# CORPORATE AND ADMINISTRATIVE SERVICES COMMITTEE

## Thursday, February 28, 2019
## SCRD Boardroom, 1975 Field Road, Sechelt, B.C.

## AGENDA

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**CALL TO ORDER 9:30 a.m.**

**AGENDA**

**1.** Adoption of Agenda

**PRESENTATIONS AND DELEGATIONS**

**1.** Ian MacDonald, Dave Mitchell & Associates Ltd.
Regarding: Emergency Program Review

**REPORTS**

| | | |
|---|---|---|
| **2.** | Chief Administrative Officer<br>Code of Conduct – SCRD Board<br>**(Voting – All Directors)** | Annex A<br>Pages 1-25 |
| **3.** | General Manager, Corporate Services / Chief Financial Officer<br>Sechelt Library Apportionment Options<br>**(Voting – A, B, D, Sechelt, SIGD)** | Annex B<br>pp. 26-71 |
| **4.** | General Manager, Corporate Services / Chief Financial Officer<br>Refuse Collection Rate Updates<br>**(Voting – B, D, E, F)** | *Report to Follow* |

**COMMUNICATIONS**

**NEW BUSINESS**

**IN CAMERA**

That the public be excluded from attendance at the meeting in accordance with Section 90 (1) (a), (b) and (k) of the *Community Charter* – "personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality", "personal information about an identifiable individual who is being considered for a municipal award or honour, or who has offered to provide a gift to the

municipality on condition of anonymity", and "negotiations and related discussion 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".

**ADJOURNMENT**

# SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

**TO:** Corporate and Administrative Services Committee – February 28, 2019

**AUTHOR:** Janette Loveys, Chief Administrative Officer

**SUBJECT:** **CODE OF CONDUCT FOR ELECTED OFFICIALS**

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**RECOMMENDATION(S)**

**THAT the report titled Code of Conduct for Elected Officials be received;**

**AND THAT a draft Code of Conduct for Elected Officials, based on the foundational principles developed by the Working Group on Responsible Conduct, be prepared for Committee consideration in Q2 2019.**

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**BACKGROUND**

A Code of Conduct is a written document which establishes shared expectations for behavior or conduct. Developing shared expectations for how members conduct themselves while carrying out their responsibilities as a decision making body is considered a best practice for local government.

The SCRD 2017 independent auditor's report from BDO LLP made the following recommendation:

4. Code of Conduct – *Members of the Board & Senior Management*

   *Observation & Recommendation*

   *For organizations such as the District, the generally accepted best practice is for there to exist a formal, written Code of Conduct applying to both the senior management team and members of the Board. It has come to our attention that while the District has a wide variety of disaggregated policies in place, there is no formal Code of Conduct. Our recommendation is for an official Code of Conduct be effected which further empowers existing policies while also ensuring any identified gaps are filled. We further recommend that this be a living document which is updated periodically as necessary, and that all members of senior management and the Board review and sign a copy on an annual basis.*

   *Management's Response*

   *Any Code of Conduct has been recognized as a best practice for elected officials and management in local government. Management is working toward bringing it forward for Board consideration in 2018/2019 and working toward drafting a policy code of conduct for management in 2018.*

In addressing the Auditors' recommendation, staff have prepared two draft policies; Code of Conduct and Respectful Workplace, which are currently being reviewed by the Senior Leadership Team. These draft policies are aligned with the principles set out in the legislation, the three Corporate Officers' (CAO/CFO/Corporate Officer) Oath of Office and best practices documents from UBCM. Staff anticipate completing and adopting these policies by the end of March.

The purpose of this report is to propose a model for a Code of Conduct for Elected Officials document which establishes a set of principles and general standards of conduct that can be used as a starting point. Once a Code of Conduct document is adopted, it is recommended that it be reviewed or refreshed on a regular basis.

## DISCUSSION

To assist elected officials in interpreting and applying ethical conduct rules, many local governments have adopted a policy (or policies) covering one or more of the areas set out in the legislation (i.e. conflict of interest, inside influence, outside influence, accepting gifts and disclosure of contracts). Some local governments have also adopted codes of conduct to ensure that elected officials have a shared understanding of acceptable conduct beyond the baseline set out in the legislation and to establish appropriate and respectful relationships between elected officials and local government staff.

In response to a 2016 resolution endorsed by the Union of BC Municipalities (UBCM), a working group on responsible conduct was established as a joint initiative of UBCM, the Ministry of Municipal Affairs and the Local Government Management Association (LGMA). The model Code of Conduct developed by the Working Group is built on four foundational principles – integrity, respect, accountability, and leadership and collaboration.

The following documents developed by the Working Group are attached as tools to assist in preparing the proposed Code of Conduct: Model Code of Conduct – Getting Started on a Code of Conduct for Your Council / Board (Attachment A), the Companion Guide – Getting Started on a Code of Conduct for your Council / Board (Attachment B) and Getting Started on a Code of Conduct for Your Board or Council – Introduction & Explanatory Notes (Attachment C).

## STRATEGIC PLAN AND RELATED POLICIES

Strategic Priority: Enhance Board Structures and Processes

## CONCLUSION

A Code of Conduct is a written document that establishes a shared expectation for behavior or conduct. The SCRD Auditors have recommended that a formal, written Code of Conduct applying to both the senior management team and elected officials be developed. This is also considered a best practice in local government. The current legislation includes standards of conduct for elected officials that were developed in consultation with UBCM.

Some local governments have adopted codes of conduct to ensure that elected officials have a shared understanding of acceptable conduct beyond the baseline set out in the legislation and to establish appropriate and respectful relationships between elected officials and local government staff.

Staff recommend that a draft Code of Conduct for Elected Officials based on the foundational principles developed by the Working Group on Responsible Conduct be brought to a Committee in Q2 2019 for consideration.

**ATTACHMENTS:**

Attachment A: Model Code of Conduct – Getting Started on a Code of Conduct for Your Council / Board

Attachment B: Companion Guide – Getting Started on a Code of Conduct for your Council / Board

Attachment C: Getting Started on a Code of Conduct for Your Board or Council – Introduction & Explanatory Notes

| Reviewed by: | | | |
|---|---|---|---|
| Manager | | Finance | X – T. Perreault |
| GM | | Legislative | X – A. Legault |
| CAO | | HR | X – G. Parker |

MODEL CODE OF CONDUCT

# Getting Started on a Code of Conduct for Your Council / Board

***Produced by the Working Group on Responsible Conduct***

***August 2018***

UBCM Union of BC Municipalities

BRITISH COLUMBIA

LGMA

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The *Working Group on Responsible Conduct* is a joint initiative between the Union of BC Municipalities, the Local Government Management Association, and the Ministry of Municipal Affairs & Housing. The Group was formed to undertake collaborative research and policy work around issues of responsible conduct of local government elected officials.

## INTRODUCTION & EXPLANATORY NOTES

### What is a Code of Conduct?

- A Code of Conduct is a written document that sets shared expectations for conduct or behaviour. A local government council or board can adopt a Code of Conduct to establish shared expectations for how members should conduct themselves while carrying out their responsibilities and in their work as a collective decision-making body for their community.

- Responsible conduct of elected officials is not optional; it is essential to good governance. Responsible conduct is grounded in conducting oneself according to principles such as honesty and integrity, and in a way that furthers a local government's ability to provide good governance to their community (e.g. governing in a way that is transparent, ethical, accountable, respectful of the rule of law, collaborative, effective, and efficient).

- A Code of Conduct is one tool that can be used by a local government council or board to promote or further responsible conduct.

### What is the purpose of this document?

- The purpose of this document is to provide local government council or board members with a model Code of Conduct which establishes a set of principles and general standards of conduct that can be used as a starting point to develop their own Code of Conduct.

- This model Code of Conduct may also be useful for councils or boards who already have a Code of Conduct in place, but wish to review or refresh the document following the 2018 general local elections.

- The Working Group on Responsible Conduct has also developed a "Companion Guide" to accompany this document that provides discussion questions, things to keep in mind, and other tips to facilitate a council or board's conversation in developing a Code of Conduct.

- The general standards of conduct set out in this model Code of Conduct reflect the foundational principles of integrity, respect, accountability, and leadership and collaboration.[1] Every Code of Conduct should be built on these key foundational principles.

- Councils or boards may choose to customize and expand on the general standards of conduct provided in this model Code of Conduct by:
    - Adding examples of specific behaviours or other details to further elaborate on the standards of conduct that are provided;
    - Including additional standards of conduct that address topics of importance to the council or board and which are not directly dealt with by the standards of conduct already provided; and/or
    - Incorporating, referencing or attaching other policies that are generally related to responsible conduct (such as social media policies), where a council or board feels it is appropriate.

[1] The Working Group on Responsible Conduct identified four foundational principles that can be used to guide the conduct of local elected officials in B.C. More information about these principles can be found here.

## What are some considerations in developing and using a Code of Conduct?

- In developing a Code of Conduct, council or board members should consider not just the content of the Code of Conduct, but also how to make it meaningful for members, both as individuals and as a collective decision-making body. While there is no 'right' way to develop and use a Code of Conduct, councils or boards should consider the following to maximize the effectiveness of their Code of Conduct:

    - *Don't overlook the importance of the process when developing and adopting a Code of Conduct:* How a Code of Conduct is developed and adopted matters; providing opportunities for council or board members to discuss the language and content of the Code of Conduct and how it can best be customized to meet the needs of the council or board, and individual members, is important to ensure its effectiveness. Discussing shared expectations as a part of the orientation process for newly elected officials, or including the Code of Conduct as an outcome of a strategic planning process (with dedicated follow-up opportunities for development) could be good ways of ensuring a Code of Conduct is adopted in a meaningful way.

    - *Make the Code of Conduct meaningful:* Finding ways to integrate the Code of Conduct into the council or board's ongoing governance will help ensure that it remains a relevant and effective living document. For instance, some councils or boards may choose to refer to the Code of Conduct at every meeting; others may have a copy included in every agenda package or framed on the wall in the meeting room or placed on the desk of each elected official as a regular point of reference.

    - *Make sure the Code of Conduct is consistent with existing laws and policies:* Council or board members may include a variety of topics in their Code of Conduct. Where existing laws or policies deal with topics they choose to include in their Code of Conduct (i.e. privacy legislation; Human Resources policies; etc.), they must ensure that their Code of Conduct is consistent with those laws and policies.

    - *Offer ongoing advice, education and support:* A council or board will also want to consider how members can best be supported in working with their Code of Conduct. This could include, for example, general education around the purpose of Codes of Conduct, opportunities for members to receive specific advice on how the Code of Conduct should be interpreted and applied, as well as other ongoing opportunities for support and education – for example, orientation when new members join the council or board or regular debriefings following council or board meetings to discuss how effectively the Code of Conduct guided the discussion.

    - *Revisit it regularly*: Council or board members should approach their Code of Conduct as a living document to be reviewed and amended from time to time, to ensure that it remains a relevant and effective tool.

# MODEL CODE OF CONDUCT [2]

## A. INTRODUCTION

As local elected representatives ("members"), we recognize that responsible conduct is essential to providing good governance for the [*city / municipality / regional district / district*] of [*name of local government*].

We further recognize that responsible conduct is based on the foundational principles of integrity, accountability, respect, and leadership and collaboration.

In order to fulfill our obligations and discharge our duties, we are required to conduct ourselves to the highest ethical standards by being an active participant in ensuring that these foundational principles, and the standards of conduct set out below, are followed in all of our dealings with every person, including those with other members, staff, and the public.

## B. HOW TO APPLY AND INTERPRET THIS CODE OF CONDUCT

This Code of Conduct applies to the members of [*city / municipality / regional district / district*] of [*name of local government*]. It is each member's individual responsibility to uphold both the letter and the spirit of this Code of Conduct in their dealings with other members, staff, and the public.

Elected officials must conduct themselves in accordance with the law. This Code of Conduct is intended to be developed, interpreted and applied by members in a manner that is consistent with all applicable Federal and Provincial Laws, as well as the bylaws and policies of the local government, the common law and any other legal obligations which apply to members individually or as a collective council or board.

[2] Some sections of this Code of Conduct include additional information in a shaded box. This information is for guidance and context only, and is not intended to be included in a local government's Code of Conduct.

## C. FOUNDATIONAL PRINCIPLES OF RESPONSIBLE CONDUCT

***Information about the Foundational Principles:***

*The foundational principles of integrity, respect, accountability and leadership and collaboration have been identified by the Working Group on Responsible Conduct as being important to promoting and furthering responsible conduct and should be incorporated into every Code of Conduct.*

*A high-level definition of each foundational principle, along with a general description of the type of conduct that upholds each principle, is provided below. These principles are intended to provide members with a shared understanding of responsible conduct and guide them in fulfilling their roles and responsibilities both as individual elected officials and as a collective council or board. Key standards of conduct are set out in subsequent sections of this model Code of Conduct to provide specific examples of the types of conduct that demonstrate the foundational principles.*

*These four principles, in conjunction with the key standards of conduct, can be used as a guide for elected officials against which to assess their own conduct.*

1. ***Integrity*** – means being honest and demonstrating strong ethical principles. Conduct under this principle upholds the public interest, is truthful and honourable.

2. ***Respect*** – means having due regard for others' perspectives, wishes and rights; it also means displaying deference to the offices of local government, and the role of local government in community decision making. Conduct under this principle is demonstrated when a member fosters an environment of trust by demonstrating due regard for the perspectives, wishes and rights of others and an understanding of the role of the local government.

