



COLUMBIA SHUSWAP REGIONAL DISTRICT

Committee of the Whole Meeting

AGENDA

Date: Wednesday, June 19, 2024
Time: 9:30 AM
Location: CSR D Boardroom
555 Harbourfront Drive NE, Salmon Arm

[Zoom Registration Link](#)

Pages

1. Land Acknowledgement

We acknowledge that we are meeting in service to the Columbia Shuswap Regional District which is on the traditional and unceded territories of the Secwepemc, Syilx Okanagan, Sinixt and Ktunaxa Nation. We are privileged and grateful to be able to live, work and play in this beautiful area.

Declaration on the Rights of Indigenous Peoples Act
Article 5: Indigenous peoples have the right to maintain and strengthen their distinct political, legal, economic, social and cultural institutions, while retaining their right to participate fully, if they so choose, in the political, economic, social and cultural life of the State.

2. Call to Order

3. Adoption of Agenda

Motion

THAT: the Committee of the Whole meeting agenda be adopted.

4. Meeting Minutes

4.1 Adoption of Minutes

Motion

THAT: the minutes attached to the Committee of the Whole meeting agenda be adopted.

4.2 Business Arising from Minutes

None.

5. Closed

Motion

THAT: pursuant to Section 90(1) of the Community Charter, the subject matter being considered relates to one or more of the following:

(c) labour relations or other employee relations;

(g) litigation or potential litigation affecting the municipality;

(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;

(k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public;

AND THAT: the Committee close this portion of the meeting to the public and move to into the Closed Session of the meeting.

6. Business General

6.1 Pre-Board on the Road Meeting Tours Discussion

Request by Chair Flynn

6.2 Utility Services Review

4

Report from Ben Van Nostrand, General Manager – Environmental and Utility Services, dated May 21, 2024.

Motion

THAT: the report be received for information.

6.3 Solid Waste Management Plan Review Update

Staff report and presentation attached to Late Agenda.

7. Rise and Report

Motion

THAT: the Committee of the Whole meeting Rise and Report.



COMMITTEE OF THE WHOLE MEETING MINUTES

Note: The following minutes are subject to correction when endorsed by the Committee at the next Committee of the Whole meeting.

Date: April 17, 2024
 Time: 9:30 AM
 Location: CSRD Boardroom
 555 Harbourfront Drive NE, Salmon Arm

Directors Present	K. Cathcart^	Electoral Area A Director
	D. Brooks-Hill*	Electoral Area B Director
	M. Gibbons	Electoral Area C Director
	D. Trumbley	Electoral Area D Director
	R. Martin*	Electoral Area E Director
	J. Simpson	Electoral Area F Director
	N. Melnychuk (Vice Chair)	Electoral Area G Director
	R. Oszust	Town of Golden Director
	G. Sulz^	City of Revelstoke Director
	K. Flynn (Chair)	City of Salmon Arm Director
	T. Lavery^	City of Salmon Arm Director 2
	C. Anderson	District of Sicamous Director
Staff In Attendance	J. MacLean*	Chief Administrative Officer
	J. Sham	General Manager, Corporate Services (Corporate Officer)
	C. Robichaud	Deputy Corporate Officer
	G. Christie	General Manager, Development Services

*attended a portion of the meeting only

^electronic participation

1. Land Acknowledgement

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Declaration on the Rights of Indigenous Peoples Act

Article 43: The rights recognized herein constitute the minimum standards for the survival, dignity and well-being of the indigenous peoples of the world.

2. Call to Order

The Chair called the meeting to order at 9:34 AM.

3. Adoption of Agenda

Moved By Director Cathcart

Seconded By Director Melnychuk

THAT: the Committee of the Whole meeting agenda be adopted.

CARRIED

4. Meeting Minutes

4.1 Adoption of Minutes

Moved By Director Gibbons

Seconded By Director Melnychuk

THAT: the minutes attached to the Committee of the Whole meeting agenda be adopted.

CARRIED

4.2 Business Arising from Minutes

None.

