

Date: June 12, 2018

To: Nikki Gilmore, Chief Administrative Officer

**From: Sheena Fraser, Manager of Corporate & Legislative Services
Jill Brooksbank, Senior Communications Coordinator**

Subject: Boundary Extension Background Report and Community Consultation Update

PURPOSE

The purpose of this report is to provide background on the proposed boundary extension process and present correspondence and submissions received from the public on this initiative.

BACKGROUND

In 2011, the Village completed a boundary extension that incorporated the Pemberton Creek Watershed, a portion of the Innergex Power House located at Rutherford Creek, lands south of Rutherford to the Pemberton Speedway and fourteen (14) properties located including the Hillside, First Nation Fee Simple lands and properties along Airport Road.

Upon completion of this boundary extension and in discussions with the Ministry of Community, Sport and Cultural Development (now the Ministry of Municipal Affairs and Housing), it was recommended that the Village consider boundary extension options to establish a contiguous boundary and incorporating those properties serviced by Village water (Pemberton North Water System users, properties along Highway 99 and any other outside boundary users) and possibly to align with the Fire Service Areas as established at that time.

In 2012, Council at that time, established the “*exploration of boundary extension alternatives that more accurately represent the ‘functional’ Pemberton community*” as a Strategic Priority which included conducting a cost-benefit study of different options.

In 2013, three options were developed for Council’s consideration which included a small extension to include the old Fire Protection Area; a second option to include Pemberton Meadows and the Independent Power Projects and a third option was to amalgamate with Electoral Area C to form a new District Municipality. As a result, Urban Systems was contracted to review governance restructures and review the options as noted above. Unfortunately, due to other priorities the boundary extension initiative was set aside; however, it did remain a Strategic Priority for Council.

In 2014, a new Council was elected and although the boundary extension initiative had been put on hold on the short-term, the new Council established that it would remain a Strategic Priority placing it as a top five priority in 2015 and this was reaffirmed in 2017 (see 2014, 2015, 2016 Annual Reports). As such, Staff continued to work with Urban Systems to review information

and further refine boundary extension options and engaged with Ministry Officials and other local jurisdictions with an aim to bring a final proposal forward in 2018 for Council's consideration and if supported, hold a referendum in conjunction with the local government general elections set for October 20, 2018.

DISCUSSION & COMMENTS

At the Regular Council Meeting No. 1467, held Tuesday, April 10, 2018, the Village's Consultant Dan Huang, from Urban Systems, presented the Boundary Extension Update Report which included a proposed boundary extension map, initial analysis and a community engagement timeline. At this meeting it was established that the proposed boundary extension area would include properties within the Pemberton North Water System (PNWS), east and west of the Industrial Park, Highway 99 – Harrow Road to Pemberton Farm Road East, and the balance of the Rutherford IPP and the Miller Creek IPP.

At that meeting the following resolution was passed:

Moved/Seconded

THAT Council receive the information presented on April 10, 2018 regarding the Village of Pemberton Boundary Extension Update;

AND THAT Council endorse the required analysis, community engagement, and process required for Council to make a decision regarding boundary extension at its May 29, 2018 meeting;

AND THAT the April 10, 2018 presentation be sent to the SLRD, Lil'wat Nation and Pemberton Valley Dyking District for information.

CARRIED

OPPOSED: Councillor Helmer

Moved/Seconded

THAT information respecting the financial impacts for the Village of the proposed boundary extension be brought forward at the Regular Council Meeting to be held on April 24th and prior to the Open House scheduled for April 25th.

CARRIED

With this direction, correspondence was sent to affected property owners and an initial Open House was scheduled for April 25, 2018 and a second Information Session was scheduled for May 15, 2018.

At the Regular Council Meeting No. 1468, held Tuesday, April 24, 2018, and the day before the initial Open House was held, Council was provided an update including an estimate of the tax impacts to property owners as well as the costs and revenues to the Village as a result of boundary extension. Also discussed was the requirement to make a formal request to the Ministry of Municipal Affairs and Housing for assistance which would enable the Village to engage with Ministry Staff on this initiative in particular with respect to roads (capital and maintenance). In this regard, the following resolution was passed:

Moved/Seconded

THAT Council receive the information presented on April 24, 2018 regarding the Village of Pemberton Boundary Extension Update;

AND THAT a formal request be sent to the Ministry of Municipal Affairs and Housing for assistance to review the proposed boundary extension in a timeline fashion, in order to align a potential referendum question with local government elections on October 20, 2018.

CARRIED

On April 25th the first Open House was held at Signal Hill Elementary School and attended by 67 residents.