3. ***Accountability*** – means an obligation and willingness to accept responsibility or to account for ones actions. Conduct under this principle is demonstrated when council or board members, individually and collectively, accept responsibility for their actions and decisions.

4. ***Leadership and Collaboration*** – means an ability to lead, listen to, and positively influence others; it also means coming together to create or meet a common goal through collective efforts. Conduct under this principle is demonstrated when a council or board member encourages individuals to work together in pursuit of collective objectives by leading, listening to, and positively influencing others.

## D. OPTIONAL: VALUE STATEMENTS

***Information about including Value Statements:***

*A council or board may wish to customize their Code of Conduct to include 'value statements'. These are high-level statements that identify the values that the council or board consider important and feels should be included for context in their Code of Conduct.*

*A council or board may find the "Companion Guide" to this Code of Conduct useful as they consider how 'value statements' may be incorporated into their own Code of Conduct.*

## E. STANDARDS OF CONDUCT

***Information about the Standards of Conduct:***

*The following section provides general standards of conduct that reflect the foundational principles identified above. A council or board can customize their Code of Conduct by including additional standards of conduct, or by expanding on existing standards of conduct to more clearly demonstrate how a member can exemplify responsible conduct.*

*A council or board may find the "Companion Guide" to this Code of Conduct useful as they consider how these general standards of conduct may be customized to best fit their needs.*

***Integrity***: Integrity is demonstrated by the following conduct:

- Members will be truthful, honest, and open in all dealings, including those with other members, staff and the public.
- Members will ensure that their actions are consistent with the shared principles and values collectively agreed to by the council or board.
- Members will follow through on their commitments, correct errors in a timely and transparent manner, and engage in positive communication with the community.
- Members will direct their minds to the merits of the decisions before them, ensuring that they act on the basis of relevant information and principles and in consideration of the consequences of those decisions.
- Members will behave in a manner that promotes public confidence in all of their dealings.

***Respect***: Respect is demonstrated through the following conduct:

- Members will treat every person with dignity, understanding, and respect.
- Members will show consideration for every person's values, beliefs, and contributions to discussions.
- Members will demonstrate awareness of their own conduct, and consider how their words or actions may be perceived as offensive or demeaning.
- Members will not engage in behaviour that is indecent, insulting or abusive. This behaviour includes unwanted physical contact, or other aggressive actions that may cause any person harm or makes them feel threatened.

***Accountability:*** Accountability is demonstrated through the following conduct:

- Members will be responsible for the decisions that they make and be accountable for their own actions and the actions of the collective council or board.
- Members will listen to and consider the opinions and needs of the community in all decision-making, and allow for appropriate opportunities for discourse and feedback.
- Members will carry out their duties in an open and transparent manner so that the public can understand the process and rationale used to reach decisions and the reasons for taking certain actions.

***Leadership and Collaboration:*** Leadership and collaboration is demonstrated through the following conduct:

- Members will behave in a manner that builds public trust and confidence in the local government.
- Members will consider the issues before them and make decisions as a collective body. As such, members will actively participate in debate about the merits of a decision, but once a decision has been made, all members will recognize the democratic majority, ideally acknowledging its rationale, when articulating their opinions on a decision.
- Members will recognize that debate is an essential part of the democratic process and encourage constructive discourse while empowering other members and staff to provide their perspectives on relevant issues.

- As leaders of their communities, members will calmly face challenges, and provide considered direction on issues they face as part of their roles and responsibilities while empowering their colleagues and staff to do the same.

- Members will recognize, respect and value the distinct roles and responsibilities others play in providing good governance and commit to fostering a positive working relationship with and among other members, staff, and the public.

- Members will recognize the importance of the role of the chair of meetings, and treat that person with respect at all times.

## F. OPTIONAL: ADDITIONAL POLICIES

***Information about including Additional Policies:***

*A council or board may choose to include additional policies as part of their Code of Conduct. These additional policies may be useful in addressing matters of importance that require deeper attention or that are connected to the four foundational principles. Some examples of the types of policies that a council or board could include are provided below.*

*A council or board may want to consult the "Companion Guide" for tips and resources for including additional policies (e.g. examples of social media policies from particular local governments).*

**Policies About Communications**

- *Use of social media by members.*
- *How members communicate as representatives of the local government.*

**Policies About Personal Interaction**

- *Interactions between members and others, such as the public, staff, bodies appointed by the local government, and other governments and agencies (e.g. respectful workplace policies).*
- *Roles and responsibilities of staff and elected officials.*

**Policies About How Information is Handled**

- *Proper handling and use of information, including information which is confidential or otherwise protected and is made available to members in the conduct of their responsibilities.*
- *Retention and destruction of records.*
- *How and when information that was relevant to the decision making process is made publicly available.*

**Policies About Other Matters**

- *Creation, use, and retention of the local government's intellectual property.*
- *Personal use of local government resources.*
- *Receipt of gifts and personal benefits by members.*
- *Provision of remuneration, expenses or benefits to members in relation to their duties as members.*

COMPANION GUIDE

# Getting Started on a Code of Conduct for Your Council / Board

August 2018

*Produced by the Working Group on Responsible Conduct*

**What is Responsible Conduct?**

Responsible conduct is grounded in conducting oneself according to principles such as honesty and integrity, and in a way that furthers a local government's ability to provide good governance to their community

## Introduction

The Working Group on Responsible Conduct has developed a model Code of Conduct that can be used as a starting point by local government councils/boards to develop their own customized Code of Conduct.

This companion guide provides discussion questions, things to keep in mind, and other helpful tips and resources to facilitate a council/board's conversation in developing their own Code of Conduct. This guide is also useful for councils/boards that already have a Code of Conduct in place, but may want to review or refresh it following the 2018 general local elections.

## What is a Code of Conduct?

A Code of Conduct is a written document that sets shared expectations for conduct or behaviour. A council/board can adopt a Code of Conduct to establish expectations for how members should conduct themselves while carrying out their responsibilities, and in their work as a collective decision-making body for their community.

Responsible conduct of elected officials is not optional; it is essential to good governance. A Code of Conduct is one tool that can be used by a local government council/board to promote or further responsible conduct.

## Before you get Started

Before you discuss the content of your Code of Conduct, it is important to ensure that all council/board members understand the purpose of embarking on the development of a Code of Conduct, have clear expectations about what the Code of Conduct will and will not do, and that there is consensus on the process for developing it.

***Keep in mind...***

before thinking about the content of your Code of Conduct, ensure that everyone is on the same page about what you want to achieve and how you want to get there. Agreeing on the objectives and the process upfront will help make the Code of Conduct more meaningful and successful

Ensuring that everyone is on the same page before diving into the details of your Code of Conduct will help make the development process easier and the Code of Conduct more meaningful. Ask yourselves:

- Q Why is developing a Code of Conduct important to us?
- Q What are our key objectives in developing a Code of Conduct?
- Q Do we each understand the role of a Code of Conduct (i.e. that it is in addition to, not instead of, legal rules and local government policies)?
- Q What kind of process do we want to undertake to develop our Code of Conduct? Do we want to do this ourselves, with staff or get assistance from a facilitator or other consultant?
- Q Would we benefit from training or education about responsible conduct or Codes of Conduct generally before we get started on developing our own?

★ TIP: It may take multiple sessions and a variety of approaches to develop a Code of Conduct that works for you – don't feel you have to get it done in one sitting or using any one particular method.

## Setting the Scope

**Developing a Code of Conduct requires consideration about its scope, including who it applies to and in what capacity. For example, the model Code of Conduct prepared by the Working Group on Responsible Conduct is intended to apply to local elected officials.**

***Keep in mind...***

that elected officials must always conduct themselves in accordance with the law – this includes rules set out in local government legislation and other legislation, such as human rights rules. Ensure that your Code of Conduct is consistent with existing laws and policies

**When thinking about the scope and application of your Code of Conduct, ask yourselves:**

- Other than the elected members of your council/board, will the Code of Conduct apply to anyone else over which the local government has authority (e.g. senior staff)? If it includes staff, how will that work with existing policies and laws (e.g. employment contracts, collective agreements, workplace laws/policies)?
- Will the Code of Conduct apply to any or all of your local government committees and/or commissions? If so, are there specific considerations, limitations or criteria on how the Code of Conduct will apply to these bodies?
- Will the Code of Conduct apply to elected members in carrying out all of their roles and responsibilities in all circumstances (e.g. when an elected official sits on an advisory committee with members of the public and others not covered by a council/board's Code of Conduct)?

★ **TIP: Make sure the scope of your Code of Conduct aligns with the objectives you initially identified for developing a Code of Conduct. The broader the scope of the Code of Conduct, the more difficult it may be to implement and put into practice.**

## Thinking about Principles & Values

**The model Code of Conduct developed by the Working Group on Responsible Conduct is built on four key foundational principles -- *integrity, respect, accountability,* and *leadership and collaboration*. At a minimum, every Code of Conduct should incorporate these four principles, but your council/board may want to build on these principles and provide more context regarding the values and objectives underlying the Code of Conduct. Ask yourselves:**

***Keep in mind...***

that a Code of Conduct does not need to be complex or elaborate – it simply needs to spell out the standards your council/board feels are important to be commonly understood

- Are there additional principles that are fundamentally important to our council/board (e.g. openness; impartiality; transparency)? If so, what are they and how are they defined? Should they be included in our Code of Conduct?
- Are there particular values that are important to us that should be explicitly articulated as value statements in our Code of Conduct (e.g. "we practice high standards of ethical behaviour and conduct our decision-making in an open and transparent way to inspire trust"; "we strive for continuous improvement")?
- Are there principles in our Code of Conduct that we want to include in other policies or procedures to ensure our expectations for conduct are consistent (e.g. ensure any principles set out in the procedure bylaw are consistent with principles set out in the Code of Conduct)?

★ **TIP: Use clear, concise language that can be easily understood by everyone at all levels of the organization, as well as the public.**

## Setting Standards of Conduct

The model Code of Conduct developed by the Working Group on Responsible Conduct sets out a range of standards of conduct that reflect the four key foundational principles. Because these are broadly applicable, they are necessarily written as general statements.

Your council/board can customize by adding other standards, expanding on the ones provided or by providing specific statements or examples of expected behaviour. Ask yourselves:

Q Are there specific behaviours that should be identified and encouraged under our Code of Conduct? For example:

- members should listen courteously and attentively to all discussions at the council/board meeting, and focus on the business at hand
- members must make every effort to show up to all meetings on time and well prepared to take an active role in the business at hand
- members should always consider the impact that their choice of language may have on other individuals

Q Are there specific behaviors that should be identified and discouraged under our Code of Conduct? For instance:

- members must not interrupt each other during a meeting, including by talking over another person
- members must not engage in specific physical actions or language, such as shaking a fist, eye rolling, turning their back to people who are speaking, making faces, pointing aggressively, using curse words, or making comments about a person's appearance
- members must stop talking and pay attention when the chair is talking or seeking order

★ TIP: No Code of Conduct will capture every situation that may arise. Consider which standards of conduct matter the most to your council/board now and incorporate additional standards as needed.

★ TIP: Look at other published Codes of Conduct for ideas you feel may be appropriate for your council/board's Code of Conduct (see *"List of Resources & Helpful Links"* section of this guide).

★ TIP: Ensure that your standards of conduct are clear and easy to intepret (e.g. any member should be able to see whether they are or are not meeting the standard).

***Keep in mind...***

that it is important to balance rules about appropriate conduct (including language, communication and other physical actions) with the importance of open discourse that is necessary for governing bodies

***Keep in mind...***

that achieving consensus at the council/board table about the content of the Code of Conduct may be challenging, but having these difficult conversations is an important part of developing a meaningful Code of Conduct

## Incorporating other Policies

**Local governments are likely to have a range of existing policies on a number of topics, from communications to information management to human resources. A Code of Conduct may be a useful place to connect to some of these policies. Ask yourselves:**

- Q What existing policies do we already have that could be referenced in our Code of Conduct (e.g. respectful workplace policy; use of social media; handling of information; gifts and personal benefits)?
- Q Are there any existing policies that need to be updated to reflect or reference the Code of Conduct?

★ **TIP: You do not need to replicate all of your organization's existing policies in a Code of Conduct. Key policies can simply be referenced where appropriate, throughout your Code of Conduct.**

***Keep in mind...***

that if it is challenging to achieve consensus at adoption or any other stage of the development process – don't be afraid to seek out a facilitator or another consultant

## Adopting and Publishing your Code of Conduct

**Once you have come to a consensus on the content of your Code of Conduct, ask yourselves:**

- Q How will we try to ensure that all members are comfortable with a Code of Conduct that is adopted? What can we do if some members disagree with the Code of Conduct?
- Q Should each council/board member formally commit to the Code of Conduct in some way? What would this look like (e.g. each member signs the document)?
- Q How are we going to communicate or present the Code of Conduct to staff, the public and others? Should it be on our website? How else can we make it known?

