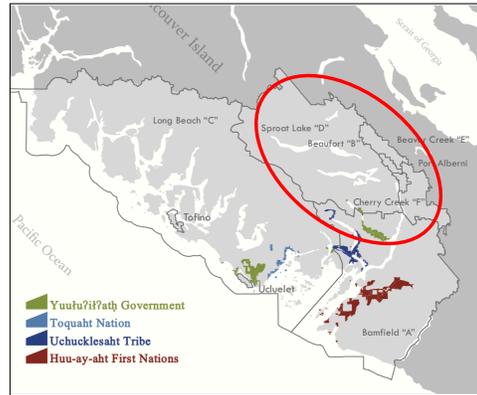
SUMMARY OF DISCUSSION
JULY 2018 - PAGE 1

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2018 DISCUSSION

- How do you want to be able to describe Alberni Valley ten years from now?
 - ✓ vibrant
 - ✓ affordable and safe
 - ✓ welcoming and inclusive
 - ✓ sense of community
 - ✓ a place with amenities for people
 - ✓ healthy population

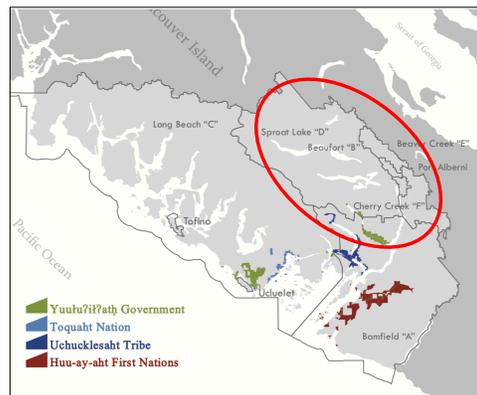


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2018 DISCUSSION

- What are the benefits of recreation facilities in the Valley?
 - ✓ physical and mental health
 - ✓ physical literacy
 - ✓ economic benefits (keep people here to recreate)
 - ✓ gathering place
 - ✓ social equity
 - ✓ draw for new residents
 - ✓ educational benefits
 - ✓ sport tourism
 - ✓ community expectations met

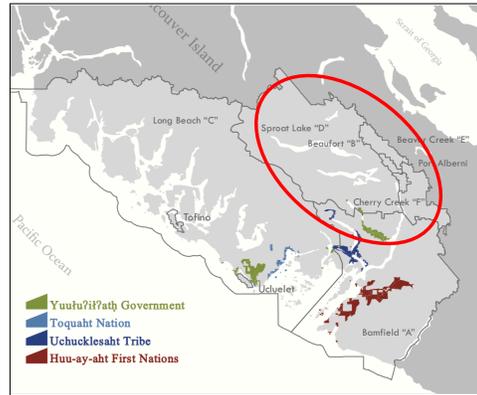


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2018 DISCUSSION

- Would it matter if the Valley did not have an aquatic facility?
 - ✓ need pool to be welcoming to new residents
 - ✓ yes – builds community
 - ✓ if we want families, yes (seniors, too, perhaps)
 - ✗ matters little (jobs matter)

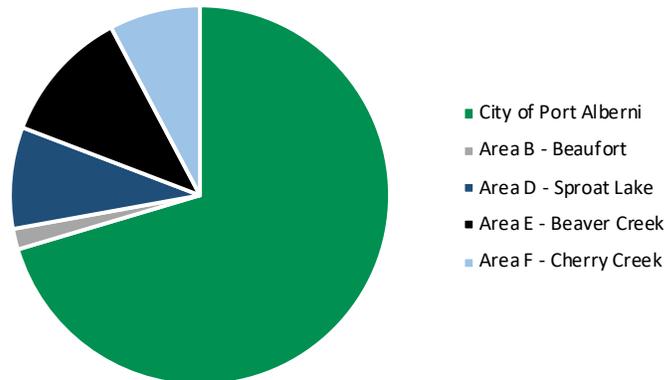


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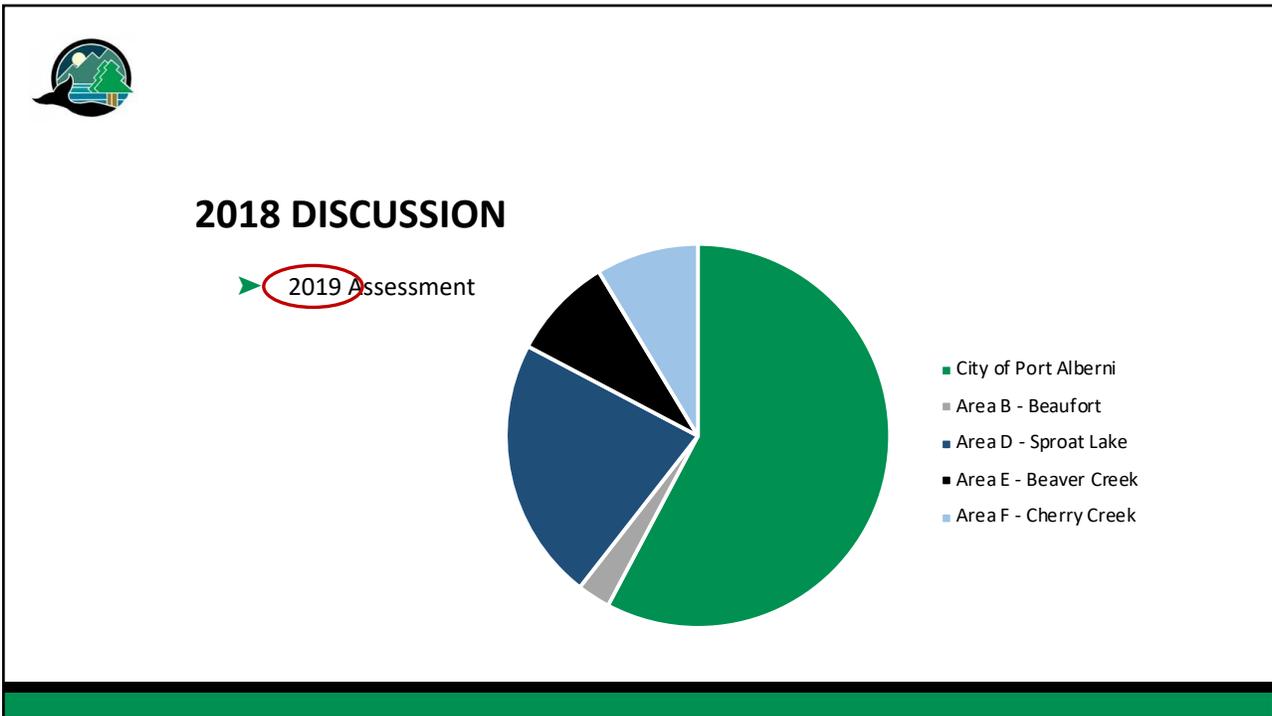


