



# COLUMBIA SHUSWAP REGIONAL DISTRICT

## Committee of the Whole Meeting

### AGENDA

Date: Thursday, February 27, 2025  
Time: 9:30 AM  
Location: CSR 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 33

1. Indigenous peoples have the right to determine their own identity or membership in accordance with their customs and traditions. This does not impair the right of indigenous individuals to obtain citizenship of the States in which they live.
2. Indigenous peoples have the right to determine the structures and to select the membership of their institutions in accordance with their own procedures.

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

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##### Motion

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

#### 4.2 Business Arising from Minutes

None.

### 5. Correspondence

#### 5.1 For Information

##### Motion

THAT: the Committee receive the correspondence attached to the agenda for information.

##### 5.1.1 Canada Community-Building Fund

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#### 5.2 Action Requested

None.

### 6. Business General

#### 6.1 Overview of the Draft II, 2025 Financial Plan

J. Pierce, General Manager, Financial Services to present Draft II of the 2025 Financial Plan.

- Questions arising from Draft I
- Key changes from Draft I to Draft II
- Tax summaries
- Questions
- Public Consultation

A copy of the Draft II, 2025 Financial Plan is available on the [CSRD website](#) and a view only copy is available at the CSRD office.

Late Agenda - Presentation slides to be added.

### 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: January 30, 2025  
 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
	J. Smith	Alternate Electoral Area C Director
	R. Oszust^	Town of Golden Director
	T. Stapenhurst^*	Alternate Director, City of Revelstoke
	K. Flynn (Vice 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)
	J. Freund	Legislative Clerk
	J. Pierce	General Manager, Financial Services (Chief Financial Officer)
	B. Van Nostrand*	General Manager, Environmental and Utility Services
	D. Sutherland*	General Manager, Community and Protective Services
	M. Herbert*	Manager, Building and Bylaw Services
	C. Paiement*	Manager, Planning Services

^Attended electronically

\*Attended a portion of the meeting

### 1. Land Acknowledgement

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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 30

1. Military activities shall not take place in the lands or territories of indigenous peoples, unless justified by a relevant public interest or otherwise freely agreed with or requested by the indigenous peoples concerned.

2. States shall undertake effective consultations with the indigenous peoples concerned, through appropriate procedures and in particular through their representative institutions, prior to using their lands or territories for military activities.

**2. Call to Order**

The Chair called the meeting to order at 9:35 AM.

**3. Adoption of Agenda**

**Moved By** Director Trumbley  
**Seconded By** Director Gibbons

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

**CARRIED**

Alternate Director Stapenhurst was not present for the vote to adopt the agenda.

**4. Meeting Minutes**

**4.1 Adoption of Minutes**

**Moved By** Director Cathcart  
**Seconded By** Director Brooks-Hill

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

**CARRIED**

Alternate Director Stapenhurst was not present for the vote to adopt the minutes.

**4.2 Business Arising from Minutes**

None.

**5. Closed**

**Moved By** Director Lavery  
**Seconded By** Director Gibbons

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

(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**

Alternate Director Stapenhurst was not present for the vote to move to the Closed session.

The Committee moved to the Closed session at 9:37 AM.

The Regular (Open) meeting resumed at 10:43 AM.

## **6. Business General**

### **6.1 Golden and District Arena – Community Works Funds Request for Kitchen & Concession Upgrades**

Report from Fiona Barton, Manager, Community Services, dated December 13, 2024.

[Regular Board Meeting - December 13, 2024](#)

The directors acknowledged this request will be covered during the main budget discussions.

### **6.2 Overview of the draft 2025 Financial Plan (Budget)**

Presentation by J. Pierce, General Manager, Financial Services (CFO).

- Budget process;
- Assessment trends;
- Mandates;
- Review of workbook;
- Questions;
- Public consultation.

A copy of the draft 2025-2029 Five Year Financial Plan is available on the [CSRD Website](#) and a view only copy is available at the CSRD office.