★ **TIP: Make sure your Code of Conduct is easily accessible by everyone in the organization, as well as the public.**

***Keep in mind...***

that making your Code of Conduct accessible, transparent and available to the public will help build public confidence and demonstrate a commitment to good governance

## Putting the Code of Conduct into Action

**Finding ways to integrate the Code of Conduct into your ongoing governance will help ensure that it remains a relevant and effective 'living' document. Consider how you will maintain, use and keep your Code by Conduct 'alive' and meaningful by asking yourselves:**

- Q How will we use and refer to the Code of Conduct (e.g. by including it in every agenda package? Displaying it on the wall? Framing it on every member's desk?)?
- Q Should there be education or any other supports for our council/board members or employees about the Code of Conduct (e.g. at a set time such as the start of every term)? How will new members be oriented to it (e.g. after a by-election)?
- Q How do we know that that the Code of Conduct is working for us? How will we review and evaluate the Code of Conduct (e.g. when/how often should we review it? Should there be a set process for reviews? How will changes be incorporated?)?

★ **TIP: It may be useful to establish a process for feedback on the Code of Conduct to ensure that when a review happens, all of the relevant feedback is readily available and can be considered.**

***Keep in mind...***

that your Code of Conduct is not 'set in stone'; it can be and should be revisited and reviewed regularly

# List of Resources & Helpful Links

## Working Group on Responsible Conduct Resources

*Model Code of Conduct*
http://www.ubcm.ca/assets/Resolutions~and~Policy/Policy/Governance/Working~Group~on~Responsible~Conduct/MODEL_CODE_OF_CONDUCT_Aug2018_FINAL.pdf

*Responsible Conduct of Local Elected Officials Website (Policy Paper; Foundational Principles Brochure)*
https://www2.gov.bc.ca/gov/content/governments/local-governments/governance-powers/conduct-of-locally-elected-officials/responsible-conduct

*Responsible Conduct of Local Elected Officials – Consultation Paper (March 2017)*
http://www.ubcm.ca/assets/Resolutions~and~Policy/Policy/Governance/Working~Group~on~Responsible~Conduct/ResponsibleConductLocalGovtElectedOfficials_Consultation_Paper_March302017.pdf

## Examples of Local Government Codes of Conduct (BC)

*District of Sparwood*
https://sparwood.civicweb.net/document/67075

*District of Saanich*
http://www.saanich.ca/assets/Local~Government/Documents/Bylaws~and~Policies/code-of-conduct-nov-2016.pdf

*City of Vancouver*
http://vancouver.ca/files/cov/boards-committees-code-of-conduct.pdf

*District of Sooke*
https://sooke.civicweb.net/document/11215

*City of Prince George*
https://www.princegeorge.ca/City%20Hall/Documents/Mayor%20and%20Council/Council_Code_of_Conduct.pdf

*District of North Vancouver*
http://app.dnv.org/OpenDocument/Default.aspx?docNum=2611131

*Cariboo Regional District*
http://bouchielakerec.ca/wp-content/uploads/2013/03/Code-of-Conduct-and-Ethics-FINAL-CRD-Board.pdf

*Regional District of Central Okanagan*
https://www.regionaldistrict.com/media/201242/Code_of_Conduct.pdf

## Resources about Roles and Responsibilities

*City of Port Moody (sample policy)*
http://www.portmoody.ca/modules/showdocument.aspx?documentid=1513

*City of Maple Ridge (orientation manual)*
http://www.mapleridge.ca/DocumentCenter/View/4526/Council-Orientation-Manual-2014

## Resources about Social Media Policies

*Social Media Resource Guide (Alberta Urban Municipalities Association)*
https://www.auma.ca/sites/default/files/Advocacy/Programs_Initiatives/citizen_engagement/social_media_resource_guide.pdf
*[Note: page 26 pertains to Elected Officials and Social Media Policy]*

*City of Pitt Meadows (sample policy)*
http://www.pittmeadows.bc.ca/assets/Policies/C074-Council%20Social%20Media-Reaffirmed.pdf

*City of Maple Ridge (sample policy)*
http://www.mapleridge.ca/DocumentCenter/View/1367/social_media_policy_3010?bidId

*City of Leduc (sample policy)*
https://www.leduc.ca/sites/default/files/2014-11-17%20Public%20CoW%20Agenda%20Item%2006b%20-%20Social%20Media%20Policy%20%28Distributed%20Under%20Separate%20Cover%29.pdf

*City of Guelph (sample policy)*
http://guelph.ca/news/social-media/social-media-principles-and-guidelines-for-elected-officials/

## Resources about Harassment / Human Rights

*City of Vancouver: Human Rights & Harassment policy*
https://policy.vancouver.ca/AE00205.pdf

*City of Richmond: Respectful Workplace Policy*
https://www.richmond.ca/__shared/assets/Respectful_Workplace_Policy22820.pdf

*District of Sooke: Anti-bullying Policy*
https://sooke.civicweb.net/document/11213

## Resources about Privacy & how Information is Handled

*Privacy Management (Office of the Information & Privacy Commissioner)*
https://www.oipc.bc.ca/guidance-documents/1545

*District of Saanich (sample privacy management policy)*
http://www.saanich.ca/assets/Local~Government/Documents/Bylaws~and~Policies/privacy-management-may-2017.pdf

*Produced by the Working Group on Responsible Conduct*

UBCM | BRITISH COLUMBIA | LGMA

# *Getting Started on a Code of Conduct for your Board or Council*

## Introduction & Explanatory Notes

**What is a Code of Conduct?**

- Generally, a Code of Conduct is a written document that is used to promote and further responsible conduct by setting shared standards of conduct.
- This is important because local government elected officials can be more effective in providing good governance to their communities if they engage in responsible conduct[1].

**What is the purpose of this document?**

- This document provides a starting point for local government council and board members to develop their own Code of Conduct. The document can be used to facilitate conversations around setting and using standards of conduct for local elected officials within their respective communities.

- The Code of Conduct components set out in this document provide for general standards of conduct that reflect the foundational principles of *integrity*, *respect*, *accountability*, and *leadership and collaboration*.[2] At its core, every Code of Conduct should be built on these key foundational principles.

- The intention of this document is to provide guidance and set shared expectations of behaviour for individual members of local government boards and councils, and in their work as a collective body to provide for good governance to their communities.

- Councils and boards may choose to customize and expand on the general standards of conduct provided in this document by:
    - Adding examples of specific behaviours or other details to further elaborate on the standards of conduct that are provided;
    - Including additional standards of conduct that address topics of importance to the council or board and which are not directly dealt with by the standards of conduct already provided; and/or
    - Incorporating, citing or attaching other policies that are generally related to responsible conduct (such as respectful workplace or social media policies), where they feel it is appropriate.

[1] 'Responsible conduct' broadly refers to how local government elected officials conduct themselves with their elected colleagues, with staff, and with the public.

[2] The Working Group on Responsible Conduct identified four foundational principles that can be used to guide the conduct of local elected officials in B.C. More information about these principles can be found here.

**What are some considerations in developing and using a Code of Conduct?**

In developing a Code of Conduct, council or board members should consider not just the content of a code, but also how to make it meaningful for council or board members, both as individuals and as a collective decision-making body. While there is no 'right' way to build and use a Code of Conduct, councils and boards should consider the following to maximize the effectiveness of their Code of Conduct:

- *Don't overlook the importance of the development and adoption processes:* How a Code of Conduct is developed and adopted matters; these are important steps towards ensuring its effectiveness. Discussing shared expectations as a part of the orientation process for new or returning elected officials, or including the Code of Conduct as a topic within the strategic planning process (with dedicated follow-up opportunities for development), could be ideal ways of ensuring a code of conduct is adopted in a meaningful way. This will allow members the opportunity to discuss how the language and content of the Code of Conduct can best be customized to meet the needs of the council or board as well as the individual members.

- *Make the code of conduct meaningful*: Finding ways to integrate the Code of Conduct into the council or board's ongoing governance will help ensure that it remains a relevant and effective living document. Some councils or boards may choose to refer to the Code of Conduct at every meeting; others may have a copy included in every agenda package, framed on the wall in the meeting room, or placed on the desk of each elected official as a regular point of reference.

- *Offer ongoing advice, education and support:* A council or board will also want to consider how members can best be supported in working with their Code of Conduct. This could include, for example, general education around the purpose of Codes of Conduct, opportunities for members to receive specific advice on how the Code of Conduct should be interpreted and applied, as well as other ongoing opportunities to provide support and education – for example, when new members join the council or board or regular debriefings following council/board meetings to discuss how effectively the Code of Conduct guided the discussion.

- *Revisit it regularly:* Council and board members should approach the Code of Conduct as a living document to be reviewed frequently and amended from time-to-time to ensure that it remains a relevant and effective tool.

# CODE OF CONDUCT

## A. INTRODUCTION

As local elected representatives ("members"), we recognize that responsible conduct is essential to providing good governance for the [*city / municipality / regional district / district*] of [*name of local government*].

We further recognize that responsible conduct is based on the foundational principles of Integrity, Accountability, Respect, and Leadership and Collaboration.

In order to fulfill our obligations and discharge our duties, we are required to conduct ourselves to the highest ethical standards by being an active participant in ensuring that these foundational principles, and the standards of conduct set out below, are followed in all of our dealings, with every person, including those with other members, staff, and the public.

## B. HOW TO APPLY AND INTERPRET THIS CODE OF CONDUCT

This Code of Conduct applies to the members of [*city / municipality / regional district / district*] of [*name of local government*]. It is each member's individual responsibility to uphold both the letter and the spirit of this Code of Conduct in their dealings with each other, staff, and the public.

Elected officials must conduct themselves in accordance with the law. This Code of Conduct is intended to be interpreted and applied by members in a manner that is consistent with all applicable Federal and Provincial Laws, as well as the bylaws and policies of the local government, the common law and any other legal obligations which apply to members individually and as a collective decision-making body of council or board.

## C. FOUNDATIONAL PRINCIPLES OF RESPONSIBLE CONDUCT

*These foundational principles have been developed by the Working Group on Responsible Conduct and should be incorporated into every Code of Conduct. These principles are intended to provide members with a shared understanding of responsible conduct and guide them in fulfilling their roles and responsibilities both as individual elected officials and as a collective decision-making body of board or council. These four principles, in conjunction with the standards of conduct, can be used as a guide by elected officials against which to assess their own conduct.*

1. ***Integrity*** – Conduct that upholds the public interest and that is based on honesty and the active demonstration of ethical principles.

2. ***Respect*** - Conduct that creates an environment of trust by demonstrating due regard for the perspectives, wishes and rights of others.

3. ***Accountability*** - Conduct that demonstrates a member's willingness to accept responsibility for their actions.

4. ***Leadership and Collaboration*** - Conduct that demonstrates an ability to lead, to listen to, and to positively influence others while encouraging individuals to come together to meet a common goal through collective efforts.

## D. OPTIONAL: VALUE STATEMENTS

*A council or board may wish to customize their Code of Conduct to include 'Value Statements'. These are high-level statements that identify the values that the council or board consider important and feels should be enshrined in their Code of Conduct.*

## E. STANDARDS OF CONDUCT

*The following section provides general standards of conduct that reflect the foundational principles identified above.*

*A council or board can customize their Code of Conduct by including additional standards of conduct, or by expanding on existing standards of conduct to more clearly demonstrate how a member can exemplify responsible conduct.*

***Integrity***: Integrity is demonstrated by the following conduct:

- Members will be truthful, honest, and open in all dealings, including those with other members, staff and the public.
- Members will ensure that their actions are consistent with the shared principles and values collectively agreed to by the board or council.
- Members will follow through on their commitments, correct errors in a timely and transparent manner, and engage in respectful communication with the community.
- Members will direct their minds to the merits of the decisions before them, ensuring that they act on the basis of relevant information and principles, and in consideration of the consequences of those decisions.
- Members will behave in a manner that promotes public confidence in all of their dealings.

***Respect***: Respect is demonstrated through the following conduct:

- Members will treat every person with dignity, understanding and respect.
- Members will show consideration for every person's values, beliefs, and contributions to discussions.
- Members' will demonstrate awareness of their own conduct, and consider how their words or actions may be perceived as offensive.
- Members will not engage in behaviour that is indecent, insulting or abusive. This behaviour includes unwanted physical contact, or other aggressive acts that may cause any person harm or makes them feel threatened.

***Accountability:*** Accountability is demonstrated through the following conduct:

- Members will be responsible for the decisions that they make and be accountable for their actions and the actions of the collective council or board.

- Members will listen to and consider the opinions and needs of the community in all decision-making, and allow for appropriate opportunities for input and feedback.

- Members will carry out their duties in an open and transparent manner so that the public can understand the process and rationale used to reach decisions and the reasons for taking certain actions.

***Leadership and Collaboration:*** Leadership and collaboration is demonstrated through the following conduct:

- Members will behave in a manner that builds public trust and confidence in the local government.

- Members will consider the issues before them and make decisions as a collective body. As such, members will actively participate in debate about the merits of a decision, but once a decision has been made, all members will accept the decision of the majority and speak with one voice about the decision and its rationale.

- Members will recognize that vigorous discourse is part of the democratic process and encourage constructive discourse while empowering other members and staff to provide their perspectives on relevant issues.

- Members will, as leaders of their communities, calmly face challenges, and provide considered direction on the issues of the day while empowering their colleagues and staff to do the same.

- Members will recognize and value the distinct roles and responsibilities others play in providing good governance and commit to fostering a positive working relationship between other members, staff, and the public.

- Members will recognize the importance of the role of the chair of meetings, and treat that person with respect at all times.