2018 DISCUSSION

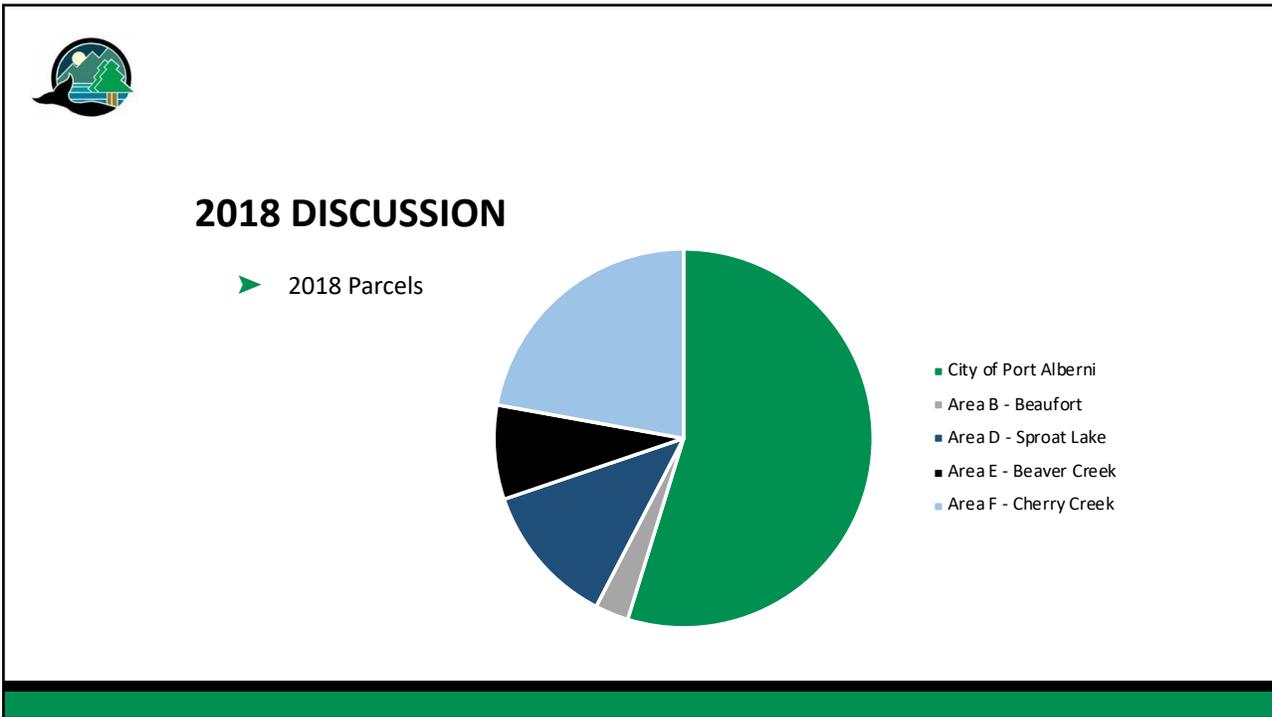
- 2016 Census



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2018 DISCUSSION

HOURS OF OPERATION:
Monday - Friday: 6:00 am - 9:00 pm
Saturday: 8:00 am - 8:00 pm
Sunday: 8:00 am - 8:00 pm

Echo Aquatic & Fitness Centre



Main Pool:

- Length 121' x Width 45'
- Max depth 12, Min depth 3'
- 262,000 US gallons
- Temp 82° F / 28° C
- Pool Deck Temp 85° F / 29° C
- 1 high & 1 low springboard

Every 4 1/2 hours the amount of water equal to the pool volume is passed through the filter system.

Tot's Pool:

- Length 20' x Width 12'
- Depth 2 1/2' - 3'
- Temp 90° F / 32° C

Special Features:

- 3 Family change rooms, one with overhead lift
- Pool lift and Special Needs access in Main and Tots pool.





Whirlpool & Sauna:

- Whirlpool: 1,444 US gallons - temp 104° F / 40° C
- Dry Sauna 180° F / 82° C
- Showers at entrance

Fitness Gym:

Featuring:

- 2 Elliptical trainers
- 2 Stationary bikes
- 1 Treadmill
- Paramount Circuit machine
- Free motion dual cable cross over machine
- Free weights, bosu and stability balls.

Open to ages 16 and over. Ages 13-15 welcome when accompanied by an adult.

 Echo Aquatic Centre
Port Alberni Parks and Recreation Department

4255 Wallace Street, Port Alberni BC V9Y 3Y6
Phone: 250 720-2514 Fax 250 723-1035

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2018 DISCUSSION

Factor	Details
Year Built	1967, Canada's Centennial Year
Owner	City of Port Alberni
Operator	City of Port Alberni Recreation

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2018 DISCUSSION

Factor	Details
Services	<ul style="list-style-type: none"> ✓ 7 days per week ✓ Various classes and instruction (all ages) ✓ Fully accessible ✓ Tsunami Swim Club ✓ Main pool, tot pool, whirlpool, bleachers, attached fitness and gymnasium ✓ Various amenities (e.g., slides, springboards)

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2018 DISCUSSION

Factor	Details
Capital Costs	City of Alberni
Operating Costs	Users (user fees) City of Port Alberni (property taxes)
Contributions	Electoral Areas (limited)
Governance	City of Port Alberni

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2018 DISCUSSION

- Oldest unrenovated aquatic centre in Canada
- Closure period for annual maintenance higher than before (and other places)
- Costs to maintain and repair climbing

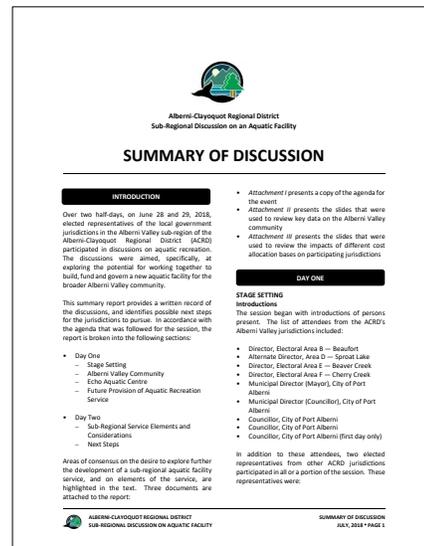


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2018 DISCUSSION

- Points of consensus
 - ✓ sub-regional service worth exploring
 - ✓ service participants include whole of Alberni Valley
 - ✓ service defined as new aquatic facility, to include both development and operation



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2018 DISCUSSION

- Points of consensus
 - ✓ rely on user fees; and maximize leases, contributions from non-participants, capital grants
 - ✓ alternative decision-making structure, with one vote per Director



Alberni-Clayoquot Regional District
Sub-Regional Discussion on an Aquatic Facility

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DAY ONE

STAGE SETTING

Introductions

The session began with introductions of persons present. The list of attendees from the ACRD's Alberni Valley jurisdictions included:

- Director, Electoral Area B – Beaufort
- Alternate Director, Area D – Signal Lake
- Director, Electoral Area E – Beaver Creek
- Director, Electoral Area F – Cherry Creek
- Municipal Director (Mayor), City of Port Alberni
- Municipal Director (Councilor), City of Port Alberni
- Councilor, City of Port Alberni
- Councilor, City of Port Alberni (first day only)
- Councilor, City of Port Alberni (first day only)

In addition to these attendees, two elected representatives from other ACRD jurisdictions participated in all or a portion of the session. These representatives were:

SUMMARY OF DISCUSSION
JULY 2018 - PAGE 1

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2018 DISCUSSION

- Point for further discussion
 - ✓ cost allocation – who pays what



Alberni-Clayoquot Regional District
Sub-Regional Discussion on an Aquatic Facility

SUMMARY OF DISCUSSION

INTRODUCTION

Over two half-days, on June 28 and 29, 2018, elected representatives of the local government jurisdictions in the Alberni Valley sub-region of the Alberni-Clayoquot Regional District (ACRD) participated in discussions on aquatic recreation. The discussions were aimed, specifically, at exploring the potential for working together to build, fund and govern a new aquatic facility for the broader Alberni Valley community.

This summary report provides a written record of the discussions, and identifies possible next steps for the jurisdictions to pursue. In accordance with the agenda that was followed for the session, the report is broken into the following sections:

- Day One
 - Stage Setting
 - Alberni Valley Community
 - Echo Aquatic Centre
 - Future Provision of Aquatic Recreation Service
- Day Two
 - Sub-Regional Service Elements and Considerations
 - Next Steps

Areas of consensus on the desire to explore further the development of a sub-regional aquatic facility service, and on elements of the service, are highlighted in the text. Three documents are attached to the report:

- Attachment I presents a copy of the agenda for the event;
- Attachment II presents the slides that were used to review key data on the Alberni Valley community;
- Attachment III presents the slides that were used to review the impacts of different cost allocation bases on participating jurisdictions.