Late agenda – presentation added.

**Moved By** Director Gibbons  
**Seconded By** Director Trumbley

THAT: the Committee make a recommendation to staff to increase constituency funds by \$500 to a maximum \$3500 per year.

**CARRIED**

### **Budget Overview**

Overall operating expenses of the CSRD increased 7.6% from the amended budget or 8.1% from the budget approved in March 2024 which includes the operation of a new service, Kicking Horse Mountain Fire Protection. This includes increases in contracts throughout many of the functions, and the inflationary increase in expenses such as heating, electricity, insurance, etc.

An overview of the impacts on the Draft 1 budget was presented in terms of the impacts on average residential properties for each Municipality and Electoral Area within the Regional District.

The Draft 1 budget has no additional staffing requests.

While the expenses increased 8.1%, the overall taxation within the CSRD is an increase of \$327,000 dollars or 1.57%. Transfers from capital reserves are higher in 2025 due to the number of projects under consideration.

### **Assessment Trends**

An overview of assessment trends was provided including a comparison of total assessment percentage changes for all municipal and electoral areas. The Total Assessments increased 4.3% on average, similar to growth in 2024. The municipalities averaged a 3.9% increase, and the rural areas had an increase of 4.8% in the Total Assessment category. Converted assessment, which are more relevant, had an overall increase of 4.3%. The overall tax burden shifted away from the municipalities and towards the electoral areas as the average increase was higher for rural areas than municipalities.

### **Mandates**

**General Manager, Community and Protective Services, Derek Sutherland presented:**

Fire Services Division:

- Establishing Kicking Horse Mountain Resort fire service.
- Field Fire Department negotiations with Parks Canada which will require an assent process.
- Road Rescue assent process.

- Rebuild of Scotch Creek Firehall.
- Next Gen 911 - working with Regional District Central Okanagan E-comm to prepare for a federally mandated and North American wide improved 911 system.

#### Emergency Management:

- Coordinating with the Province and Sorrento to complete the Newsome Creek bank stabilization project, integrating the work with the expansion of Hwy 1 through Sorrento.
- Pump replacement on original Structure Protection Units. A timeline program will be developed to schedule regular replacements. This project is self-sufficient as capital items are purchased through provincial deployment generated funds.

#### Community Services:

- Area Parks Master Plan, which will be discussed at the Electoral Area Directors meeting in February.
- Parks projects including Eagle Bay Park completion, design for Golden-Nicholson Trail, Rose Clifford Park Revitalization project, etc.
- Continuing trail remediation in areas affected by Bush Creek East Fire.
- Major upgrades to Golden Arena including ammonia plant replacement and compressor rebuilds.

#### Community and Protective Services Discussion:

The interface truck has not arrived as the vendor is installing the winter package. The vendor is required to provide the trucks for Malakwa and Sunnybrae by April.

Galena Trail post wildfire trail recovery upgrades have been undertaken by the Shuswap Trail Alliance who received funding in 2025. These upgrades are not in the CSRD budget. General Manager, Financial Services will review the agreement and provide a follow-up to an inquiry if the Shuswap Trail Alliance receives funding by kilometer for servicing.

Directors requested a detailed update of the Rail Trail budget to share with stakeholders, including a breakdown of where taxes are allocated on the Rail Trail project. Director Gibbons and Director Simpson are dissatisfied with their areas' participation in the Rail Trail Service and indicated they would like to request a Rail Trail service review.

Directors Anderson, Director Martin, General Manager, Financial Services and General Manager, Community and Protective Services will meet to discuss the Sicamous arena budget and roof upgrade in detail.

General Manager, Community and Protective Services said 10 of 13 Fire departments are at full capacity (25 to 30 members). The three departments, not at capacity but very healthy with over 20 members,

include: Swansea Point, Malakwa, and Nicholson. The latter two have experienced big uptakes in members.

Director comment that there have not been any Parks and Rec Advisory Committees since Covid and re-establishing these groups may be beneficial prior to drafting a Parks Master Plan.