## F. OPTIONAL: ADDITIONAL POLICIES

*A local government may choose to include additional policies as part of their Code of Conduct. These additional policies may be useful in addressing matters of importance that do not easily fit into any of the four foundational principles. Some examples of policies that a local government could include are provided below.*

**Policies About Communications**

- *Use of social media by members.*
- *How members communicate on behalf of the local government.*

**Policies About Personal Interaction**

- *Interactions between members and others, such as the public, staff, bodies appointed by the local government, and other governments and agencies (e.g. respectful workplace policies).*
- *Roles and responsibilities of staff and elected officials.*

**Policies About How Information is Handled**

- *Proper handling and use of information, including information which is confidential, classified, or otherwise protected and is made available to members in the conduct of their responsibilities.*
- *Retention and destruction of records.*
- *How and when information that was relevant to the decision-making process is made publicly available*

**Policies About Other Matters**

- *Creation, use, and retention of the local government's intellectual property.*
- *Personal use of local government resources.*
- *Receipt of gifts and personal benefits by members.*
- *Provision of remuneration, expenses or benefits to members in relation to their duties as members.*

# SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

**TO:** Corporate and Administrative Services Committee- February 28, 2019

**AUTHOR:** Tina Perreault, General Manager, Corporate Services / Chief Financial Officer

**SUBJECT:** **SECHELT LIBRARY APPORTIONMENT OPTIONS**

## RECOMMENDATION(S)

**THAT the report titled Sechelt Library Apportionment Options be received;**

**AND THAT the report, along with the Sechelt Library Associations funding requests be forwarded to the March 4, 2019 Round 2 Budget deliberations for consideration.**

## BACKGROUND

As part of the 2019 Pre-Budget, the Sechelt Public Library Association made a request to the funding partners to increase their operational budget by $84,215 over 2018, with various increases for the proceeding 4 years (Attachment A). This was in anticipation for funding for the new Memorandum of Understanding (MOU) with the District of Sechelt, Sechelt Indian Government District (SIGD) and the Sunshine Coast Regional District (SCRD), which expired at the end of December 2018.

The revised proposal submitted as part of the SCRD's 2019 Round 1 Budget deliberations for Community Partners and Stakeholders, the Sechelt Public Library made the following requests (Attachment B):

| **Budget 2019 Operating Request and 2020-2024 Ask** |
|---|
| $88,683 increase (12.2% increase overall)<br>· Adult Programmer position<br>· Full time Children and Youth position<br>· On call staff<br>· Increase to book budget<br>· Maintain inter library loan<br>· Increase bandwidth<br>2020 – 2023: plus 4 % for remaining 4 years of 5 year agreement |

| Capital Requests Urgent | Capital Requests less urgent | Operating Requests |
|---|---|---|
| Total: $10,000<br>· Public Computers past end of life: $5,000<br>· Server at end of life: $5,000 | Total: $31,800<br>· Business Phone System 2nd line and voice mail for librarian $1,800 (+$500 year phone bill)<br>· Website Development: $10,000<br>· Furniture: $20,000 | Total: $108,516<br>· Materials budget: $28,516<br>· Supervisor Position: $70,000<br>· Recruitment Costs Reserve: $10,000 |

At the February 21, 2019 Regular Board meeting, the following motion was passed, excerpt below:

> **Recommendation No. 2** *Sechelt Public Library - 2018 Budget Request*
>
> The Corporate and Administrative Services Committee recommended that the following new information from the Sechelt Public Library be received:
>
> · 2019-2020 Budget (with 2018 Budget);
> · Five Year Agreement Proposal;
> · Technology and Automation in Sechelt Public Library;
> · Funders 2013-2017 Per Capita Results; and
> · Correspondence from Sechelt Public Library dated January 24, 2019;
>
> AND THAT the 2019 Funding Request from the Sechelt Public Library be referred to the 2019 Round 2 Budget pending a staff report providing apportionment options for the 2019 operating budget request and funding options for the contributing Electoral Areas on additional project requests presented by the Sechelt Public Library.

Over the past several months, staff have provided background and historical reports on the Sechelt Public Library funding, which are also provided for background (Attachment C).

The purpose of this report is to provide apportionment options for the SCRD Electoral Areas to fund the Sechelt Public Library's various budget request for 2019 and future funding agreement.

## DISCUSSION

*Options and Analysis*

The Sechelt Public Library Association is asking for an increase in its base operations, which for 2019 is an increase of $88,683 or approximately a 14% increase over 2018, for total funding of $717,155.

The Sechelt Public Library Association is also asking for an ongoing service lift of $108,516 for additional staffing, materials and the creation of a reserve for recruitment. As the existing SCRD library services bylaws for Area A - Pender Harbour (1086) (Attachment D), Area B - Halfmoon Bay (1046) (Attachment E), and Area D - Roberts Creek (1043.1) (Attachment F) do not allow for the creation of reserves, it would not be appropriate for the SCRD to fund this portion at this time. If the SCRD wanted to allow the Sechelt Public Library Association to create a reserve, it would need to amend or create a separate bylaw for this purpose.

Staff would also highlight that Gibsons and District Public Library is not permitted to hold a reserve of SCRD funds and it would only be equitable to consider this request for both Libraries. Staff do not recommend approval of this request.

Staff also did some further investigation into whether or not the existing Library Service Bylaws could fund for capital items for the Sechelt Public Library Association. Based on the original information packages for the creation of the services, and the resulting Bylaws, funding capital is silent. It has been pasted practice or through various historical funding agreements with the Sechelt Library Association that capital has been excluded. However, there is past precedence for funding minor capital equipment or one time projects for the Sechelt Public Library Association in 2013.

Therefore, the SCRD's Rural Area funders of the Sechelt Public Library Association could contemplate funding the one time requests totaling $41,800.

*Funding Apportionment Options*

Option 1-Fund based on 2013-18 Funding Agreement

Based on the previous 2013-2018 Sechelt Library Funding MOU, the funders paid the following amounts and percentages.

Table 1.

| Annual Funding Totals | | | | | | | |
|---|---|---|---|---|---|---|---|
| | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | Percentage of Funding |
| **Area A** | $25,103 | $23,679 | $25,099 | $26,605 | $28,202 | $29,894 | 4.76% |
| **Area B** | $105,664 | $96,136 | $101,905 | $108,019 | $114,500 | $121,370 | 19.31% |
| **Area D** | $58,439 | $54,999 | $58,299 | $61,797 | $65,505 | $69,435 | 11.05% |
| **SIGD** | $10,095 | $8,899 | $9,433 | $9,999 | $10,599 | $11,234 | 1.79% |
| **DOS** | $305,257 | $314,096 | $332,942 | $352,918 | $374,093 | $396,539 | 63.10% |
| **Total** | $504,558 | $497.809 | $527,677 | $559,338 | $592,898 | $628,472 | |
| **RD Total** | $189,206 | $174,814 | $185,303 | $196,421 | $208,206 | $220,699 | |

For 2019, the funders could pay based on the prior funding agreement (MOU) for either the base or all addition one-time and ongoing funding requests.

Based on 2019 base operational request: 2018 $628,472 + 2019 increase $88,683= $717,155

| | Area A | Area B | Area D | SIGD | DoS |
|---|---|---|---|---|---|
| Cost share percentage | 4.76% | 19.31% | 11.05% | 1.79% | 63.10% |
| **$717,155** | **$34,065** | **$138,483** | **$79,246** | **$12,837** | **$452,525** |

Staff have also provide in the supplementary appendix (Attachment G) which details of approximate residential rate per $100,000 for this alternative, the change over 2018 as well as the percentage change over 2018.

If the Committee wanted to consider funding the increase in operational, the additional ongoing increase of $98,516 ($108,516 less $10,000 recruitment) as well as the one-time capital request for 2019, this would bring the total to $857,473 and based on historical apportionment would be as follows:

| | Area A | Area B | Area D | SIGD | DoS |
|---|---|---|---|---|---|
| Cost share percentage | 4.76% | 19.31% | 11.05% | 1.79% | 63.10% |
| **$857,471** | **$40,816** | **$165,578** | **$94,751** | **$15,349** | **$541,064** |

Option #2 - Fund based on population (2016 Census)

Another option to consider would be to fund per person in each of the jurisdictions (Attachment G-Census). This option is being presented as it is that some of the funding provided to the Sechelt Library Association like the Ministry of Education-Library Branch is based on a per capita rate. Many of the statistics and benchmarking is also measured against these figures.

The challenge with using this data as the basis of apportionment is that the census data remains static for a five year period. It also has been discussed whether the full population of the rural area participants are using the service and if this is the most equitable singular factor in determining apportionment for the service. For these reasons, staff are not recommending using this as the sole apportionment model.

Option #3 - 100% of Property Assessments (land and improvements)

Most functions of the Regional District are apportioned based on property assessments either through a combination of land and improvements are in some cases, just based on improvements. This change would result in material increases either up or down for the funding partners. For example, Area A could see an increase of 548% and the shíshálh Nation/SIGD would see a 148% increase, whereas the District of Sechelt would see an overall decrease of almost 4% over 2018 funding.

This option is not recommended.

Option #4 - 50% Population and 50% Assessments

There are other initiatives, such as Sunshine Coast Tourism and the Community Youth Outreach Worker which are paid separately through the member municipalities. Both of these are apportioned based on 50% population and 50% assessment for the SCRD rural areas. Staff have provided this as one of the options for funding the Sechelt Library Service. Again this does not appear to produce an equitable apportionment model.

This option is not recommended.

2019 Funding Apportionment

Based on the current findings on other apportionment options, staff recommend using the previous/historical agreement percentages as the basis for funding for 2019. This will allow for other options to be considered in the future.

Staff are however, seeking direction from the SCRD's rural areas funding partners as to what funding level they would like to fund for 2019, which includes the 14% lift to the base, the increase in service and the one time capital request.

*Future Considerations*

Another option would be for the various jurisdictions to explore the establishment of a Sechelt Library Service. This was last contemplated in 2004 and did not proceed to a feasibility or public consultation phase. If this Committee would like to explore this option, staff could provide a future report on the legislative, funding and capacity to undertake this process.

*Organizational and Intergovernmental Implications*

The District of Sechelt and shíshálh Nation/SIGD staff have presented similar reports to their respective Councils. These are attached for information (Attachments H and I) and both have recommended subject to the SCRD, approving the base, additional one-time and ongoing funding requests from the Sechelt Public Library Association.

*Financial Implications*

Details of the various financial implications can be found on Appendix G. Depending on what is approved by the various SCRD funders, especially those in Area A and D with other library funding for either reading rooms or the Gibsons and District Public Library for Area D, the cumulative impact will be provided for 2019 Round 2 Budget.

*Timeline for next steps or estimated completion date*

It appears that using one of the percentage allocations may be the most equitable method in apportioning the funding toward the existing Sechelt Library service. However, based on past Committee discussions, there may be a desire to re-evaluate the cost share for some of the funding partners. If the Committee could provide staff with further direction, this could be considered as part of the future Sechelt Public Library Association's 2020-2024 funding agreement and 2019 work plan.

Staff, together with the other funding partners and Sechelt Public Library Association, can also explore other funding apportionment options for the future.

*Communications Strategy*

Staff will continue to work with the Sechelt Public Library Association, District of Sechelt and the shíshálh Nation/SIGD toward a future funding agreement.

## STRATEGIC PLAN AND RELATED POLICIES

Funding the Sechelt Library is in accordance with the Boards Financial Sustainability Policy.

## CONCLUSION

The Sechelt Public Library Association is asking for an increase to its base operational funding, an increase for staffing, materials and recruitment reserve, as well as a one-time capital request for 2019, all totaling $857,471 (as the SCRD can't fund the $10,000 for establishment of a reserve).

Staff have provided 4 funding apportionment options for the Committee's consideration which are based on the historical Sechelt Library funding agreement percentages as well as those based on population, property assessments, and a combination of population and assessments. Staff are seeking direction on which funding level the SCRD rural areas are willing to fund in anticipation of the 2019 Round 2 Budget deliberations. Staff recommend using the historical Sechelt Library funding agreement percentages for 2019 Budget.

Based on past Committee discussions, there may be a desire to re-evaluate the cost share for some of the funding partners. If the Committee provides further direction, this could be considered as part of the future Sechelt Public Library Association's 2020-2024 funding agreement and 2019 work plan.

Staff, together with the other funding partners and Sechelt Public Library Association, can also explore other funding apportionment options for the future.

Another option would be for the various jurisdictions to explore the establishment of a Sechelt Library Service in the future. If this Committee would like to explore this option, staff could provide a future report on the legislative, funding and capacity to undertake this process.