5. Closed

Moved By Director Trumbley

Seconded By Director Sulz

THAT: pursuant to Section 90(1) of the Community Charter, the subject matter being considered relates to one or more of the following:

(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;

(j) information that is prohibited, or information that if it were presented in a document would be prohibited, from disclosure under section 21 of the [*Freedom of Information and Protection of Privacy Act*](#);

(k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the

council, could reasonably be expected to harm the interests of the municipality if they were held in public;

AND THAT: the Committee close this portion of the meeting to the public and move to into the Closed Session of the meeting.

CARRIED

The Committee moved into the Closed session at 9:37 AM and returned to the Regular (Open) session at 11:47 AM.

Director Brooks-Hill and CAO entered the meeting and Director Martin left the meeting at this time.

6. Business General

6.1 Land Act Discussion

From the March 21, 2024 Regular Board meeting [correspondence item 8.1.8](#) the CSRD Board authorized the attached letter be sent to Premier Eby and Minister Cullen regarding the proposed Land Act amendments. The Board requested the topic be brought to the Committee for discussion.

Discussion:

The Committee discussed asking the province to start consultations with all levels of local governments earlier on any future legislative amendments. Many committee members felt a request to the province would be premature at this time.

CAO stated staff would monitor the situation and bring forward any proposed Land Act changes or any other Act amendments to the Board.

7. Rise and Report

The Chair adjourned the meeting at 12:00 PM.

Moved By Director Trumbley

Seconded By Director Gibbons

THAT: the Committee of the Whole meeting Rise and Report.

CARRIED

CORPORATE OFFICER

CHAIR



COMMITTEE OF THE WHOLE REPORT

TO: Chair and Directors

SUBJECT: Utility Services Review

DESCRIPTION: Report from Ben Van Nostrand, General Manager – Environmental and Utility Services, dated May 21, 2024.

RECOMMENDATION: THAT: the report be received for information.

BACKGROUND:

In 2024, the Operations Management department was restructured and the Environmental and Utility Services (EUS) department was created. In addition, a new Manager of Utility Services was hired in 2023 and a new General Manager of EUS was appointed in 2024. In order to fully understand the state of the Utility Services department, management has conducted a review of the service, with an aim to ensure that resources are in place to meet the objectives of current service levels.

During the review of the service, it became apparent that in addition to challenges in meeting current service levels, there are several major issues facing the department including: a backlog of applications for water system take over; Interior Health inspection reports; incomplete cross connection program; lack of up to date water conservation (water metering) programs; and, ongoing asset management planning.

This report is meant to inform the Board and provide recommendations to ensure the Utility Services department is meeting its obligations to provide safe drinking at current CSR D water systems. In addition, the report outlines issues facing the department above and beyond current mandatory delivery services to ensure the long-term success of the department.

Current Service Delivery

The CSR D currently owns and operates, via contracted services, the following community water systems: (*unplanned private works and/or 2024 budgeted CSR D works shown in italic*)

- Cottonwoods – services 175± RV resort properties, groundwater supply - chlorine treatment only, distribution system privately owned and operated.
- Saratoga – 110 properties in service area with 143± customers, Shuswap Lake supply – UV & chlorine treatment, 1 pump station, 1 reservoir, 1 PRV, 2.9 km distribution pipe, 4 fire hydrants. (*Frank's campground servicing extension-private*), (*shared backup generator-CSR D*)
- Anglemont – 1162 properties in service area with 575± customers, Shuswap Lake supply – UV & chlorine treatment, 3 pump stations, 4 reservoirs, 12 PRV's, 30.6 km distribution pipe, 81 fire hydrants. (*proposed Lonneke Trail subdivision-private*), (*annual service replacement contract-CSR D*)
- Sorrento – 416 properties in service area with 763± customers, Shuswap Lake supply – UV & chlorine treatment, 2 pump stations, 5 reservoirs, 2 PRV's, 18.2 km distribution pipe, 69 fire hydrants. (*chlorine and turbidity analyzer upgrades-CSR D*)
- Cedar Heights – 509 properties in service area with 453± customers, Shuswap Lake supply – UV & chlorine treatment, 3 pump stations, 3 reservoirs, 3 PRV's, 12.2 km distribution pipe, 36 fire hydrants. (*UV upgrade, 2 PRV upgrades & valve replacements-CSR D*)