The CSRD trains firefighters in-house and every CSRD firefighter meets or exceeds the Provincial government standard. All CSRD training programs also exceed Provincial requirements.

**Development Services mandate presented by General Manager, Financial Services.**

Staff were requested to provide detail on bylaw complaints and building and development permit statistics by area, including timelines on performance monitoring from receipt through completion of permit or bylaw resolution.

The Building and Bylaw department tracks building permits and bylaw enforcement complaints by area and intend to present a full year of data to the Board in summer. The statistics demonstrate a true timeline by removing all steps and approvals not related to CSRD building permits.

Directors requested information on short term rentals and business licensing in time for budget approval if possible. Staff continue to wait for information from the Province, however it is unlikely the new service costs details will be available for reporting within the budget timelines.

Director Martin left the room at 11:53 AM and returned at 11:54 AM.

**General Manager, Corporate Services (CO), Jennifer Sham presented the Corporate Services mandate.**

Discussion on Corporate Services:

The Sicamous and District Recreation Centre Collective Agreement has expired with bargaining scheduled for the end of February. The CSRD Collective Agreement expires December 31, 2025, and bargaining will commence fall 2025.

General Manager, Financial Services will compile a detailed cost allocation of IT software for directors.

**General Manager, Environmental and Utility Services, Ben Van Nostrand presented department mandates.**

Alternate Director Staphenurst left the meeting at 12:00 PM.

Director Anderson left the meeting at 12:18 PM.

Discussion on Environmental and Utility Services:



General Manager, Environmental and Utility services noted the solid waste management plan is ongoing and information for the Board is anticipated late fall 2025.

Director question if the Liquid Waste Management Plan (LWMP) does not have Provincial approval and there are no rebates, why the amount is not carried over and why the tax requisition is higher than last year. Staff explained reserves were carried forward anticipating Provincial approval, with the money distribution based on residents applying for rebates. General Manager, Financial Services will address in Draft 2.

Discussion on building reserves to reach Provincial targets in the Solid Waste function. The CSRD is required to annually report financial statements through the audit process. \$47.6M was identified as unfunded liability as of last year. \$300,000 was committed in 2024 for landfill reserve closures. \$600,000 was proposed for the 2025 budget and approved by the Committee in 2024. Director Gibbons feels taxation should be reduced in 2025, using the carryover of funds from 2024, and would like to request a service review.

General Manager, Environmental and Utility Services will explore risk factors associated with the dykes when the season resumes and will update the Board at a future meeting.

The Committee took a lunch break at 12:34 PM and the meeting resumed at 1:10 PM.

### **Budget Comparison by Department**

The General Manager, Financial Services provided a review of the department budget comparisons and identified many of the significant items contained within the Draft 1 budget documents.

#### **Discussion:**

Director request to see a comparison between what was budgeted for staffing in 2024 and actuals, particularly relating to salary vacancies. General Manager, Financial Services explained that year over year the staffing complement doesn't always match the budget due to maternity leaves, temporary vacancies, etc.

General Manager, Community and Protective Services explained staff are in active discussion with CSA to determine if Kault Hill fire protection would be better served through the Tappen-Sunnybrae fire department or through CSA.

Director Martin left the room at 1:55 PM and returned at 1:57 PM.

Discussion on rationale behind taxation and reserves. General Manager, Financial Services explained reserves are necessary as the CSRD is required to do a major overhaul or evaluation of the LWMP every 5-10 years. Funds are held in reserves to stabilize tax rates.

The Solid Waste Management Public and Technical Advisory Committee (PTAC) will perform a tipping fee costing exercise. PTAC will also explore and recommend the best method to fund long term closure costs and present the information in the fall. The tax requisition is in the budget as current tipping fees are not at the level to fund phased closure commitments over the next five to ten years. Request for staff to resend the presentation that went to the Board in December 2023?