At the Regular Meeting No. 1469, held Tuesday, May 8, 2018, Urban Systems provided an update to the Boundary Extension Report including revised annual net revenues to the Village, information related to the potential impacts to the SLRD, update to the potential property tax impacts to properties within the extension area and review of the feedback received on April 25th and since that time. This report was received by Council at that meeting.

On May 15, 2018 the second Open House (Information Session) was held at Signal Hill Elementary School which was attended by 66 residents.

Although it had been anticipated that the Boundary Extension Report would be brought forward for consideration by Council on May 29th, due to the addition of fourteen (14) properties east of the Industrial Park, time was needed to provide notification to those affected property owners and further work needed to be done to refine the potential impacts to the SLRD and net revenues to the Village and to consult with the Ministry of Transportation & Infrastructure regarding capital road costs. As such, the presentation was deferred to this meeting.

Since that time, as a result of the analysis that was completed, it was determined that it would be appropriate to remove several properties from the proposed boundary extension map. The properties removed include the fourteen (14) properties east of the Industrial Park added in May, the property immediately north of the Industrial Park and a property that is not serviced by the PNWS. As such, a revised map has been prepared and will be presented as part of the Boundary Extension Submission Report which closely reflects the original proposed area presented in April.

Community Feedback:

Throughout this process the Village encouraged residents in the affected area to provide their feedback to the Village through an on-line survey or in writing directly to the Village and to contact the Village with questions. Village Staff engaged in one on one conversation with six (6) property owners outside of the Open House and Public Information Sessions. In this regard, as at the preparation of this report, the Village has received four (4) submissions (one of which was presented to Council on May 29th) in opposition to the proposed boundary extension, attached as **Appendix A**.

One of the above noted submissions, which was received after the deadline for submissions but has been accepted for presentation, contains the signatures of 205 residents/owners who may be affected by the proposed boundary extension. This submission also includes the signatures of those property owners that submitted letters as well. Staff is unable to determine if all signatories noted are eligible voters and therefore able to vote in a Referendum should one be held.

The Village also received one submission from a property owner located in the area that has now been removed from consideration. This correspondence is included in **Appendix A** for information purposes.

With respect to the on-line survey, highlights are provided below:

- 22 people (updated from the May 8th Report to Council) completed feedback forms from the April 25th Meeting; 17 people completed the feedback forms from the May 17th Meeting
- 59% of the April 25th meeting survey respondents indicated that the information provided at the April 25th Open House was helpful; 36% said somewhat; 5% said it was not helpful.
- 50% of the May 15th meeting survey respondents indicated that the information provided at the May 15th was somewhat helpful; 38% said it was helpful; 13% said it was not helpful.
- 59% of the May 15th meeting survey respondents indicated that they had enough information to make an informed decision with respect to Boundary Extension

For a compilation of survey comments, please see **Appendix B**.

COMMUNICATIONS

As per the *Ministry Guidelines to Boundary Extension*, a municipality must undertake a consultation process to ensure those affected property owners in the proposed boundary extension area are made aware of the initiative and are consulted. As well, consultation with other local jurisdictions and affected stakeholders is required.

In order to fulfil this requirement the Village established a communications program that included correspondence sent to all property owners, two Open House/Information Sessions, issuance of an on-line survey to garner feedback, advertising and various stakeholder meetings.

The Village provided ongoing notification to the SLRD to keep them apprised of the timelines, the process and provided Council reports and presentation materials. The Pemberton Valley Dyking District was also provided notification of the boundary extension proposal.

Although the duty to consult with Lil'wat Nation remains at the Provincial level, Staff met with Senior Staff at Lil'wat Nation to review the proposed boundary extension catchment area and seek feedback, and provided ongoing updates on the timelines, the process and Council presentations.

For clarity, the communications timeline for this initiative is presented below:

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| April 13 th | Boundary Extension letters and meeting notification mailed to all affected property owners |
| April 16 th | Boundary Extension Open House Reminder posted on Facebook |
| April 16 th – April 26 th | Open House Roundabout Sign |
| April 18 th | Boundary Extension Open House Reminder posted on Facebook |