DAY ONE

STAGE SETTING

Introductions

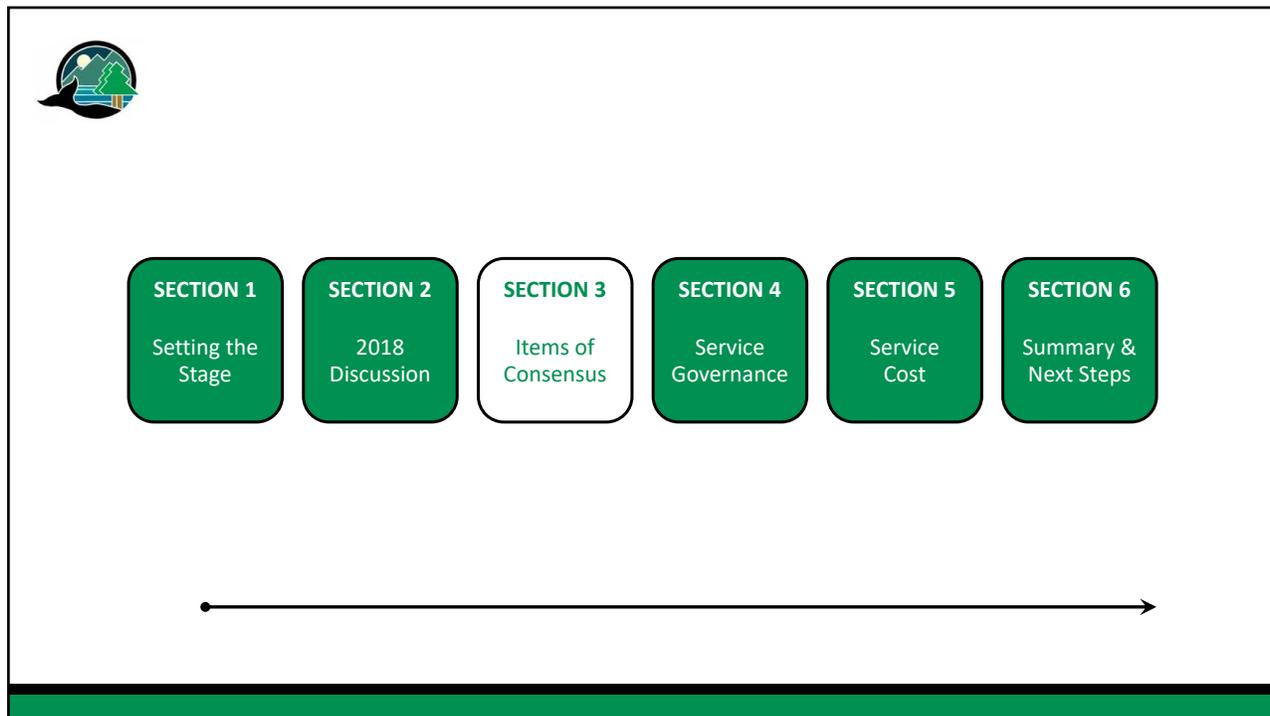
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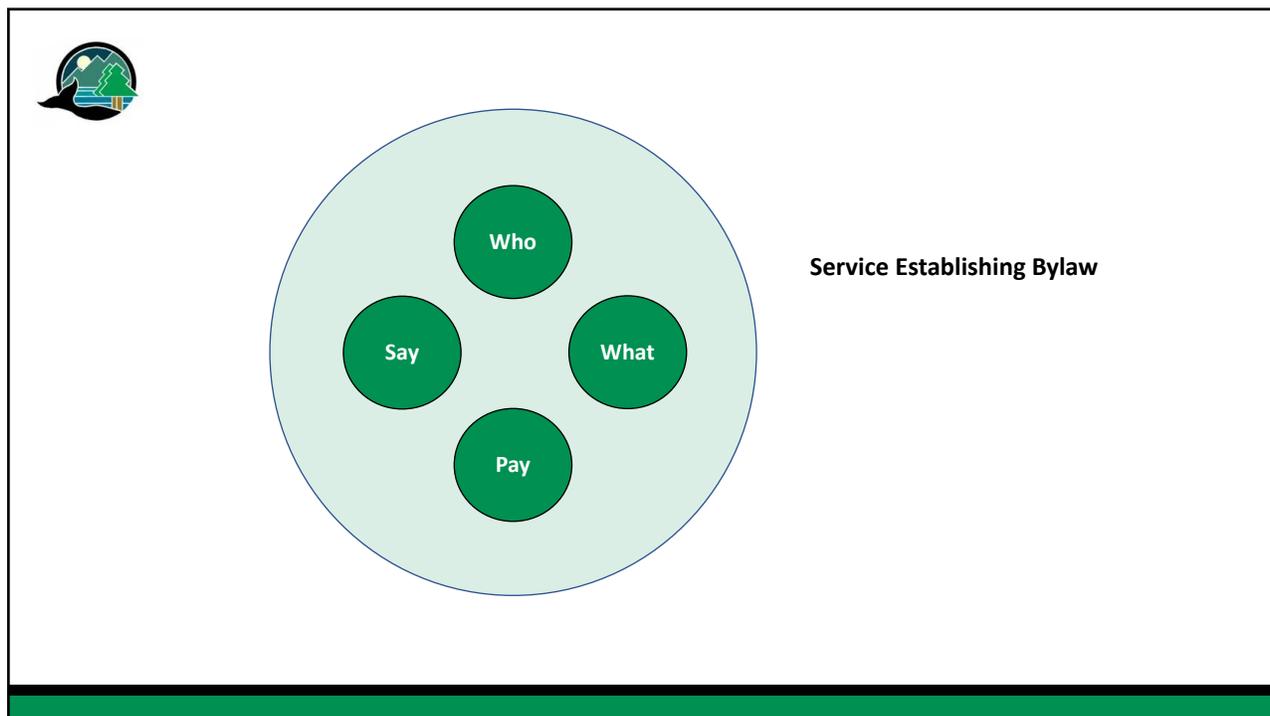
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SUMMARY OF DISCUSSION
JULY 2018 - PAGE 1

30



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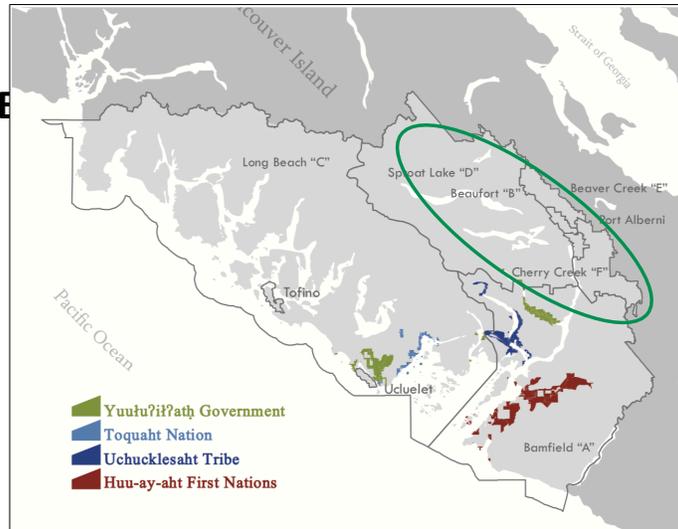


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POINTS OF CONSENSUS

Service Participants



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POINTS OF CONSENSUS

Service Participants

- Term "participant" has special meaning in regional district context
 - ✓ member jurisdiction who decides to act as part of collective, rather than on own
 - ✓ partner in planning, decision-making, funding of service
 - ✓ "surrenders" certain amount of authority to the collective; shares responsibility with the collective
 - ✓ distinct from jurisdiction that purchases service, or that makes annual contribution to support others