General Manager, Financial Services will provide information on the scope and cost of Reinecker Creek.

Director Brooks-Hill noted \$80,000 is allocated on the Area B Park Plan but he doesn't feel the single existing park in the area requires that amount. There are no plans for developing new parks. This will be discussed with General Manager, Financial Services and at the next Electoral Area Directors Meeting.

CFO will confirm the Golden-Nicholson multi-use trail is in the Area A Parks budget at the individual meeting.

**Public Consultation**

No questions from the public.

General Manager, Financial Services was asked to provide the presentation speaking notes as reference for Directors.

Changes for Draft 2 will include updating information from member municipalities, finalize and identify surpluses and deficits, and any Electoral Area Director changes requested after one-on-one meetings.

**7. Rise and Report**

**Moved By** Director Trumbley  
**Seconded By** Director Gibbons

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

**CARRIED**

The Chair adjourned the meeting at 2:50 PM.

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CORPORATE OFFICER

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CHAIR

## Canada Community-Building Fund New 10-year Agreements Signed

The new 10-year Canada Community Building Fund (CCBF) agreements (2024-2034) between the federal Government and all of Canada's provinces and territories, and the city of Toronto, have now been signed. This achievement is the result of FCM's longstanding advocacy for CCBF to remain a source of direct, predictable, long-term funding for local infrastructure priorities.

See details of the agreements and transfer payments on the federal government's website [here](#).

### What is the CCBF?

Legislated as a permanent source of funding by Stephen Harper's Conservative federal government in 2011, the CCBF provides more than \$2.4 billion in annual capital funding directly to municipalities through a predictable allocation mechanism.

Municipalities of all sizes deliver direct results for Canadians by using the CCBF to build and renew critical core public infrastructure, including water systems, local roads, public transit and recreational facilities.

### Renegotiation and the issue of flexibility

Each previous Administrative Agreement on the Federal Gas Tax Fund (2014-2024) signed between the federal government and the provinces and territories was scheduled for renewal by April 1, 2024. A new agreement was required for each province, territory, and the city of Toronto for the CCBF to remain in operation.

During the agreement negotiations earlier this year, FCM raised concerns that changes to the program design proposed by the federal government, which would have required municipalities to use the funding exclusively to increase housing supply as well as other onerous conditions, would have impacted the accessibility, flexibility and predictability of this critical program.

**We are pleased to see that the core principles of the fund will continue in the new agreements, including predictability and the flexibility to use CCBF funding to ensure state of good repair of existing municipal assets.**

All of the key concerns that FCM raised with the federal government have been addressed in some way, and the final agreements are much closer to the previous 10-year agreements than draft agreements that were circulated for review earlier this year. This achievement is the direct result of the advocacy of FCM and our members.

### Key aspects of new agreements

The new CCBF agreements include the following key components. This information is based on FCM's review of the federal-provincial/territorial agreements that have been shared with us to date.