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| | Boundary Extension Open House Reminder posted on SLRD Facebook Page |
| April 19 th | Media Release Distributed Re: Council to Explore Boundary Extension Pique Ad for Boundary Extension Open House |
| April 20 th | Have Your Say Special Edition eNews for Boundary Extension Open House and Zoning/Sign Bylaws |
| April 24 th | Boundary Extension Open House Reminder Posted on Facebook |
| April 24 th | Facebook reminder for April 24 th Council Meeting/Boundary Extension Presentation |
| April 25 th | Sandwich Board at Grocery Store Open House held at Signal Hill Elementary School Boundary Extension Open House Reminder Posting on SLRD Facebook Page and sandwich board placed in front of Signal Hill Elementary School for the day |
| April 26 th | April 25 th Open House Storyboards and Feedback Forms uploaded to website and posted on Facebook |
| April 27 th | Meeting Attendees added to eNews Mailing List Boundary Extension Calculator posted on website. Also posted on Facebook |
| April 30 th – May 17 th | Open House Roundabout Sign |
| May 4 th | Save the Date Reminder for May 15 th Open House posted on Facebook Boundary Extension Open House Reminder in eNews |
| May 9 th | Notification of second Information Session/Open House mailed to affected property owners FAQ & Presentation to Council uploaded to website May 15 th Open House Reminder and Updated Information Posted on Facebook |
| May 10 th | Boundary Extension Open House Posting on SLRD Facebook Page |
| May 10 th | Pique Ad for Boundary Extension Open House |
| May 12 th – May 15 th | Mountain FM ads for May 15 th Boundary Extension Open House |
| May 11 th | Boundary Extension Open House Reminder Posted on Facebook |
| May 14 th | Boundary Extension Open House Reminder & Agenda Posted on Facebook |
| May 15 th | Open House/Information Session held at Signal Hill Elementary School Open House Reminder on SLRD Facebook Page and Sandwich Board located in front of Signal Hill Elementary School for the day |
| May 17 th | May 15 th Boundary Extension Materials Uploaded to website and posted on Facebook Meeting Attendees Added to eNews Mailing List |
| May 25 th | Boundary Extension Presentation Meeting Change Posted on Facebook Boundary Extension Presentation Meeting Change in eNews Boundary Extension Presentation Meeting Change posted on the SLRD Facebook |

Of the April 25th meeting survey respondents, 50% of respondents said they heard about the meeting via the roundabout sign, and 50% said they heard about the meetings via the Boundary Extension Meeting Mailout.

Of the May 15th meeting survey respondents, 40% said that they heard about the Boundary Extension Meetings via the Boundary Extension Meeting Mailout, 33% said they heard about the Meeting by Word of Mouth and 27% said they heard about it via the Roundabout Sign.

LEGAL CONSIDERATIONS

There are no legal, legislative or regulatory considerations at this time.

IMPACT ON BUDGET & STAFFING

As noted above this initiative has been a priority for Council since 2012. As such, budget has been set aside each year to facilitate the work related to this project and engage a consultant. As well, this initiative has been incorporated into the work plans of the Office of the CAO, Corporate & Legislative Services and Operations and Development Services.

To date over a period of four (4) years approximately \$50,000 has been expended to facilitate the research, review and development of boundary extension proposal. As noted above, Staff time has been accounted for as part of the yearly work plan and has been easily accommodated within the budget each year. There will be further expenses, which are not determined at this time, incurred as a result of the work undertaken in 2018 and this has been accommodated in the 2018 budget.

Should Council choose to proceed with making a submission to the Ministry and a Referendum ordered by the Minister, Corporate & Legislative Services will facilitate the Vote as a component of the Local Government General Election process. If the Village were to hold a referendum separately from the general elections at a different time of year the costs to do so would be approximately \$15,000. As such, to hold a Referendum at the same time as a General Election is a cost savings to the Village.

INTERDEPARTMENTAL IMPACT & APPROVAL

This initiative has been facilitated by the Office of the CAO and supported by the Corporate & Legislative Services Department, the Operations & Development Services Department and the Finance and Administrative Services Department.

IMPACT ON THE REGION OR NEIGHBOURING JURISDICTIONS

Should boundary extension proceed and be successful there will be impacts to the Squamish-Lillooet Regional District and those impacts are outlined in the Boundary Extension Proposal Report and will not be addressed in this report.

ALTERNATIVE OPTIONS

This report is being presented for information and therefore there are no alternative options for consideration.

POTENTIAL GOVERNANCE CONSIDERATIONS

The exploration of boundary extension meets with Strategic Priority Good Governance.

RECOMMENDATIONS

THAT this report and the submissions attached to the report be received for information.

ATTACHMENTS:

Appendix A: Community Submissions
APPENDIX B: On-Line Survey Compilation

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| Submitted by: | Sheena Fraser, Manager of Corporate & Legislative Services Jill Brooksbank, Senior Communications Coordinator |
| CAO Approval by: | Nikki Gilmore, Chief Administrative Officer |