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POINTS OF CONSENSUS

Service Participants

- ▶ What criteria can we consider to determine list of participants
 - ✓ supportive, and co-architect, of shared vision
 - ✓ direct benefit (usage) — regular and established
 - ✓ ability to access the facility
 - ✓ indirect benefit — economic, community, social, health, other
 - ✓ member of Alberni Valley (community) — geographically, economically, emotionally
 - ✓ desire or need for reciprocity

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POINTS OF CONSENSUS

Service Definition

- ▶ What do we mean when we say "sub-regional aquatic facility"?
 - ✓ do we add in other community uses, such as museum
 - ✓ do we add in other sub-regional recreation, such as Multiplex, sports fields

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POINTS OF CONSENSUS

Service Definition

- What do we mean when we say "sub-regional aquatic facility"?
 - ✓ pools and change rooms
 - ✓ pools, change rooms, fitness centre
 - ✓ pools, change rooms, fitness centre, community rooms
 - ✓ pools, change rooms, fitness centre, community rooms, day care
 - ✓ pools, change rooms, fitness centre, community rooms, day care, gymnasium

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POINTS OF CONSENSUS

Service Definition

- Points to help guide decision on service definition
- Narrow definition, or broad definition
 - ✓ Narrow is generally preferable when at trust-building phase of relationship
 - ✓ Difficult to stop expanding definition once start to add in other facilities

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POINTS OF CONSENSUS

Service Definition

- ▶ Existing facilities, or new facilities
 - ✓ Focusing on new facility allows clean start without worrying over condition of existing facility being passed to the collective, or about question of buy-in
 - ✓ Once start adding in existing, difficult to draw the line

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POINTS OF CONSENSUS

Service Definition

- ▶ Facility development and operation
 - ✓ Assuming that group is focused on both developing a facility as a collective, and operating as a collective
 - ✓ Not really a fully collaborative effort otherwise

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POINTS OF CONSENSUS

Service Definition

- ▶ Eye to the practical
 - ✓ Very difficult to cherry-pick elements of a multi-purpose building
 - ✓ Easier to consider the entire facility and all of its uses
 - ✓ Makes facility planning and design much easier, too, since all participants involved in whole planning exercise

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POINTS OF CONSENSUS

Service Definition

- ▶ In 2018, group reached consensus on
 - ✓ New aquatic facility (not existing Echo Centre; not other facilities)
 - ✓ Facility development and operation

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POINTS OF CONSENSUS

Service Cost

- ▶ There are different questions of cost to consider
 - ✓ what is the total cost of the facility
 - ✓ how do we intend to recover the cost
 - ✓ how do we share the tax portion

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POINTS OF CONSENSUS

Total Cost

- ▶ Total cost will be determined by participants, informed by community input on what is needed / desired at the facility
 - ✓ will include capital component to build facility, expressed as annual debt payment (principal plus interest)
 - ✓ will include operating component, expressed as (possible) annual net cost

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POINTS OF CONSENSUS

Cost Recovery

- ▶ There are five basic methods available to fund the service — that is, to recover the cost of providing the service
 - ✓ user fees, consisting of admissions and registrations
 - ✓ lease, concession, sponsorship revenues
 - ✓ contributions from non-participants
 - ✓ property value taxes
 - ✓ property parcel taxes

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POINTS OF CONSENSUS

Cost Recovery

Method	Considerations
User Fees	<ul style="list-style-type: none"> ✓ Users as significant beneficiaries ✓ Ability to pay? ✓ Desire to encourage or limit use? ✓ Practicality ✓ Fixed costs (irrespective of use)

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POINTS OF CONSENSUS

Cost Recovery

Method	Considerations
Leases, etc.	<ul style="list-style-type: none"> ✓ Demand for space / sponsorship ✓ Competition with other landlords
Contributions	<ul style="list-style-type: none"> ✓ Non-participants who acknowledge benefit ✓ Level of stability ✓ Basis for negotiating

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POINTS OF CONSENSUS

Cost Recovery

Method	Considerations
Property Value Tax	<ul style="list-style-type: none"> ✓ Broad social benefit ✓ Encourage use ✓ Significant fixed costs ✓ People as beneficiaries (improvements) ✓ History of value taxes

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POINTS OF CONSENSUS

Cost Recovery

Method	Considerations
Property Parcel Tax	<ul style="list-style-type: none"> ✓ Stability among properties in payments over time ✓ Belief that value tax not equitable ✓ Belief that value does not reflect ability to pay ✓ Changing costs (operations) vs unchanging (capital) ✓ Does not capture all units; not different for classes ✓ History of parcel tax use

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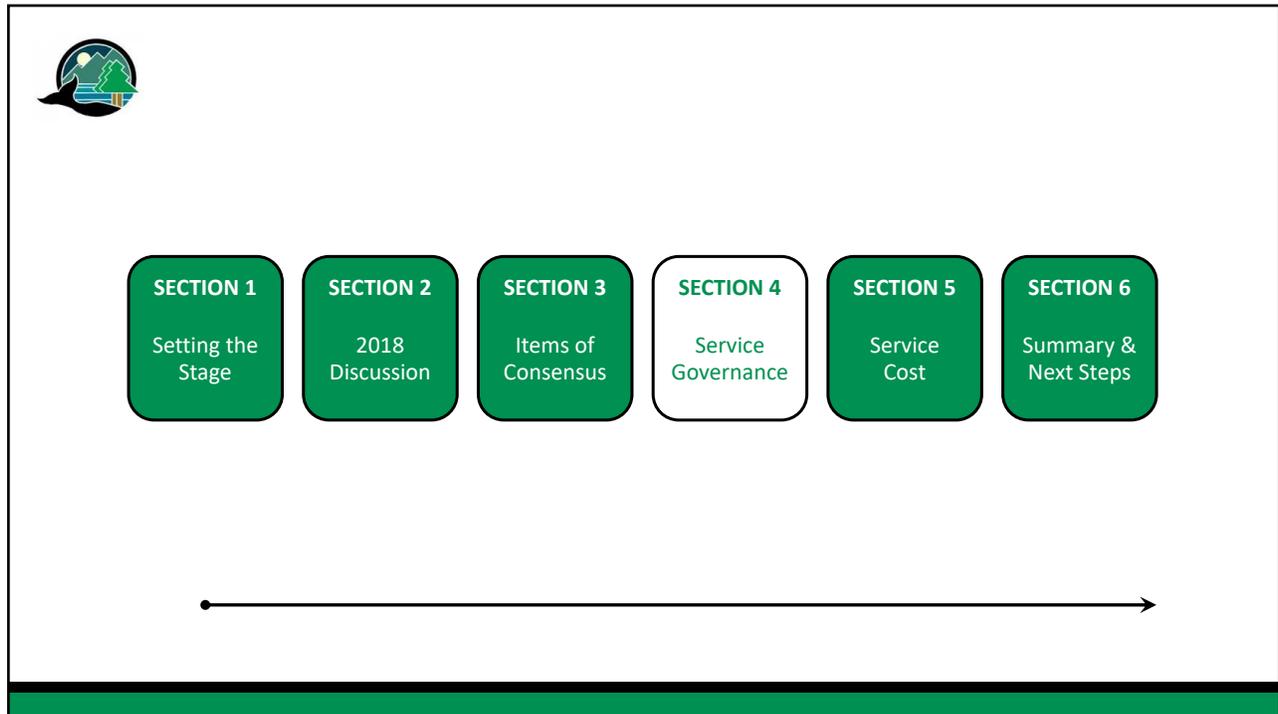


POINTS OF CONSENSUS

Cost Recovery

- In 2018, group reached consensus view on
 - ✓ User fees as important element
 - ✓ Leases, concessions, sponsorships an important component

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SERVICE GOVERNANCE

- How do we share decision-making power (control of the service)?
- What constraints do we need to recognize?
 - ✓ service establishing bylaw — full Board, corporate vote
 - ✓ financial plans, borrowing, property — full Board weighted
 - ✓ service administration and operation — participants weighted; but can vary number of votes, and can delegate decision-making