- MacArthur/Reedman Heights – 146 properties in service area with 121± customers, Shuswap Lake supply – UV & chlorine treatment, 3 pump stations, 2 reservoirs, 1 PRV, 5.1 km distribution pipe, 20 fire hydrants. (*lake intake upgrade-CSRD*), (*shared backup generator-CSRD*)
- Eagle Bay Estates – 100 properties in service area with 94± customers, Shuswap Lake supply – chlorine & UV treatment, 2 pump stations, 1 reservoir, 2.3 km distribution pipe, 6 fire hydrants. (*shared backup generator-CSRD*)
- Sunnybrae – 93 properties in service area with 73± customers, Shuswap Lake supply – chlorine & UV treatment, 1 pump stations, 1 reservoir, 2.6 km distribution pipe, 12 fire hydrants. (*proposed phase 2 Sunnybrae Views subdivision-private*), (*Sunnybrae dry hydrant-private*), (*shared backup generator-CSRD*)
- Falkland – 251 properties in service area with 301± customers, groundwater supply – iron, manganese and ammonia removal & chlorine treatment, 1 pump station, 1 reservoir, 6.1 km distribution pipe, 24 fire hydrants. (*proposed Westwynde Drive subdivision-private*)
- Galena Shores – 62 properties in service area with 30± customers, well supply – chlorine treatment, 1 reservoir, 2,169m distribution pipe, 11 fire hydrants.
- Scotch Creek – new system under construction – completion fall 2024, 84 properties in service area, Shuswap Lake supply – UV & chlorination treatment, pressurized system no reservoir storage, not capable of providing fire hydrant protection.

The CSRD also owns and operates, via staff, the following small park/community hall and fire hall water systems: (*current/known concerns shown in italic*)

- White Lake Community Hall / Fire Hall – White Lake supply with chlorine, filtration and UV treatment.
- Silver Creek Park / Fire Hall – well supply no treatment.
- Ranchero Deep Creek Fire Hall – well supply with iron filter and water softener. (*ongoing issues with sediment resulting in damage to fire equipment*)
- Malakwa Park / Fire Hall – well supply with iron filter.
- Swansea Point Community Hall / Fire Hall – well supply with sediment filter. (*currently on permanent Interior Health issued boil water notice until hydrogeological investigation completed to determine if well is at risk of containing pathogens*)
- Yard Creek Campground – well supply no treatment, small storage tank. (*seasonal – BC Parks expressed interest in taking system over in future*)
- Scotch Creek Fire Hall – destroyed by 2023 wildfire. (*well supply will need to be reinstated upon rebuild*)

CSRD Water Acquisition Strategy

Adopted on February 23, 2009, the Water System Acquisition Strategy (the Strategy) was the result of considerable staff time, along with the input and guidance from Qualified Professionals. The Strategy contains over 30 policies which are meant to ensure that the CSRD acquires water systems in a manner that considers assessment and operations, specifically written to minimize the CSRD's risks and maximize benefits to water users. The purpose of this section of the report is to provide the Board with an overview of how the Strategy is impacting the Utilities Department:

- Policy No. 1 in the Strategy states that “the CSRSD will prioritize the acquisition of water systems to those that pose significant health risks to water users”, however, currently the CSRSD has several applications for take over of new systems from developers.
- Policy No. 31 states that the Strategy be reviewed every 5 years. The last review/ amendment was completed in 2011.
- Water Systems in the CSRSD are currently operated and maintained, including alarm responses, by a private contractor. Although the CSRSD has benefited from good service, the contractor is finding it increasingly difficult to recruit staff. Furthermore, the contract is up for renewal (five-year renewal term) on December 31, 2024. Given the lack of available qualified contractors to carry out the activities associated with operating CSRSD water systems, staff are hopeful that the existing contractor will stay on for another 5-year term at reasonable rates.

Contracted services and their current challenges do expose the CSRSD to risk, however the alternative of bringing these services “in-house” would be a massive shift to the CSRSD’s service delivery model, with significant cost implications.

- Policy No. 7: (a) In conjunction with the policies in both the Water System Acquisition Strategy and the Sewer System Acquisition Strategy, the CSRSD will limit the combined number of completed engineering assessments for water and sewer systems destined for CSRSD acquisition at any point in time to a total of three (3). (b) In extenuating circumstances, the Board may waive this requirement.