The District of Sechelt and shíshálh Nation/SIGD staff have presented similar reports to their respective Councils and have made recommendations, subject to the SCRD approving the base, additional one-time and ongoing funding requests from the Sechelt Public Library Association.

| Reviewed by: | | | |
|---|---|---|---|
| Manager | | Finance | |
| GM | | Legislative | |
| CAO | X – J. Loveys | Other | |

Attachments:

Attachment A Sechelt Public Library Association 2019 Pre-Budget Funding request
Attachment B Sechelt Public Library Associations 2019 & 2020-2024 Round One Budget Requests
Attachment C Sechelt Library Funding and Historical
Attachment D Area A -Pender Harbour Library Service Bylaw 1086
Attachment E Area B-Halfmoon Bay Library Service Bylaw 1046
Attachment F Area D-Roberts Creek Library Service Bylaw 1043.1
Attachment G Sechelt Library Funding Apportionment Options
Attachment H February 6, 2019-District of Sechelt Staff Report titled: Sechelt Public Library Funding and Service Agreement
Attachment I February 19, 2019- shíshálh Nation/Indian Government District (SIGD)- Sechelt Public Library Funding for 2019 and Five Year Funding Agreement

SECHELT LIBRARY
Space to think

# A Gateway to Human Potential

# FIVE-YEAR AGREEMENT PROPOSAL

## INTRODUCTION

Sechelt Library is incredibly successful. The growth in the number of users accessing the facility both in person and remotely would be admirable for any library. We have achieved this success through intensive community involvement and considered use of resources. We would like to continue this success by being able to serve the growing population and the increasing number of people who benefit from the social, cultural and economic impact of what we offer. Continued success requires support.

Surveys of more than 1,000 community members in 2016 including 700 in Trail Bay Mall found that of those, 88 % per cent used the library within the previous twelve month period and 50 % per used it every week. And,84 % said that their level of satisfaction with the library was excellent or very good. Between 2015 and 2017, the library has issued an average of 913 new library cards each year.

This proposal for the Sechelt Library's five-year agreement has two parts. The first part is our 2019 budget proposal. It addresses the maintenance of operations without enhancements or additions for the 2019 calendar year. The second part is our five-year budget, which includes the funding proposed in Part 1 for 2019 and continues through December 31, 2023. It concludes with an analysis of the 2014 to 2018 five-year agreement, specifically one of its objectives: to achieve funding parity with libraries in the Province that serve similar sized populations. In this document, we also present business cases for capital items and other necessities required to enhance services and add economic value to the community. We begin with the background.

### BACKGROUND

**The Role and Impact of Libraries:** Libraries are portals to knowledge, growth and self-development. They are the creators of economic and social opportunity. Libraries contribute to life-long learning, culture, work and play, and provide safe community spaces for all ages, interests and socioeconomic backgrounds. The evolution of technology and the advent of the digital age have meant that libraries, community expectations, and notably, library work have changed radically. We are determined to keep pace with this change to meet the needs of our citizens.

**The Success and Growth of Sechelt Library:** The dynamic nature of libraries and enhancements in delivery of materials and resources mean that the Sechelt Library staff's work has increased. With an

increase of 15% in visits over the last three years, an increase of 171% in inter-library loans in three years, and in 2017, 879 new memberships, the library staff's volume of work has increased beyond its ability to serve. With 125,600 visitors a year, we welcome an average of 50 visitors an hour. This is the predicament of a successful institution and we want to ensure that we continue the same level of customer service excellence that we are known for.

Due to the growing workload in 2018, the library closed to the public on Wednesday mornings so that the staff could have the extra time to catch up with "back office" work. However, the library is still open 44 hours a week, which is two hours a week in excess of its agreement with funders.

**History of Funding:** Currently we are operating under a five-year funding agreement that expired in December 2018. This agreement provided increases of six percent per year, which is a high percentage, BUT factored onto a low base. One of the key stated objectives of the current agreement was to achieve local government funding parity with similar libraries. This was an important and noble goal on all sides and we appreciate the spirit in which this endeavour was undertaken. The result, however, was that we did not achieve the funding levels of other libraries.

**Per Capita Gap.** One reason the library has fallen behind is because of the low base of its original 2013 operating budget. At the outset of 2013, the per capita gap between the Sechelt library and libraries of comparable size was $4.96, and in 2017, in spite of the funding agreement of 6% increase annually, the gap increased to $9.46. This data was reported by the BC Ministry of Education. In 2018 the District of Sechelt conducted its own per capita comparison between Sechelt and Gibson's libraries and the difference was $17.17 or 40% (Sechelt $44.03 per capita & Gibsons $61.20 per capita). This comparison underscores the fact that BC libraries are experiencing growth and receive comparable support from their local governments.

## PART 1, 2019 BUDGET PROPOSAL

In this 2019 budget proposal we present our needs for funding to sustain library operations as they exist in 2018. For most budget items we have assumed a 2% inflation factor; however, there are a few areas where more than 2% is required. Three of these areas are addressed below: 1. salaries and staffing, including a Children and Youth Coordinator and Adult Program Coordinator, 2. books, and 3. bandwidth. Each area is described and a justification is provided for why this is continuity of service and not enhanced service. In our summary we include alternative actions necessary if the funding cannot be provided. A spreadsheet with the 2018 budget, actuals and projections through 2023 is attached as Appendix A.

### 1. SALARIES AND STAFFING

**How We Serve Better--Staff Changes and Reorientation in 2017:** The Province has greatly increased access for patrons through the creation of resource sharing agreements. This service allows residents to access not only the collections of the Sechelt Public Library, but also a large portion of the collections of

all libraries in British Columbia. The grant awarded to the library by the Province was increased to offset the cost of this program. With a reduced postal rate and grant monies, our library can offer this service for little to no cost for material deliveries. What this service does cost, however, is the staff time to process both incoming and outgoing materials. Our library has seen a dramatic increase in the amount of materials coming into our library for our patrons as well as going out to other libraries. This means we can offer superior service to those living in the area who want access to materials we can't maintain in our own collections. We believe the increase in staff time is a valid trade-off for this service that people in the area clearly want. By assigning 10 hours per week to part-time staff, we are able to manage this increased demand.

**How We Want to Serve Better--Staff Size Disparity:** In 2015 and 2016, our library had the same number of full-time equivalent employees (FTE) per 1,000 population served as similar libraries in our Province. But, in 2017, our growth in population began to be felt at the library. In 2017 the library operated with 12 employees or 9.3 FTEs. The average for similar libraries was 9.6 FTE. Our population growth has caused the library staff to be overworked and the FTEs per 1,000 population to decline. This is in spite of an increase of one FTE since 2015. Today, Sechelt library has .05 FTE staff per 1,000 population. The average number of staff per 1,000 population is .06 FTE as the table below indicates. Only one library in our comparison has a lower FTE staff than Sechelt Library. To maintain continuity of service in 2019 and again be at the average FTEs per 1,000 population served, we will need to increase staff by .3 FTE. This increase will enable the library to sustain current service levels in 2019.

The following table shows the number of FTEs per library and per 1,000 population. Sechelt Library is placed on the bottom for comparison. The only library with fewer FTEs per 1,000 population is Dawson Creek Municipal Public Library.

**Sechelt Library Population and FTEs Compared to Similar Libraries in Our Province**.

| Liraries Serving Similar Sized Populations | 2015 Population Served | 2015 FTE Employees | 2015 FTEs per 1,000 population | 2016 Population Served | 2016 FTE Employees | 2016 FTE per 1,000 population | 2017 Population Served | 2017 FTE Employees | 2017 FTE per 1,000 population |
|---|---|---|---|---|---|---|---|---|---|
| Castlegar & District Public Library | 13,441 | 6.7 | 0.05 | 13,441 | 6.7 | 0.05 | 13,798 | 6.7 | 0.05 |
| Dawson Creek Municipal Public Library | 18,673 | 6.3 | 0.03 | 18,673 | 6.3 | 0.03 | 18,455 | 7.7 | 0.04 |
| Gibsons & District Public Library | 11,761 | 8.0 | 0.07 | 11,761 | 7.3 | 0.06 | 11,624 | 7.0 | 0.06 |
| Nelson Municipal Library | 18,310 | 9.4 | 0.05 | 18,310 | 9.5 | 0.05 | 19,481 | 10.0 | 0.05 |
| Powell River Public Library | 20,049 | 11.5 | 0.06 | 20,049 | 11.5 | 0.06 | 19,042 | 10.6 | 0.06 |
| Prince Rupert Library | 14,245 | 9.9 | 0.07 | 14,245 | 10.5 | 0.07 | 13,224 | 11.5 | 0.08 |
| Squamish Public Library | 19,244 | 11.7 | 0.06 | 19,244 | 12.1 | 0.06 | 19,303 | 12.6 | 0.07 |
| Terrace Public Library | 20,496 | 7.9 | 0.04 | 20,496 | 7.9 | 0.04 | 20,605 | 10.5 | 0.07 |
| **Averages** | 17,027 | 8.9 | 0.05 | 17,027 | 9.0 | 0.05 | 16,942 | 9.6 | 0.06 |
| **Sechelt Public Library** | 17,257 | 8.2 | 0.05 | 17,257 | 8.2 | 0.05 | 17,552 | 9.3 | 0.05 |

**Positive Educational Impact-Technology Coordinator**: Access to information has changed drastically in the digital age. Where books were once the main source of information, computers, tablets and phones now represent a large component of how information is transmitted.

Our current five-year agreement requires us to provide technology services and specifically states in the 2013 Memorandum of Understanding that we are to provide "*Access to public computers and Wi-Fi with technical and customer service support, providing training to the public on the Internet use and downloading digital resources*."

The shift in technology in libraries began in the 1990s when libraries were designated by government as the vehicles for granting access to and education about computers. Librarians were given the task of helping people adjust to a technological age and have been helping patrons with their technology-based questions ever since.

Demand has increased dramatically with the introduction of tablets and e-readers. From 2010 onward, our library staff has spent an increased amount of time responding to the technology needs of patrons. This valuable service ensures that those living in Sechelt are able to navigate the digital age and have the same opportunities as those living elsewhere. The increased staff time spent on helping with technology needs meant that other library tasks such as cataloguing, processing materials, acquisitions, etc., were continuously strained to a breaking point. This contributed to a significant number of staff experiencing workplace stress, as not all staff felt competent to answer the level of technological questions being asked by the public.

To provide continued technology service as we have been doing for well over a decade, a full-time technology coordinator was hired when the public services supervisor retired. The addition of this position has also reduced the need to procure some of our previously required vendor technology services.

**Positive Social and Emotional Community Impact- Adult Programs Coordinator**: With the remaining monies from the retired supervisor position, we hired a part-time adult programs coordinator. This decision was based on two 2016 community surveys totaling over 1,000 responses. Programs were well attended in 2018 with over 2611 participants.

The library now has 60 community partners and a recent partnership with “Better at Home” means that the library materials can be delivered to the housebound.

**Salaries.** Salaries for library staff need to increase to keep pace with inflation. The library participated in union negotiations in late 2018 and resulted in a 1% salary increase for the second half of 2018, 1.7% increase for 2019 and a 2% increase for the years 2020-2023. Additionally, there will be a benefits increase of $12,017 for three part-time staff who do not currently receive benefits. This increase in benefits complies with standard practice. The 2018 salaries budget of $538,500 will increase to $608,726 in 2019, an increase of $70,226 ($2,693 + $67,533), as the table below indicates.

**Sechelt Library 2018 Budget and Proposed 2019 Budget**

| | 2018 Budget | | | | 2019 Budget | | | |
|---|---|---|---|---|---|---|---|---|
| **Human Resources** | Original 2018 | 1% Increase from July 1 | $ Increase from July 1 | Rev 2018 (w/ Union wage increase | Rev 2018 (w/ Union wage increase | % Increase from Rev 2018 | $ Increase from Rev 2018 | 2019 |
| Staff Salaries | 435,000 | 0.5% | 2,175 | 437,175 | 437,175 | 1.7% | 7,432 | 444,607 |
| CPP/EI Expenses | 30,000 | 0.5% | 150 | 30,150 | 30,150 | 1.7% | 513 | 30,663 |
| Benefits - MSP and Extended Health | 32,500 | 0.5% | 163 | 32,663 | 32,663 | 1.7% | 555 | 33,218 |
| WCB Expense | 1,000 | 0.5% | 5 | 1,005 | 1,005 | 1.7% | 17 | 1,022 |
| Pension | 40,000 | 0.5% | 200 | 40,200 | 40,200 | 1.7% | 683 | 40,883 |
| Benefits on $60,000 staff salaries | | | | | | | 12,017 | 12,017 |
| | | | | | | | | |
| Subtotal | 538,500 | 0.5% | 2,693 | 541,193 | 541,193 | 1.7% | 21,217 | 562,410 |
| Call-In staff | | | | | | | 2,000 | 2,000 |
| Youth Librarian | | | | | | | 36,277 | 36,277 |
| Youth Librarian Benefits | | | | | | | 8,039 | 8,039 |
| Total | 538,500 | | 2,693 | 541,193 | 541,193 | | 67,533 | 608,726 |

**Children and Youth Coordinator.** The original 2018 budget included a part-time Children and Youth Coordinator at 21 hours. This position fulfills our 2013 Memorandum of Understanding as it states that the library, "*offer … young adult, and children's programmes such as Summer Reading Program (Provincial) for children and young adults*" as well as "*outreach services to children*" and First Nation services that include "*weekly visits by children's librarian with new library material to support literacy development*."

However, in May, our Children and Youth Coordinator resigned and by August we had not attracted a suitable candidate. By September it was clear that our budget was unsustainable plus we had union negotiations with six months of retroactivity and recruitment costs for a Chief Librarian. If services as of the beginning of 2018 are to be maintained, the salary for a Children and Youth Coordinator salary must be included in the 2019 budget.

Funding for a full-time youth librarian will put us at the same FTE staff per 1,000 population level as we were in 2016 and in line with similar libraries. Additionally, we believe a full-time youth librarian will enable better First Nation outreach services as well as outreach to Pender Harbour. This position is also assigned general library duties. The additional funds for a youth librarian salary and benefits total $44,316 ($36,277 salary and $8,039 benefits).