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SERVICE GOVERNANCE

Default Weighting

Participant	Number of Directors	Number of Votes
City of Port Alberni	2	9
Area B – Beaufort	1	1
Area D – Sproat Lake	1	2
Area E – Beaver Creek	1	2
Area F – Cherry Creek	1	1
Total	6	15

- ✓ Reflects population differences
- ✓ Reflects contribution differences
- ✓ Not meaningful share of control for others

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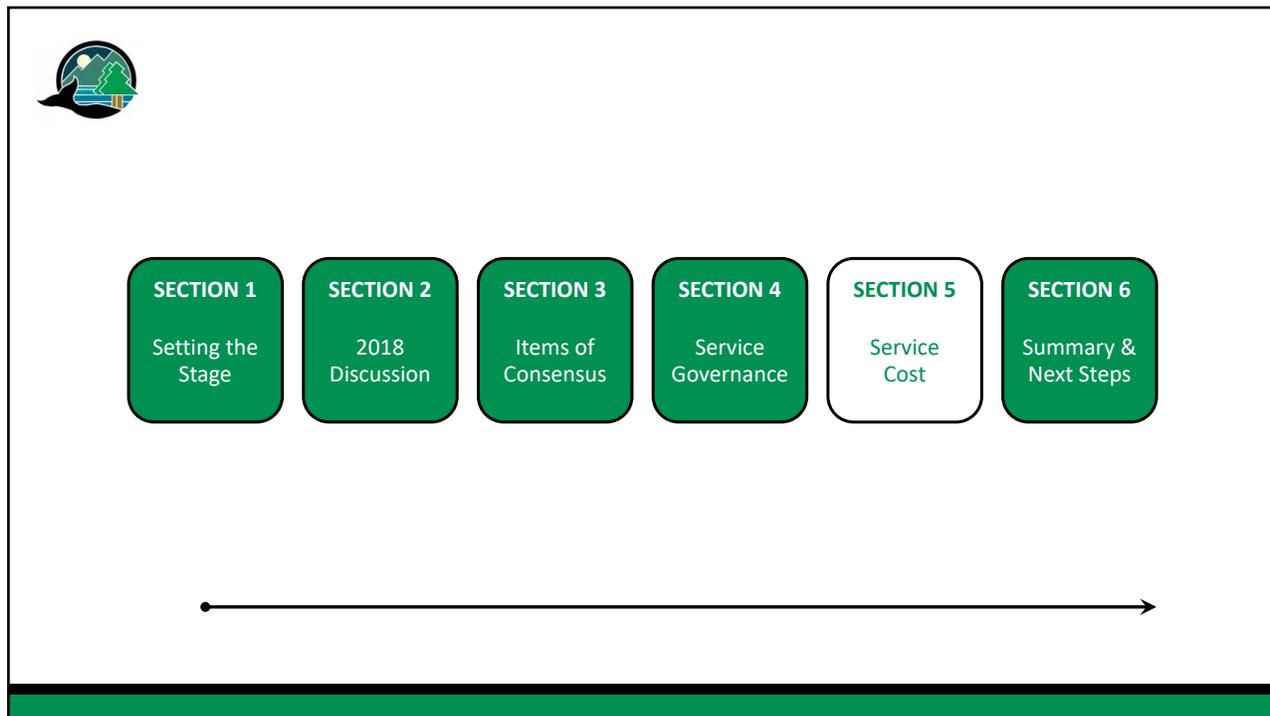
SERVICE GOVERNANCE

Customized

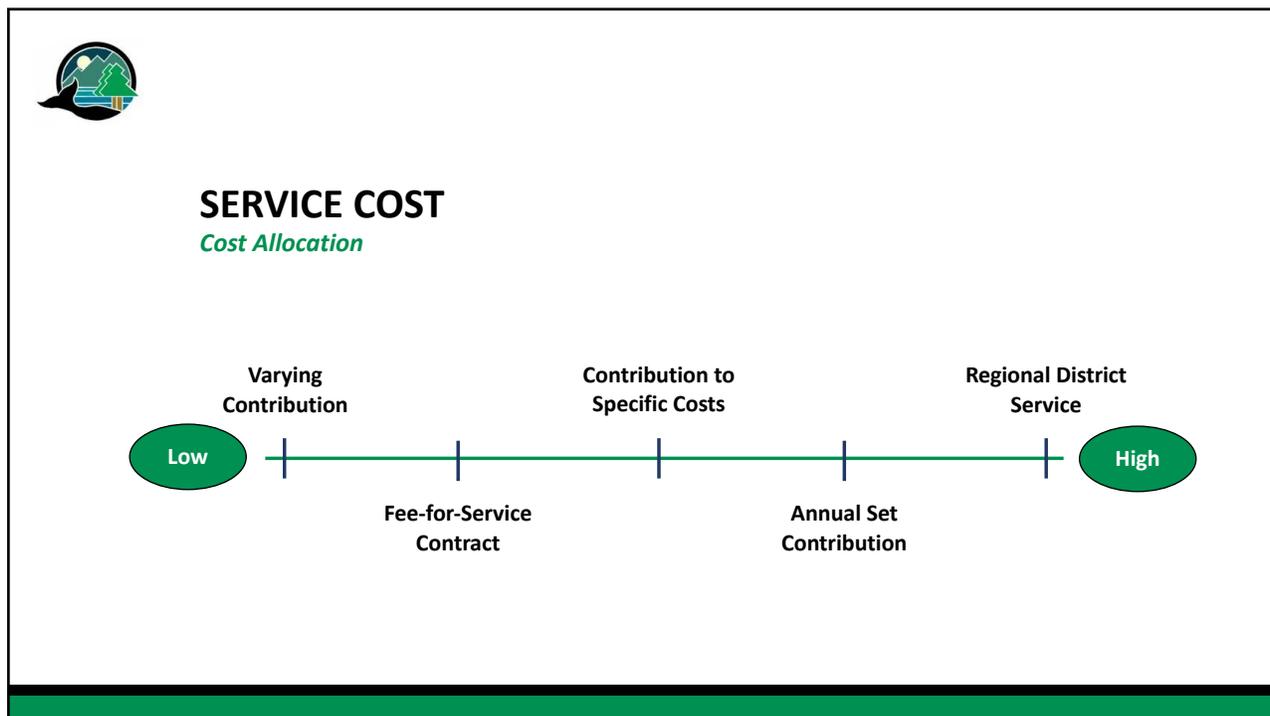
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City of Port Alberni	2	2
Area B – Beaufort	1	1
Area D – Sproat Lake	1	1
Area E – Beaver Creek	1	1
Area F – Cherry Creek	1	1
Total	6	6

- ✓ Eliminates dominance of one jurisdiction
- ✓ Largest needs one other to block, two others to advance
- ✓ May be viewed as promoting compromise

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SERVICE COST

Cost Allocation

- ▶ The tax burden (property value tax) needs to be allocated across participants on particular basis or combination of bases
 - ✓ converted assessment (land and/or improvements)
 - ✓ population
 - ✓ usage
 - ✓ level of service provided (access)
 - ✓ negotiated percentage

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SERVICE COST

Cost Allocation

- ▶ Parcel tax is used in some places to
 - ✓ pay annual contribution to debt payment
 - ✓ build a fund (e.g., parkland acquisition)

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SERVICE COST

Cost Allocation

Basis	Considerations
Converted Assessment (L & I)	<ul style="list-style-type: none"> ✓ Default in legislation (familiar) ✓ Uniform tax rate ✓ Assumes that assessment base reflects ability to pay
Converted Assessment (L <u>or</u> I)	<ul style="list-style-type: none"> ✓ Nature of service (who benefits) ✓ Nature of tax base ✓ Uniform tax rate

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SERVICE COST

Cost Allocation

Basis	Considerations
Population	<ul style="list-style-type: none"> ✓ Proxy for actual usage (usage stats not available) ✓ Assumes equal ability to access ✓ Assumes all ages benefit ✓ Different tax rates
Usage	<ul style="list-style-type: none"> ✓ Users as main beneficiary (therefore, pay) ✓ Amount of service used varies across jurisdictions ✓ No connection to assessment values ✓ Different tax rates

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SERVICE COST

Cost Allocation

Basis	Considerations
Level of Service	<ul style="list-style-type: none"> ✓ Usage also level of service; talking here about ability to access (varies by distance) ✓ Difficult to determine and implement
Negotiated Percentage	<ul style="list-style-type: none"> ✓ Whatever the parties believe is fair (or, are willing to accept) ✓ Often the most pragmatic solution

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SERVICE COST

Cost Allocation

- What is the view on cost allocation?