The CSRSD’s Utility Services currently has an informal queue for developers or existing system owners to request that the CSRSD acquire their Water System. The Strategy does outline minimum requirements for the CSRSD to consider in reviewing a take over request, however it does not currently have a defined policy related to a required timeline to onboard systems in the queue. The following systems are currently in the queue:

- o Sorrento Upper Area Expansion – In 2018 residents of Ewart, Kyte and Mackenzie Roads petitioned the CSRSD to extend the Sorrento water system to provide an adequate supply of safe potable water to the residents. CSRSD completed preliminary engineering to determine feasibility and provide cost estimates. A public meeting was held in 2019, where residents were advised the project would need grant funding to consider moving ahead. Grants typically provide 2/3 funding with the community required to contribute the remainder, along with reserve contributions required for joining the water service area. As a measure to ensure residents of the area have access to potable water, the CSRSD installed a bulk water fill station at the Sorrento Park in 2020. A number of residents continue to call CSRSD staff and request information on the status of the plans to expand the water distribution system to their area.
- o Shelter Bay – In 2021 the CSRSD committed to taking over this proposed new water and sewer system once constructed. Development is currently in the planning and construction phase with phase 1 expected to be a minimum of 50 lots. It is anticipated that in 2025 the CSRSD will be onboarding the system.
- o Copper Cove – 36 lot strata development in Electoral Area F. The strata submitted a letter Aug 24, 2022, requesting to be included in the design of any future Scotch Creek water system and that the CSRSD fund a feasibility study to explore connecting to the Saratoga water system.

- Talana Bay – 23 lot strata. It is documented in the May 13, 2023, strata meeting minutes, that a review be conducted for succession planning for their water system. The strata supported; 1) a review of multiple options including CSRD takeover and examining the feasibility of amalgamation with other systems in the area, namely Copper Cove and 2) the CSRD fund a feasibility study for connection to Saratoga water system. *(this system does not meet minimum size for CSRD consideration, however potential to connect to Saratoga and/or amalgamate with Copper Cove may be a feasible option).*
- Wild Rose Bay Properties – 106 lot strata development constructed in 1996 in Electoral Area C. The strata has requested take over of both water and sewer systems on Feb 26, 2023.
- Scotch Creek – new system currently under construction, expected to be completed Fall of 2024 and assimilated into the CSRD's portfolio of Water Systems. The Scotch Creek system will support 84 connections including the take over and decommissioning of the Captains Village system.
- Osprey Development – Owner was approached by CSRD staff prior to the start of detailed design in early 2023. At that time, they were not interested in participating with the new Scotch Creek system. They recently expressed interest in connecting to the new Scotch Creek System, however design and approvals were already in place to build the system to maximize the available grant funds. Connection to the system once constructed will require; an engineering assessment and the processes in place to request incorporation into the service area, pay any associated upgrades and provide capital reserve contributions as identified in the assessment.
- Kettleston – an approximate 54 lot development in Electoral Area A, requested CSRD acquisition December 2023, expected completion Fall of 2024. The CSRD has advised the developers that at this time there is not sufficient capacity to commit to onboarding their system.

In summary, the Utility Services department is at capacity just with the current workload and projects planned for 2024 on existing systems. Based on the internal review of the Strategy, it is evident that the intent of the Strategy was to facilitate take over of systems that pose a health risk to their users and not to facilitate developers plans for offloading their systems on to the CSRD. However, in the "queue" are several system take over requests to facilitate a developers build out plans.

The Utility Services department relies heavily on one contractor to maintain operations of the existing 10 Water Treatment and Distribution systems and to respond to after hour call outs. The current contractor has expressed an interest in negotiating a five-year contract extension, allowed for under the terms of the existing agreement, to commence in 2025. This model of service delivery does leave the CSRD exposed to the risk that a suitable contractor may not be available in the future to deliver the required services, related to the operation of existing and future CSRD water treatment and distribution systems. Furthermore, the potential expansion into Electoral Area A may be an option, and will be discussed during the contract renewal negotiations, however, at this time the CSRD is not in a position to commit to onboarding systems in Electoral Area A.