Many of our elementary schools are over capacity as a result of more families moving to the Coast. As reported recently in the Coast Reporter, Nicholas Weswick of District No. 46 reported they had anticipated an increase of 20 students, but instead 97 students enrolled.

**On-Call Staff.** As with all public facing institutions, our library has found it necessary to hire staff to cover vacations and absences of regular staff members. In 2018, the cost for these on-call staff members was $2,000.

**Salaries Budget Including Youth Librarian.** As previously stated, the library's 2019 budget for salaries and benefits is estimated at $608,726.This includes the retroactive salary and benefit increase in 2018; a salary and benefits increase in 2019, and a full-time youth librarian salary with benefits, and on-call staff, as the chart above indicates.

**Total Budget Increase**

The total budget increase from the original 2018 budget to the budget needed to maintain continuity of service in 2019 is $88,683 (2019 budget of $814,983 less 2018 budget of $726,300). See Appendix A.

**2. BOOKS**

Reading has been shown to develop brain function and keeps people intellectually challenged as they age. Far from a simple leisure activity, reading holds a key place for developing and maintaining a healthy society. We want to make sure we have the capacity to give our citizens the material they want and need. The books budget has gone from $59,000 in 2015 to $55,000 in 2018. Yet, during that same time period, the library saw an average increase of 913 new cardholders each year. In 2015 the library had 111,493 visits. In 2017 the number of visits was 128,430. That is a 15% increase in two years. Visitors often request the most recently released books. If they cannot find these books in the library, they request them via inter-library loan, adding to increased staff time to process these requests. To maintain continuity of service, the books budget should increase to accommodate the number of visitors. Therefore, we consider an 11% increase from 2018 to 2019, or a $6,050 increase in the books budget from $55,000 to $61,050 to be necessary to provide the same services as in 2018. Below is a table that shows the successful increase in the number of people coming through our doors for services and a books budget that does not keep pace.

| **Sechelt Library Books Budget** | | | | | |
|---|---|---|---|---|---|
| | | | | | |
| | 2015 | 2016 | 2017 | 2018 | Est. 2019 |
| Sechelt Library Books Budget | $59,000 | $50,000 | $50,700 | $55,000 | $61,050 |
| | | | | | |
| **Ideal Book Budget Based on 11% Increase** | | **$65,490** | **$72,694** | **$80,690** | **$89,566** |

In 2015, 172,842 materials were borrowed. In 2017, the amount rose to 193,390. Sechelt Library's books budget has been under-funded for several years and has, in fact, dropped between 2015 and 2018. We request an increase of 11% in 2019 and present a business case for additional funding for books in part two of our five-year budget proposal.

**Inter-library Loans.** Our library has experienced a dramatic increase in inter-library loans during the past three years as the Ministry of Education reports. Total books borrowed and lent have increased a total

of 171% since 2015. The increase in the number of loans means that more staff time is necessary to process the requests. The library extended hours for two part-time staff to handle the workload. The chart below shows the number of interlibrary loans processed and the annual increase from 2015 to 2017. Data are not yet available for 2018.

We are required by our current five-year agreement to provide unlimited interlibrary loans. It specifically states there should be "*no limits per person or weekly, monthly, yearly limits. No non-pick up fees. Access to provincial and interprovincial resources. Access to the physical collections of members of InterLINK.*" This service is highly valued by our community, as demonstrated by its use. It is important to keep this service, but also to improve our own collections so patrons can find the books they want in our collection.

**Sechelt Library Increase in Interlibrary Loans Processed**

| **Interlibrary Loans Processed** | | | | | | |
|---|---|---|---|---|---|---|
| | Year | Borrowed | Loaned | Total borrowed and Loaned | Annual Increase | % Increase |
| | 2015 | 2275 | 942 | 3217 | | |
| | 2016 | 3272 | 4776 | 8048 | 4831 | 150.2% |
| | 2017 | 3956 | 5802 | 9758 | 1710 | 21.2% |
| Total Increase | | | | | | 171% |

It's worth noting that a declining books budget will sooner or later increase the cost of inter-library loans. There is a charge for each inter-library loan. If our books budget decreases, so does the quality of our collection. Other libraries will borrow less from us and we will borrow more. Our costs will increase as we pay for this privilege.

**3. BANDWITH**

Internet access provides necessary connectivity for those who wish to stay connected socially, apply for jobs, research social issues, understand their ancestry, search databases, read newspapers and magazines, or visit the library at home via the Internet.

The library needs additional bandwidth as more and more patrons are accessing our library via the Internet. Daily computer use places a huge load on the bandwidth. Increased bandwidth is an ongoing requirement of most libraries, and many have increased their bandwidth to better serve their patrons.

With 17,463 Internet sessions in 2017 (an average of 55 sessions a day on 10 computers) it's clear that this access is key, especially for those without computers at their homes. An increase to the budget of $2,000, or a 66% increase over the 2018 budget of $3,000, will provide adequate bandwidth capacity. This is similar to Gibsons library that increased its bandwidth budget by 66% in 2017.

**SUMMARY**

To ensure adequate funding to continue with library operations as they existed in 2018, our library will need an increase of 2% for most items in our budget to maintain pace with inflation plus the higher costs specified above for salary and staffing increases, an increase in the books budget, and funds for additional bandwidth. The total increase over the 2018 budget is $88,683. Staffing is the library's main cost and much of this increase is due to union negotiated salary and benefit increases and retroactive salary and benefit increases in 2018.

This funding will have the added benefit of helping to close the gap in local government support between the Sechelt Library and similar libraries as discussed in Part 2, below. We believe that this gap has an impact in how the entire Sunshine Coast is perceived by tourists, people potentially moving here, and by our current population. Some possible measures to deal with the financial shortfall may have to include:

- Close on Monday to compensate for the loss of staff time, which may reduce the volume of work by reducing access.
- Leave either the popular adult programs position or the Children and Youth Coordinator position unfilled.

## PART 2, FIVE-YEAR BUDGET PROPOSAL

We have attached our five-year budget that includes our 2018 budget, 2018 actuals, and estimates for the years 2019 to 2023. In the years 2020 to 2023, we request an average increase of 4 % per year from our local government funders to keep pace with inflation and fall more in line with similar libraries and the local government support per capita they receive. However, 2019 funding needs are higher, primarily due to staff and benefit increases.

See Attachment A for the Sechelt Library's five-year budget.

**Sechelt Library Per Capita Funding Compared to Similar Sized libraries.**

The Ministry of Education reports the per capita funding for all BC libraries. The Sechelt library has compared the per capita amounts of libraries serving similar sized populations. In 2017, this was:

- $33.78 per capita: Sechelt Library
- $43.24 per capita: average of comparable libraries
- $50.21 per capita: Gibsons and District Public Library
- $53.82 per capita: Powell River Public Library

Comparable libraries were: Castlegar, Dawson Creek, Gibsons, Nelson, Powell River, Prince Rupert, Squamish, and Terrace as their populations were similar to Sechelt, between 12,000 and 20,000.

It is clear that Sechelt Library is significantly underfunded by comparison.

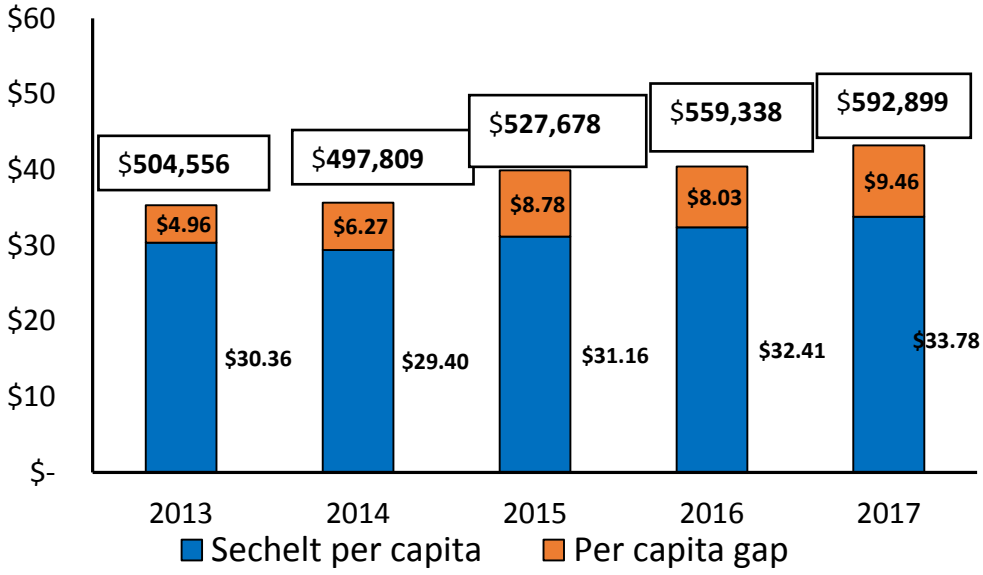
As previously stated, one objective of the 2014-2018 agreement was to move toward parity with other libraries.

> "The Funders' objective for funding the library will be to move toward parity for local government support per capita as shown in the Ministry of Education British Columbia Public Library Statistics as updated from time to time." January 8, 2014.

Unfortunately, that parity was not achieved in the five years since the agreement was in place.

The chart below shows the local government funding for Sechelt library and the gap with similar libraries. The orange portion of each bar shows the growing gap in funding in dollar terms.

**Local Government Funding for Sechelt Library and Gap in Funding Between Sechelt Library and Similar Libraries (Ministry of Education - Libraries Branch Statistics)**




At the end of 2017, the library received total funding of $592,899. Using a service area population of 17,552, the per capita funding was $33.78. The average per capita funding for libraries serving similar sized populations was $43.24, reflecting a gap of $9.46. In 2013 the gap between Sechelt Library and comparable libraries was $4.96 and in 2017 it was $9.46. The gap is increasing, not decreasing. This is not the direction intended by the library's funders.

The District of Sechelt conducted its own analysis of funding and compared the Sechelt Library to Gibsons and District Public Library. Using slightly different population statistics, the analysis revealed in 2017 our library had an average per capita cost of $42.43 and Gibsons had a per capita cost of $62.99. In 2018 Sechelt's average per capita was $44.03 while Gibsons was $61.20. The District analysis supported our conclusion.

**Funding 2019-2023**

Going forward Sechelt Library is looking for funding comparable to similar sized libraries.

- Local government funding of $169,779 will close the gap as it existed in 2017 and result in $43.24 per capita funding for Sechelt Library. This would still be lower than Gibsons and District Public Library at $50.21 and Powell River Public Library at $53.82. But, it would be in line with comparable libraries in our study. If our 2019 proposal is funded for $88,683 as presented in Part 1, $81,096 would be needed to achieve parity with the local government support to similar libraries.

  Amount needed to achieve parity, $169,779

  Amount needed in 2019 to maintain operations, $88,683

  Difference, $81,096.

  The difference in funding of $81,096 could support our capital requests, materials, recruitment costs, or supervisor position as described in our business cases below.

- Appendix B, shows the funders' population, total funding, and per capita funding. Appendix C shows the BC libraries we used for comparison, their funding, populations, and per capita funding.

**Sechelt Public Library – A Valuable Partner**

The Public Library Association Board works in partnership with local, regional and the Sechelt Indian Government District to deliver services that are responsive to community needs. Sustainable funding for the library is an opportunity for government to carry out their strategic goals and mission.

Quality of life was cited as the main reason citizens choose to live in this area, and Sechelt Public Library makes a significant contribution to that quality of life. There were commonalities in the strategic plans of the Sunshine Coast Regional District and District of Sechelt. Both governments (and it is assumed true of the Nation as well) have goals to both maintain and increase the quality of life of its citizens. The Sechelt Public Library plays an active role in each of these goals.

Our patrons represent a broad cross section of the population including all ages, income levels, races, colours, ancestries, places of origin, political beliefs, religions, family or marital status, physical or mental abilities, sex, sexual orientation or gender identity.

Staving off cognitive decline through lifelong learning, providing resources for the unemployed, creating future leaders as we give children valuable social and cultural experiences and giving teens a voice as they look to create identities outside of home and school – these are just some of the social, community, education and economic impacts the library creates for the Sunshine Coast. Diminishing these services means losing these impacts. Increased funding, however, allows the library to fully

engage with our citizens, thereby increasing the quality of life and helping local and regional governments achieve their goals.

**BUSINESS CASES**

**Capital Items**

The 2014 - 2018 five-year agreement specifies that it can be opened once a year for capital requests. However, our capital request for the 2018 budget year was not successful. The library has received no capital funding from its funders. Although we have not received funding for capital items from funders, we have received funding for capital from grants, donations, and a bequest.

> **Capital Donations from the Friends of the Library.** The Friends of the Library have donated $85,000 to the library during the past several years which have enabled the replacement of 22 year old chairs that were collapsing, the purchase of book trucks, workroom furniture, an electronic notice board, laptops for staff, and self-checkout machines.
>
> **Capital Donations for Renovations.** A Canada 150 grant matched by a bequest to the library, donations, and proceeds from our gala fundraising event funded the library's recent $100,000 renovation project.
>
> **Donations from the Community Investment Program of the District of Sechelt and 100 Women Who Care**. These two organizations donated laptops and a technical wired cart for library patrons.