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SERVICE COST

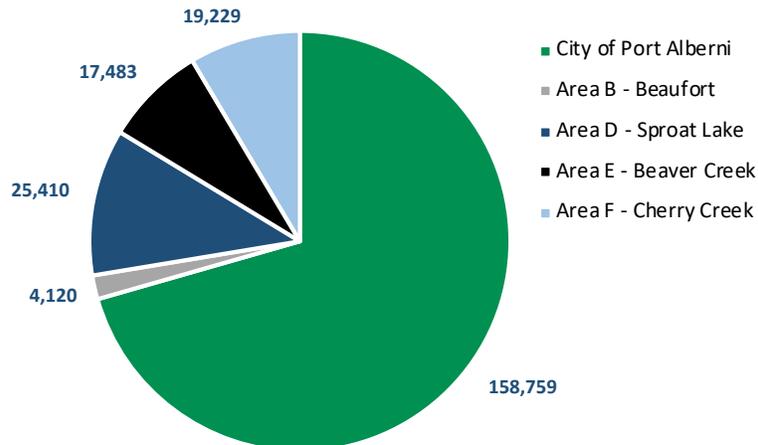
Cost Allocation

- Series of allocation charts to show some differences
 - ✓ capital cost of \$18.0 million, 20-year debt (MFABC) — \$1.21 million annual
 - ✓ net operating cost of \$225,000
 - ✓ parcel tax on capital only of \$73 per year, 20 years
- For purposes of illustration ONLY

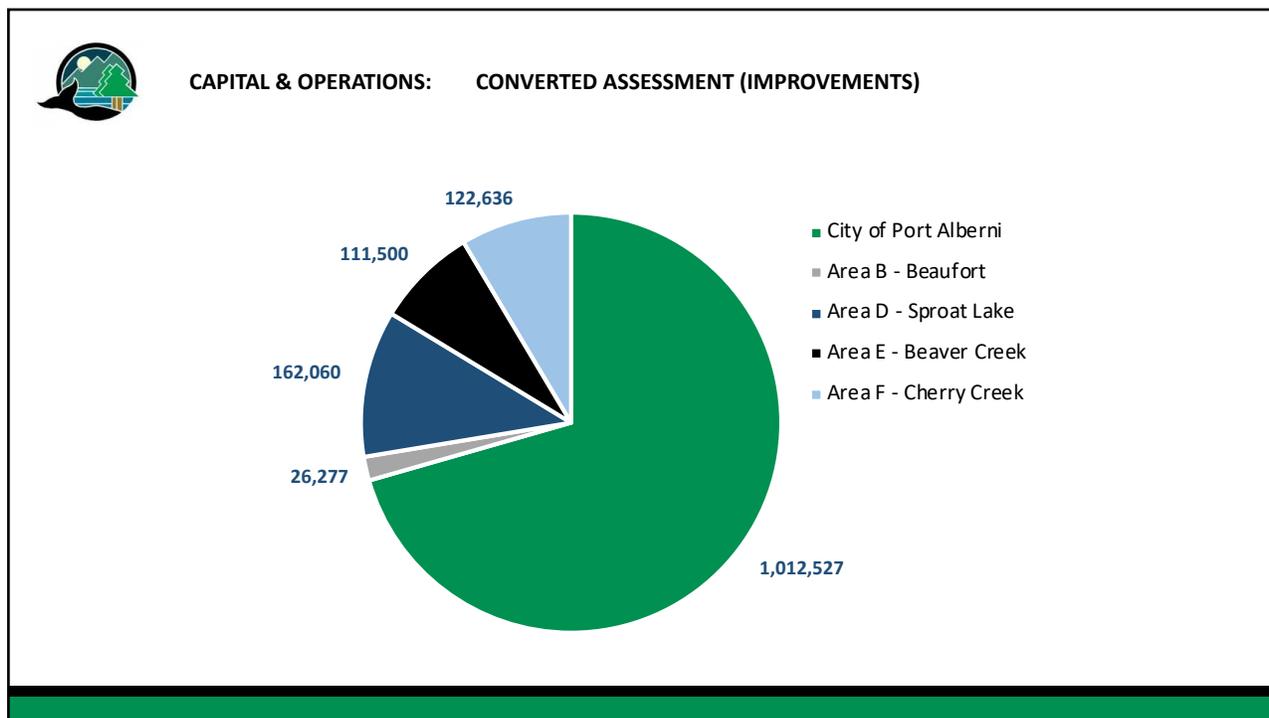
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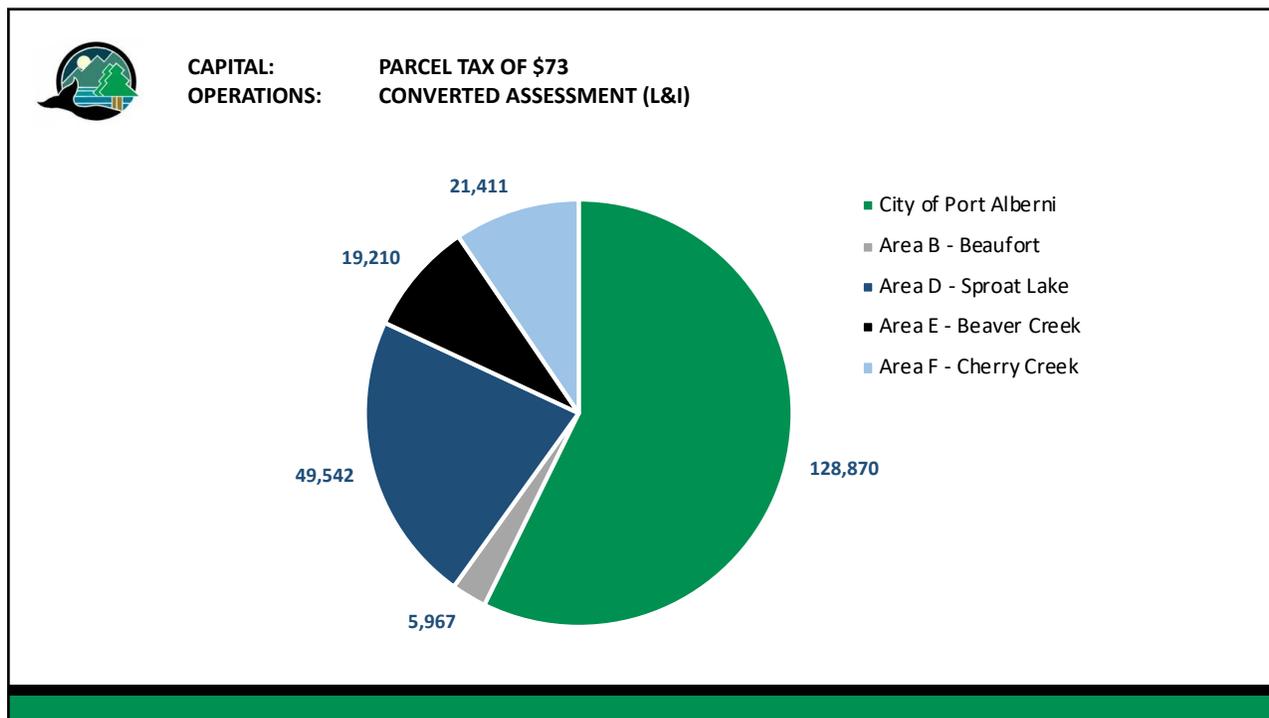
CAPITAL: **PARCEL TAX OF \$73**
OPERATIONS: **CONVERTED ASSESSMENT (IMPROVEMENTS)**