Interior Health, Cross-Connection, Water Metering and Asset Management

The CSRD currently has positive relationship with the staff from Interior Health that administer their inspection and enforcement policies for the CSRD's water treatment and distribution systems. However, given the potential for Interior Health to take a more aggressive approach to water system operations, in the form of increase monitoring, source reporting or new restrictive policies, the CSRD may be faced

with having to increase time/resources in order to maintain compliance with future Interior Health permit requirements.

In addition to the challenges the department faces related to operating existing and potential new water treatment and distribution systems, the review of the department showed that attention to some fundamental elements of the Water Acquisition Strategy are lacking, such as:

- Cross-Connection – A bylaw to establish a Cross Connection Control Program (CCCP) was adopted in 2016. The implementation of the CCCP commenced with addressing commercial zoned properties that pose a much higher risk than residential properties, this included the Sorrento and Falkland water service areas only. To date the implementation of the CCCP has not been successful due to a lack of implementation and as such, is not currently in compliance with Interior Health permit requirements. Staff are currently working to address the issues with the CCCP and have allocated resources in the 2024 work plan. An update to bylaw 5726 will be required along with a review and update of the occupancy/use inventory for the commercial properties within the water service areas.
- Water Metering/Conservation – A Water Utility Acquisition Policy was created, along with the Acquisition Strategy, in 2009 and the policy was last updated in 2013. Within the policy, water meter installation requirements are as follows:
 - o Effective 2009, the CSRD will require developers to install water meters (at no cost to the CSRD) in all new developments, including single-family residential developments, as a condition of subdivision or building permit issuance as per the CSRD's Subdivision Servicing Bylaw.
 - o For existing water systems that will be acquired by the CSRD, the CSRD will install water meters within two years after the system is acquired. Costs (net of grants) for meter installation will be wholly funded by the water users of that system.
 - o The CSRD will establish water user rates based on water metering.

The CSRD currently has only one water system that is metered. In 2009 grant funding was received for universal water metering in the Cedar Heights water service area. The original meters installed under this program are nearing the end of their useful life. The meters were being read on a regular basis until 2017 however, the CSRD has never advanced an associated billing system. Meter technology has changed and meter reading equipment upgrades/replacement would be required to re-establish the ability to read the meters. All new dwellings in the Cedar Heights service area have been installing the new updated meters, but unfortunately existing CSRD meter reading equipment cannot read these meters. A significant investment would be required to re-establish meter reading capability in Cedar Heights and the Finance department would be asked to develop a billing program.

With the ongoing concerns of drought, water conservation should be a high priority for all water users. The current CSRD outdoor seasonal water use restrictions are in effect from May 15 to Sept 15 annually and are based on an even-odd day model. Most interior municipalities/communities have replaced or are in the process of replacing the even/odd day seasonal model with year-round water use restrictions that are implemented based on drought levels established by the Province.

- Asset Management – Unlike the aforementioned two elements, the Utility Services department was the CSRD's first department to conduct a comprehensive asset management inventory. The department continues to work with the CSRD's asset management team to ensure that effective

plans are being developed and implemented to address the necessary asset management processes.

Recommendations

- The Board consider a moratorium on acquiring new water system until the CSRD has conducted a review of the Strategy and associated policies.
- The moratorium, if approved, be held in place until the queue is reduced to the recommended three, as outlined in Policy #7.
- Staff engage with a consultant to help review department priorities and associated resources required to deliver on those priorities. In addition, the Strategy requires a review and update, with a focus on; the process to onboard and queue new systems, the service delivery model, and long-term sustainability of the department.

NEXT STEPS:

Staff recommend that a Board Report, recommending a moratorium on acquiring water systems, be brought forward at the July 2024 Board Meeting. In addition, staff recommend that funding for the purposes of using a Qualified Professional to aid in a review of the Strategy and provide the CSRD with options to address capacity issues be approved. The funding would be provided via the CSRD's Special Projects Function in the amount of \$20,000.

Report Approval Details

Document Title:	2024-06-19_COW_EUS_Utility_Services_Review.docx
Attachments:	
Final Approval Date:	Jun 12, 2024

This report and all of its attachments were approved and signed as outlined below:

No Signature - Task assigned to Gerald Christie was completed by assistant Jennifer Sham

Gerald Christie

No Signature found

Corey Paiement



Jodi Pierce



Jennifer Sham



John MacLean