- **The CCBF remains a long-term, flexible, and predictable source of funding for core municipal infrastructure.** All previous **19 eligible project categories** including roads and bridges, water treatment, capacity building, and fire halls, remain in the new agreement. Eligibility has been expanded to include firetrucks as well as built and natural infrastructure that strengthens the resilience of communities to natural disasters and climate change. More details on project eligibility for the new agreement period will be released shortly by Housing, Infrastructure and Communities Canada.
- **A Statement of Priorities** will be sent by the federal government to agreement signatories every three years and will outline the government's expectations for housing actions. Signatories (i.e., Provinces, Territories, AMO, UBCM, and the City of Toronto) then respond with a letter of intent of how their use of the CCBF fund will prioritize these policy objectives. FCM welcomes the Statement of Priorities scheduled on a triannual basis rather than annual as was proposed by the federal government earlier in the agreement negotiations. This will improve local governments' ability for long-term planning. Municipalities will be able to continue to fund core infrastructure projects listed in Asset Management Plans, as well as transit State of Good Repair. We understand that while the language in some agreements indicates an annual statement of priorities, the intent is to amend all agreements to match the three year cycle.
- The federal government has imposed some **new housing requirements**. While lower-tier municipalities over 30,000 in population must now complete a Housing Needs Assessment and a housing report describing how infrastructure funds are spent, municipalities with a population below 30,000 will see little difference from previous years. Support for communities is available from Housing Infrastructure and Communities Canada to prepopulate a Housing Needs Assessment template with public data ([learn more here](#)). Funding for capacity building is also available for eligible projects that strengthen local government's ability to improve local and regional planning, including housing needs assessments or other housing or land use studies, alongside the traditional asset management studies and training.
- **Funding allocations and payments:** The 2024-2025 fund allocations for each province and territory are detailed on [Housing Infrastructure and Communities Canada's website](#). Please follow up with the agreement signatory in your jurisdiction to learn more about your individual community's allocation. As jurisdictions have signed agreements at different times over the summer months, some communities have already received their first payment while other jurisdictions will see payments arrive shortly. As the CCBF is allocated based on census populations (updated every 5 years), some provinces and territories will see slight adjustments in funding compared to the last agreements.  
This will have a limited impact on the allocation that individual cities and towns

receive (a base allocation continues for PEI and the territories). Please note that while the federal government doubled the size of the fund in 2019 and again in 2021, this has not continued in 2024. Additionally, due to inflation and a growing population, the fund is not keeping up with infrastructure costs at a national level.

- **Province of Quebec:** Notably, in Quebec, CCBF funds are not distributed directly to municipalities. The delivery mechanism for the CCBF is the Gas Tax and Quebec Contribution Program, which was renamed in 2024 as the Programme de transfert pour les infrastructures d'eau et collectives du Québec (TECQ). This past summer, members from the province of Quebec raised concerns that the renewed TECQ would result in funding reductions of up to 40% for Quebec municipalities relative to the funding they received between 2019 and 2023. FCM engaged with Housing Infrastructure and Communities Canada, the Quebec Ministry of Finance, UMQ and FQM to understand the factors that have contributed to perceived changes in CCBF funding to Quebec municipalities between the 2019-2023 and 2024-2028 funding periods. These discussions revealed a difference in interpretation on how the one-off supplements to the FDCC, made in 2019 and 2021, were allocated.

### FCM's continued advocacy

FCM will continue to work with PTAs and other signatories to better gauge the implications of the agreements in each jurisdiction. We will also continue to engage with Housing, Infrastructure and Communities Canada on the program roll out, including the housing reporting requirements and communications protocols.

While FCM celebrates the success that the conclusion of the new agreement negotiations represents, we remain concerned that:

- The triannual Statement of Priorities is a vulnerability in the program design that may lead to a loss of predictability for municipalities and could be used to further narrow project eligibility in future years.
- The capacity of municipalities over 30,000 will be stretched to complete a Housing Needs Assessment by the March 31, 2025 deadline.
- Due to inflation, labour and material costs and population growth, the CCBF is losing value over time. Without other long-term federal infrastructure programs, municipalities must depend on the CCBF and smaller application-based programs, like the Canadian Housing Infrastructure Fund, to advance important local priorities. In the context of the rising cost of living, local governments are under pressure to build and maintain infrastructure without significantly raising property taxes or development charges. This is why FCM continues to call for a [Municipal Growth Framework](#).

FCM is calling on the federal government to leverage this proven funding mechanism as a vehicle to deliver increased funding directly to municipalities, as part of a new [Municipal Growth Framework](#) that would better link municipal funding with national population and economic growth.

Municipal leaders understand the pressing need to take action now on the most critical, immediate issues for Canadians, including housing affordability, homelessness, infrastructure and public safety—but only by modernizing municipal funding via a new framework can we make meaningful progress in tackling these issues

Thank you to all our members and partners whose joint advocacy has resulted in the renewal of the Canada Community Building Fund, a vitally important municipal funding program.