While we are grateful to our various donors for providing some capital items, other requests for capital have not been honored and the items are urgently needed. The Library wishes to make the following requests from funders for furniture, software, business phone system, and website development.

> **Furniture.** Four public area chairs and eight tables for the computer nook are needed to replace ones that are old and too large for the space. The computer nook is narrow and cramped with accessibility issues that reflect a dated, 22 year old vision of the role of technology. It is difficult for the physically challenged to access this area. The cost is $20,000.
>
> **Public Computers and Copier.** The library needs four new public computers as they have reached the end of their useful lives. The cost for the computers is $5,000.
>
> We have added a line item in our 2019 proposal request for $5,000 per year for replacement of furniture and computers. This is standard practice for most organizations and in line with what Gibsons library has received.
>
> **Business Phone System.** Our library's phone system is outdated and inadequate for current needs. For example, our Chief Librarian does not have an individual extension nor individual voicemail. A new system is needed that will provide these services. This is a cost of $1,800 for installation and an increase in the phone bill of $500 per year.

**Computer Server.** Our server must be replaced every five years. 2019 is the fifth year the server has been in operation. It may last for one more year, but must be replaced soon to avoid a complete shutdown of technology services at the library. The cost for a new server is $5,000.

**Website Development.** Our library's web page is a shared access template provided by the BC Libraries' Cooperative to support smaller libraries. It is limited, inflexible and cumbersome. Web updates and maintenance are done in house. For the last two years the library has added pages but the needs are compromised by a system the library has outgrown. The library would like to develop its own, independent website that is designed to meet the library's needs and which will support ease of community access and navigation. The cost for this web page development is $10,000.

These one-time capital items total $41,800.

## Materials

Materials borrowed from the library increased by 12.3% between 2015 and 2017. However, the books budget has been underfunded for several years. If an 11% per year increase had been applied to the 2015 books budget, the budget would be $89,566 in 2019. As we have stated in our Operating Budget proposal, a declining materials budget will sooner or later increase the cost of interlibrary loans. If our materials budget decreases, so does the quality of our collection. Other libraries will borrow less from us and we will borrow more. Our costs will increase for this privilege and we need to “catch up”. Therefore, we request an additional $28,516 ($89,566-$61,050) to ensure the sustainability of the library’s collections.

## Recruitment

In 2018 the Library incurred an unbudgeted cost of $10,000 for recruitment for a new librarian. This is in spite of the savings realized by not engaging the services of a professional recruiter. It should be noted the library board reduced costs by handling the recruitment process. The recruitment costs were covered by our modest reserve fund, which was obtained through a bequest and established for renovations. However, the library should anticipate vacancies and build a reserve fund for subsequent replacements. We request $10,000 to replace the borrowed funds and $2,000 per year as a new line item in the budget for recruitment costs.

## Library Supervisor Position

Our Chief Librarian is the only staff member who is not a member of the union, and we believe a supervisor outside of the bargaining unit who would support the Chief Librarian and assume general libraries duties if necessary is needed. Our Chief Librarian is extremely busy running the library and cannot support operational duties that are necessary to accommodate absences and vacations, for example. As the population of Sechelt grows, this is a position we deem necessary. Sechelt has been increasing in population at a rate of 1.4% per year, yet our library users have increased more rapidly. We have seen an increase in visitors of 11% each year for the past two years. This large increase speaks

volumes about the value of the library to the community. If this high rate of users continues, we will need a supervisor position very soon. The cost for a supervisor position with benefits is $70,000 per year.

## Summary

**2019 Budget.** Funds needed in 2019 to maintain operations as they existed in 2018 total $88,683. Most of our budget is staffing, which is subject to salary and benefit increases plus back pay. One reason for this amount is because our library has been underfunded for many years and it is no longer possible to maintain services without this additional funding. The library has cut every unnecessary expense and there are simply no more savings available. The only recourse remaining is to cut staff and services.

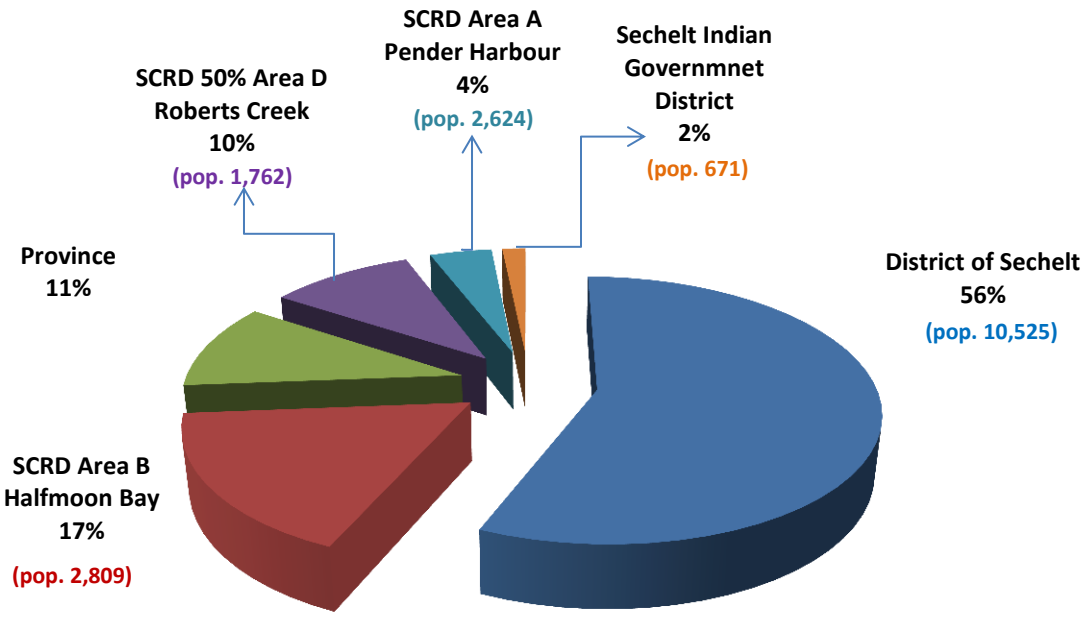
- In 2013 Sechelt Library signed a five year funding agreement with the SCRD, SIGD and DOS with an annual increase of six per cent to achieve the goal of parity with similar sized libraries.
- The gap has risen from $4.96 in 2013 to $9.46 in 2018 which is the final year of the agreement.
- In 2018 the District of Sechelt conducted its own per capita comparison between Sechelt and Gibsons libraries and the difference was $17.17 or 40 per cent. (Sechelt $44.03 per capita & Gibsons $61.20 per capita)
- Today, Sechelt Library's goal is sustainability. Slow attrition over five years combined with the growth in demand means that by 2018 the current budget is unstainable.
- The library's work has increased beyond its ability to serve. For example, visits are up by 27 per cent over three years totalling 125,600 a year or 50 visitors an hour, 171 per cent cumulative increase in inter library loans over three years, 879 new memberships in 2017
- The funding agreement specifies support for technology education and assistance and interlibrary loans. To meet this requirement, jobs were reoriented following a retirement to make two part time staff full time, add hours to handle the inter library loans and create a dedicated technology position to consolidate and manage the increasingly unworkable multi staff approach.
- In 2018 we closed to the public on Wednesday mornings to give staff the opportunity to catch up on "back office work"
- In May our Children's and Youth Programmer resigned and we did not attract a suitable candidate. By September it was clear that our budget was unsustainable plus we had union negotiations with six months of retroactivity and recruitment costs for a Chief Librarian.
- We plan to reinstate the Children's and Youth librarian position on a temporary basis in January 2019 while we await the results of our 2019 budget application to the SCRD. Adult programming is being discontinued in January which enables us to fund the youth position.
- We have had no capital from our funders since the library opened in 1996. Capital for items like chairs, self-checkouts, workroom furniture, book carts and computers has come from fundraising, grants, a bequest and the Friends of the Library totalling $200,000 in the last five years.
- The recent renovations were done at no cost to the taxpayer.

| Budget 2019 Operating Request and 2020-2024 Ask |
|---|
| $88,683 increase (12.2% increase overall)<br>• Adult Programmer position<br>• Full time Children and Youth position<br>• On call staff<br>• Increase to book budget<br>• Maintain inter library loan<br>• Increase bandwidth<br>2020 – 2023: plus 4 % for remaining 4 years of 5 year agreement |

| Capital Requests Urgent | Capital Requests less urgent | Operating Requests |
|---|---|---|
| Total: $10,000<br>• Public Computers past end of life: $5,000<br>• Server at end of life: $5,000 | Total: $31,800<br>• Business Phone System 2nd line & voice mail for librarian $1,800 (+$500 year phone bill)<br>• Website Development $10,000<br>• Furniture: $20,000 | Total: $108,516<br>• Materials budget $28,516<br>• Supervisor Position $70,000<br>• Recruitment Costs reserve $10,000 |

| Sechelt Library Funders 2018 | Population 2018 (DOS figures) | Annual Funding 2018 |
|---|---|---|
| **Province** | | $73,694 |
| **District of Sechelt** | 10,528 | $396,539 |
| **Sechelt Indian Government District** | 691 | $11,234 |
| **SCRD Area A Pender Harbour** | 2,624 | $29,894 |
| **SCRD Area B Halfmoon Bay** | 2,809 | $121,370 |
| **SCRD 50% Area D Roberts Creek** | 1,762 | $69,435 |
| | | **$702,166** |

# Annual Funding 2018




Funding all or a portion of the items in our business cases will have the added benefit of helping to close the funding gap between our library and similar libraries and enhance the economic value and service to our community.

We thank our funders for reviewing this document and considering our request.

| | A | B | C | D | E | F | G | H | J | K | L |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 2 | **Sechelt Public Library, Five-Year Budget** | | | | 2019 Budget | | | 2020 Budget | | 2021-2023 | |
| 3 | | 2018 Budget (Without Retroactive Union Wage Increase) | Total Area A, B, D | Actuals to Dec 1 2018 | Amount | $ Chg | % Chg/2018 | Amount | % Chg/2019 | 4% per Year | 2019 Notes |
| 4 | **REVENUE** | | | | | | | | | | |
| 5 | **Local Gov. Support** | | | | | | | | | | |
| 6 | SCRD - Area A | 29,894 | | 30,898 | | | | | | | |
| 7 | SCRD - Area B | 121,370 | 220,699 | 121,385 | 250,273 | 29,574 | 13.4% | 261,034 | 4.3% | | |
| 8 | SCRD - Area D | 69,435 | | 68,417 | | | | | | | |
| 9 | SIGD | 11,234 | | 11,234 | 12,739 | 1,505 | 13.4% | 13,287 | 4.3% | | |
| 10 | District of Sechelt | 396,539 | | 396,539 | 449,675 | 53,136 | 13.4% | 469,011 | 4.3% | | |
| 11 | **Total Local Gov. Support** | **$ 628,472** | | **$ 628,473** | **$ 712,687** | **$ 84,215** | **13.4%** | **$ 743,333** | **4.3%** | | |
| 12 | | | | | | | | | | | |
| 13 | **Province of B.C. - Public Library Services** | | | | | | | | | | |
| 14 | PLS - Operating | 47,390 | | 48,457 | 48,338 | 948 | 2.0% | 49,305 | 2.0% | | |
| 15 | PLS - Resource Sharing | 7,329 | | 8,861 | 7,476 | 147 | 2.0% | 7,626 | 2.0% | | |
| 16 | PLS - Literacy & Equity | 7,975 | | 7,975 | 8,135 | 160 | 2.0% | 8,297 | 2.0% | | |
| 17 | PLS - One Card | 11,000 | | 11,000 | 11,220 | 220 | 2.0% | 11,444 | 2.0% | | |
| 18 | **Total Provincial Support** | **$ 73,694** | | **$ 76,293** | **$ 75,168** | **$ 1,474** | **2.0%** | **$ 76,672** | **2.0%** | | |
| 19 | | | | | | | | | | | |
| 20 | **Library Revenue** | | | | | | | | | | |
| 21 | Other Grants | 2,000 | | 11,689 | 2,040 | 40 | 2.0% | 2,081 | 2.0% | | |
| 22 | Donations | 10,000 | | 17,055 | 10,200 | 200 | 2.0% | 10,404 | 2.0% | | Majority of donations were the result of bequeths |
| 23 | Printing - Copies/FAX | 8,020 | | 6,694 | 8,180 | 160 | 2.0% | 8,344 | 2.0% | | |
| 24 | Fines | 1,000 | | 1,102 | 1,020 | 20 | 2.0% | 1,040 | 2.0% | | |
| 25 | Book Sales/Lost Books | 2,000 | | 1,425 | 2,040 | 40 | 2.0% | 2,081 | 2.0% | | |
| 26 | Interest | 500 | | 0 | 510 | 10 | 2.0% | 520 | 2.0% | | |
| 27 | Archives Admin. Service Charge | 1,350 | | 1,013 | 1,350 | 0 | 0.0% | 0 | 0.0% | | Library no longer serves Archives |
| 28 | Miscellaneous Revenue | 500 | | 603 | 510 | 10 | 2.0% | 520 | 2.0% | | |
| 29 | **Total, Library Revenue** | **$ 25,370** | | **$ 39,581** | **$ 25,850** | **$ 480** | **1.9%** | **$ 24,990** | **1.9%** | | |
| 30 | | | | | | | | | | | |
| 31 | **Federal Government** | | | | | | | | | | |
| 32 | Summer Employment Grant | 1,764 | | 0 | 1,799 | 35 | 2.0% | 1,835 | 2.0% | | Payment will be received in November |
| 33 | **Total Federal Support** | **$ 1,764** | | 0 | **$ 1,799** | **35** | **2.0%** | **$ 1,835** | **2.0%** | | |
| 34 | | | | | | | | | | | |
| 35 | **TOTAL OPERATING REVENUE** | **$ 729,300** | | **$ 744,347** | **$ 815,505** | **$ 86,205** | **11.8%** | **$ 846,830** | **4.0%** | | |
| 36 | | | | | | | | | | | |
| 37 | **EXPENSES** | | | | | | | | | | |
| 38 | | | | | | | | | | | |
| 39 | **Human Resources and Staff Development** | | | | | | | | | | |
| 40 | Staff Salaries | 435,000 | | 407,648 | 444,607 | 9,607 | 2.21% | 453,499 | 2.0% | | Includes retroactive wage increases in 2018 |
| 41 | Youth Librarian | 0 | | | 36,277 | 36,277 | 100.00% | 37,003 | 2.0% | | Position supported to June. Included in salary to date. Amount is remainder of salary |
| 42 | Youth Librarian Benefits | 0 | | | 8,039 | 8,039 | 100.00% | 8,200 | 2.0% | | Benefits for youth librarian |
| 43 | On-Call Staff | 0 | | | 2,000 | 2,000 | 100.00% | 2,040 | 2.0% | | On-call staff needed as supervisor position was not filled |
| 44 | Payroll Taxes - CPP/EI | 30,000 | | 27,872 | 30,663 | 663 | 2.21% | 31,276 | 2.0% | | |
| 45 | Benefits - MSP/Extended Health | 32,500 | | 23,569 | 33,218 | 718 | 2.21% | 33,882 | 2.0% | | |
| 46 | WCB Expense | 1,000 | | 0 | 1,022 | 22 | 2.20% | 1,042 | 2.0% | | |
| 47 | Pension | 40,000 | | 33,983 | 40,883 | 883 | 2.21% | 41,701 | 2.0% | | |
| 48 | Addnl benefits mandated by Union in 2020 | | | | | | | 10,000 | 100.0% | | Additional benefits mandated by Union for 2020 |
| 49 | Benefits on salaries of $60,000 | | | | 12,017 | 12,017 | 100.00% | 12,257 | 2.0% | | Benefits req. for 3 PT staff. Benefits started Nov for 2 PT |