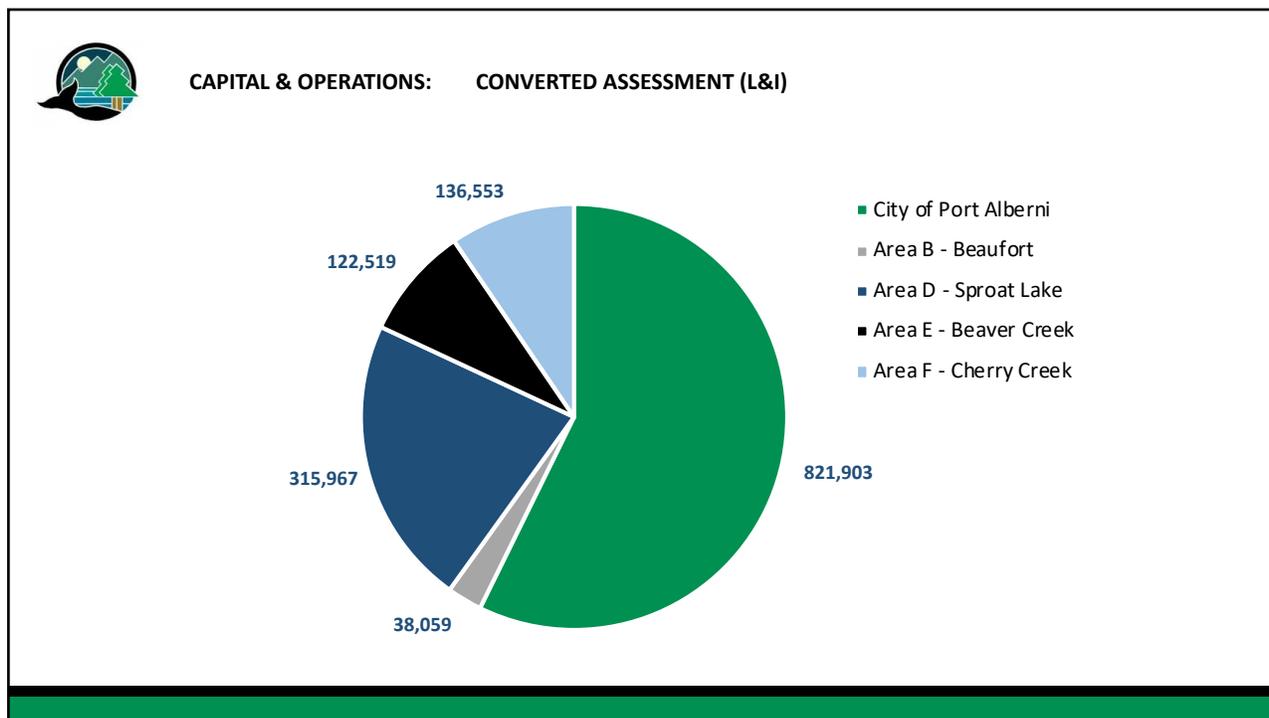
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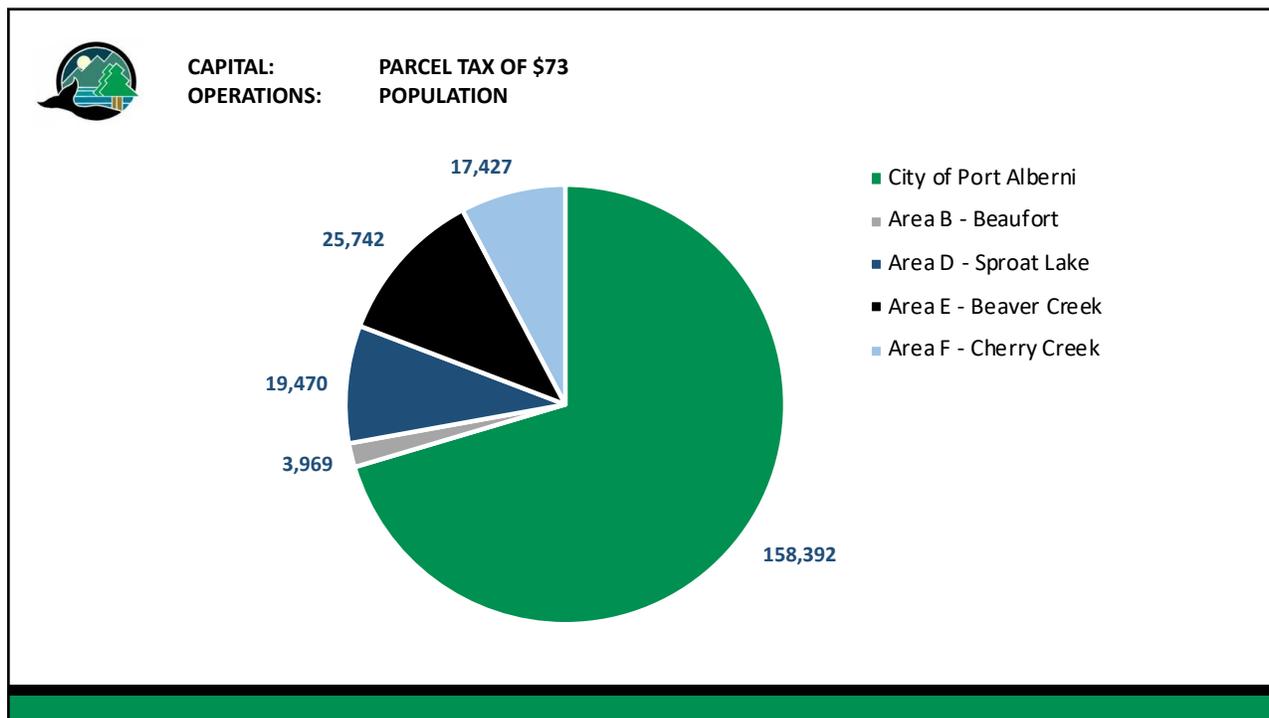
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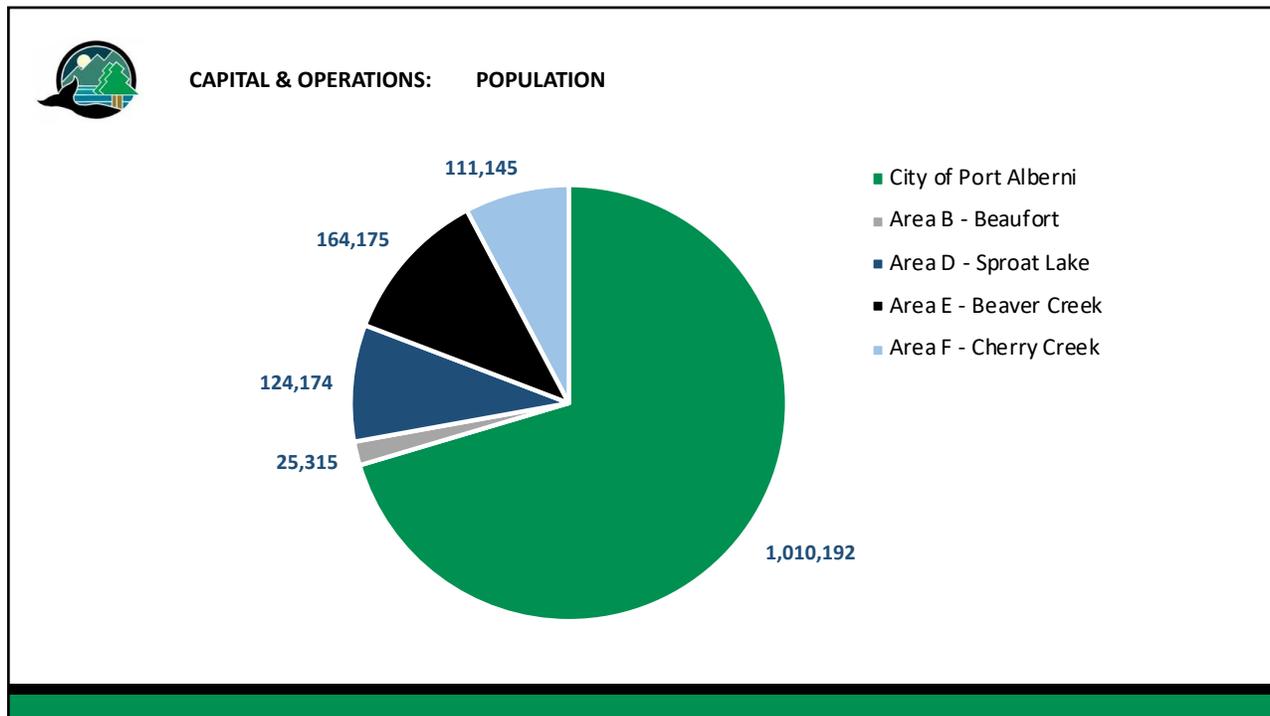
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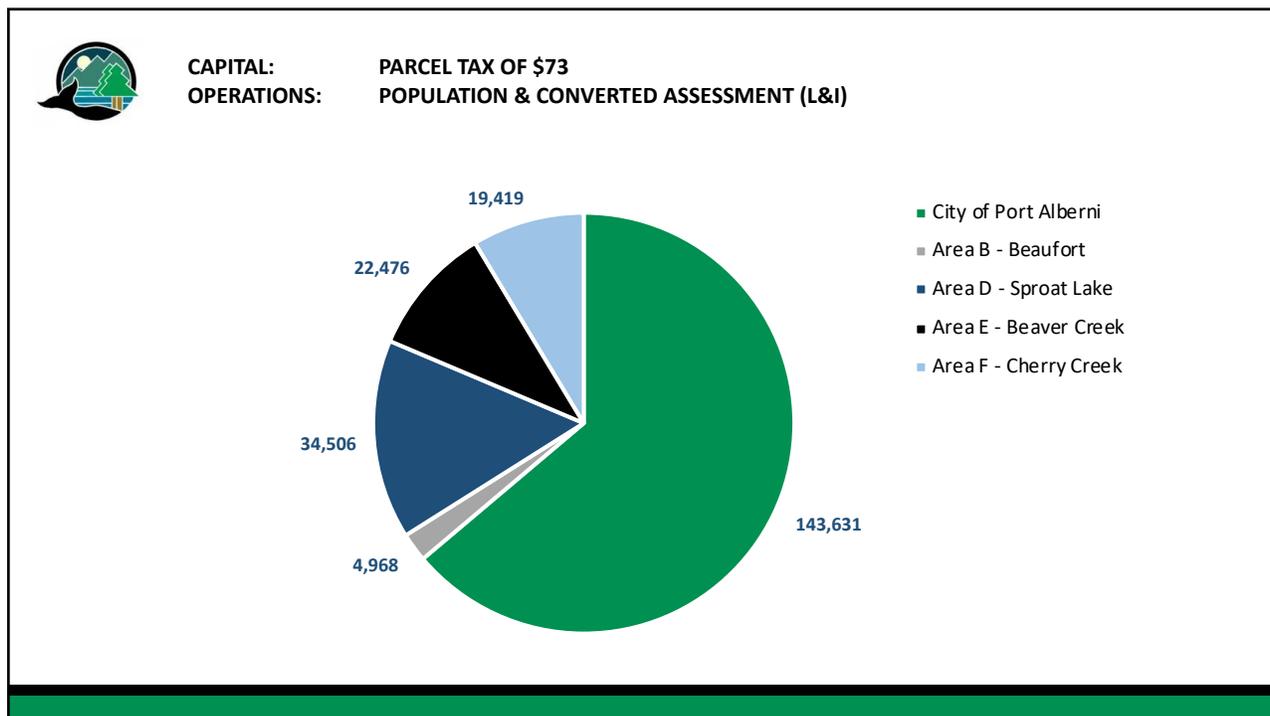
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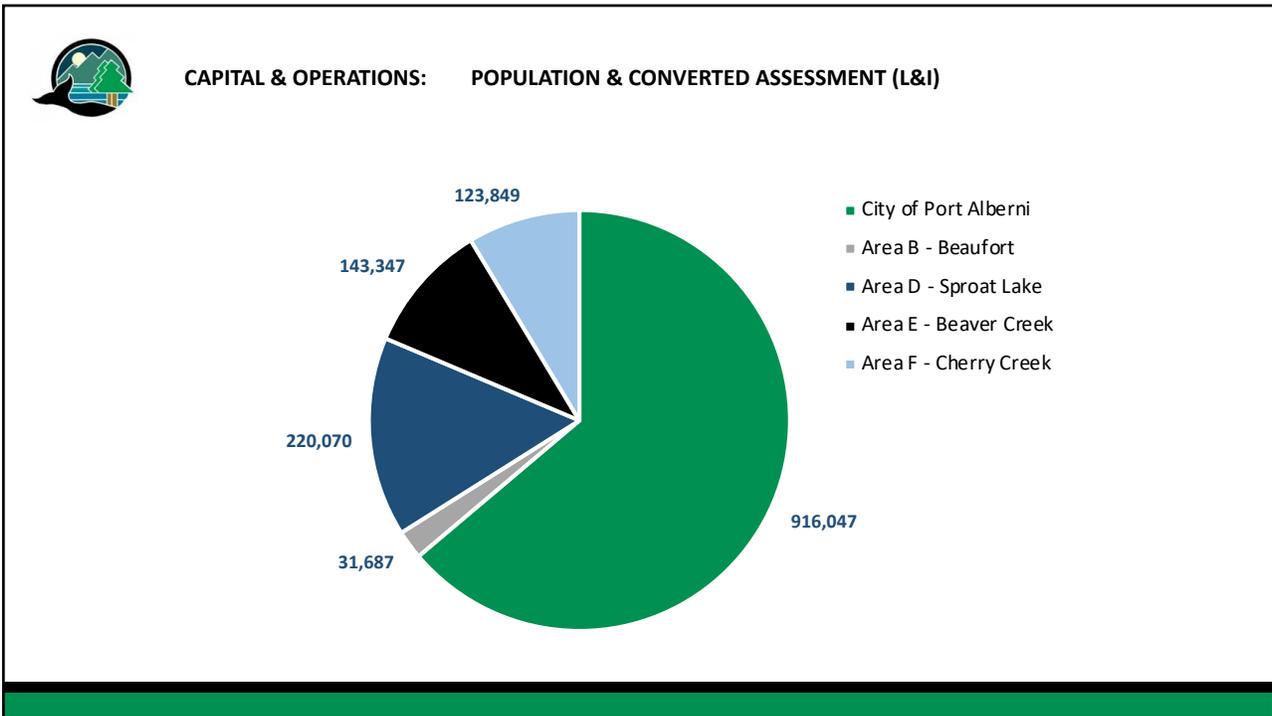
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SERVICE COST
Cost Allocation

- What is the view on cost allocation?

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**ALBERNI VALLEY AQUATIC FACILITY
SUB-REGIONAL DISCUSSION ON POTENTIAL**

Alberni Clayoquot Regional District
December 4, 2019