| | A | B | C | D | E | F | G | H | J | K | L |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 50 | **Subtotal Personnel** | **538,500** | | **493,072** | **608,726** | **70,226** | **13.0%** | **630,901** | **3.6%** | | |
| 51 | Staff and Volunteer Expenses | 1,500 | | 1,396 | 1,530 | 30 | 2.0% | 1,561 | 2.0% | | |
| 52 | Consultation Services | | | 761 | 761 | 761 | 100.0% | 776 | 2.0% | | |
| 53 | Staff Development | 3,000 | | 1,151 | 3,060 | 60 | 2.0% | 3,121 | 2.0% | | |
| 54 | Board Expenses | 1,500 | | 2,017 | 1,530 | 30 | 2.0% | 1,561 | 2.0% | | |
| 55 | Recruitment Costs | 500 | | 10,617 | 2,000 | 1,500 | 300.0% | 2,000 | 100.0% | | Recruitment costs reserve for new chief librarian |
| 56 | Union Expenses | 1,500 | | 4,043 | 1,500 | 0 | 0.0% | 1,500 | 0.0% | | To be held in reserve for every 4 yr negotiations |
| 57 | **Total Human Resources and Staff Dev.** | **$ 546,500** | | **$ 513,057** | **$ 619,107** | **$ 72,607** | **13.3%** | **$ 641,419** | **3.9%** | | |
| 58 | | | | | | | | | | | |
| 59 | **Materials** | | | | | | | | | | |
| 60 | Books | 55,000 | | 43,093 | 61,050 | 6,050 | 11.0% | 67,100 | 11.0% | | Increase required to keep pace with 11% growth |
| 61 | Magazines | 5,000 | | 6,454 | 5,100 | 100 | 4.0% | 5,304 | 4.0% | | |
| 62 | Audio | 2,000 | | 2,284 | 2,040 | 40 | 4.0% | 2,122 | 4.0% | | |
| 63 | Video | 8,000 | | 5,625 | 8,160 | 160 | 4.0% | 8,486 | 4.0% | | |
| 64 | On-Line Resources | 15,000 | | 18,543 | 15,300 | 300 | 4.0% | 15,912 | 4.0% | | |
| 65 | eBooks | 5,000 | | 1,614 | 5,100 | 100 | 4.0% | 5,304 | 4.0% | | |
| 66 | InterLINK | 1,500 | | -593 | 1,530 | 30 | 4.0% | 1,591 | 4.0% | | |
| 67 | Inter Library Delivery | 3,200 | | 4,005 | 3,264 | 64 | 4.0% | 3,395 | 4.0% | | |
| 68 | **Total Materials** | **$ 94,700** | | **$ 81,025** | **$ 101,544** | **$ 6,844** | **7.2%** | **$ 109,214** | **8.2%** | | |
| 69 | | | | | | | | | | | |
| 70 | **Building** | | | | | | | | | | |
| 71 | Janitorial | 10,000 | | 7,972 | 10,200 | 200 | 2.0% | 10,404 | 2.0% | | |
| 72 | Insurance | 5,200 | | 4,727 | 5,304 | 104 | 2.0% | 5,410 | 2.0% | | |
| 73 | Utilities | 15,000 | | 10,693 | 15,300 | 300 | 2.0% | 15,606 | 2.0% | | |
| 74 | In-library Maintenance - supplies etc. | 1,000 | | 1,235 | 1,500 | 500 | 50.0% | 1,530 | 2.0% | | |
| 75 | **Total Building** | **$ 31,200** | | **$ 24,627** | **$ 32,304** | **$ 1,104** | **3.5%** | **$ 32,950** | **2.0%** | | |
| 76 | | | | | | | | | | | |
| 77 | **Computer and Information Technology Services** | | | | | | | | | | |
| 78 | Contract services (SITKA) | 4,800 | | 4,862 | 4,896 | 96 | 2.0% | 4,994 | 2.0% | | |
| 79 | Internet Connections | 3,000 | | 2,368 | 5,000 | 2,000 | 66.7% | 5,100 | 2.0% | | Inceased broadband capacity to keep pace with use |
| 80 | Software | 800 | | 1,518 | 1,600 | 800 | 100.0% | 1,632 | 2.0% | | Software updates to maintain old computers |
| 81 | I.T. Support | 1,000 | | 1,220 | 1,100 | 100 | 10.0% | 1,122 | 2.0% | | |
| 82 | **Subtotal Computer Services** | **9,600** | | **9,968** | **12,596** | **2,996** | **31.2%** | **12,848** | **2.0%** | | |
| 83 | Computer Equipment - under 200 | 1,000 | | 1,099 | 1,020 | 20 | 2.0% | 1,040 | 2.0% | | |
| 84 | Computers and furniture | | | | 5,000 | 5,000 | 100.0% | 5,100 | 2.0% | | Furniture and computer replacement |
| 85 | **Total Computers and IT** | **$ 10,600** | | **$ 11,067** | **$ 18,616** | **$ 8,016** | **75.6%** | **$ 18,988** | **2.0%** | | |
| 86 | | | | | | | | | | | |
| 87 | **Office, Communications & Other Expenses** | | | | | | | | | | |
| 88 | Accounting and Legal | 2,700 | | 1,900 | 2,000 | -700 | -25.9% | 2,040 | 2.0% | | Library and Board accepted lesser review from auditors |
| 89 | Consultation Services | 3,000 | | 0 | 3,060 | 60 | 2.0% | 3,121 | 2.0% | | |
| 90 | Telephone and FAX | 1,600 | | 1,720 | 1,632 | 32 | 2.0% | 1,665 | 2.0% | | |
| 91 | Bookkeeping & Payroll Costs | 1,000 | | 1,095 | 1,020 | 20 | 2.0% | 1,040 | 2.0% | | |
| 92 | Photocopier | 5,000 | | 7,511 | 5,100 | 100 | 2.0% | 5,202 | 2.0% | | |
| 93 | Fees and Dues | 700 | | 635 | 714 | 14 | 2.0% | 728 | 2.0% | | |
| 94 | Miscellaneous (includes freight) | 1,000 | | 1,742 | 1,020 | 20 | 2.0% | 1,040 | 2.0% | | |
| 95 | Office and Processing Supplies | 15,000 | | 11,996 | 15,300 | 300 | 2.0% | 15,606 | 2.0% | | Not overbudget. Covered by Friends of the Lib donations |
| 96 | Public Relations | 5,000 | | 2,946 | 5,100 | 100 | 2.0% | 5,202 | 2.0% | | |
| 97 | Programming | 5,000 | | 10,940 | 5,100 | 100 | 2.0% | 5,202 | 2.0% | | |
| 98 | Postage | 3,300 | | 2,125 | 3,366 | 66 | 2.0% | 3,433 | 2.0% | | |
| 99 | **Total Office, Comms & Other** | **$ 43,300** | | **$ 42,610** | **$ 43,412** | **$ 112** | **0.3%** | **$ 44,280** | **2.0%** | | |

| | A | B | C | D | E | F | G | H | J | K | L |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 100 | | | | | | | | | | | |
| 101 | **TOTAL OPERATING EXPENSES** | **726,300** | | **672,386** | **$ 814,983** | **$ 88,683** | **12.2%** | **$ 846,852** | **4.2%** | | |
| 102 | Reserve | **3,000** | | | | | | | | | |
| 103 | | | | | | | | | | | |
| 104 | **TOTAL OPERATING REVENUE** | **729,300** | | **744,347** | **815,505** | | | **846,830** | | | |
| 105 | **TOTAL OPERATING EXPENSES** | **729,300** | | **672,386** | **814,983** | | | **846,852** | | | |
| 106 | **NET Surplus/Deficit OPERATING** | **0** | | **71,961** | **522** | | | **-22** | | | |

# SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

**TO:** Corporate and Administrative Services Committee – January 31, 2019

**AUTHOR:** Tina Perreault, General Manager, Corporate Services / Chief Financial Officer

**SUBJECT:** **SECHELT PUBLIC LIBRARY – BRIEF FUNDING HISTORY**

## RECOMMENDATION(S)

**THAT the report titled Sechelt Public Library – Brief Funding History be received for information.**

## BACKGROUND

The Sechelt Public Library (SPL) was created as a centennial project for Sechelt in 1967 and was constructed on a plot of land on Trail Avenue. In 1973 the then Village of Sechelt purchased land next to the library to expand the library's facilities and the Sunshine Coast Regional District (SCRD) contributed $3,000 to libraries on the coast. In 1981 the Library officially incorporated the Sechelt Public Library Association (SPLA). In 1983 the Village of Sechelt granted funds to expand the existing library facilities. In 1992 District of Sechelt Council voted in favour of building a joint municipal government and Library facility and a 1993 referendum to borrow the funds required was passed and the Sechelt Public Library was opened in 1996. SPLA paid rent to the District of Sechelt up to the year 2013 wherein the joint funders discussed options to this expense to assist the SPLA.

Over the years, in a combination of funding from electoral areas, the SCRD has provided funding to the Sechelt Public Library. Roberts Creek Library Service through Bylaw No. 1043.1, 2002 provided funding to the Roberts Creek Reading Centre as well as both the SPLA and the Gibsons and District Public Library Association. A portion of Electoral Area A – Egmont / Pender Harbour provides funding to SPLA for library service and outreach service for the Pender Harbour Reading Room which has recently been established by Bylaw 1086, 2017 as Electoral Area A – Egmont / Pender Harbour Library Service.

Throughout 2004 numerous discussions related to forming a regional library service and funding (including the issue of rents payable to the District of Sechelt) were actively taking place. In October 2004 Bylaw 1046.1 was proposed with the purpose as follows:

> "A bylaw to amend *Halfmoon Bay Library Service Establishment Bylaw No. 1046, 2002* to increase the maximum annual amount that may be requisitioned, to add the District of Sechelt and the Sechelt Indian Government District as participating areas, to clarify that the purpose of the service is to provide regional library funding for the Sechelt Public Library and to provide for opting out of the service."

This proposed bylaw was resolved to be sent to Electoral Area A Director, the Sechelt Indian Government District (SIGD) and the District of Sechelt Councils for comment, though it never received 1st reading. Instead SIGD, Electoral Area A, District of Sechelt and Electoral Area B entered into a two year agreement to fund the SPL.

In 2008 SIGD was sent a request by the SCRD Board to consider an increase to their funding portion as it had remained unchanged over 4 years. In 2012 SPLA provided a report on Sechelt Public Library and Sechelt Indian Band Activities which was forwarded to SIGD to request an increase to the funding proportion.

In 2009 Halfmoon Bay Area B increased the contribution to the SPLA contingent on the library continuing Monday openings without affecting the regular Tuesday to Saturday hours. Also in this year, a request was made to the District of Sechelt to provide the actual cost of having SPLA occupy space in the building, a Special Corporate and Administrative Services Committee meeting on January 31, 2013 was scheduled to consider the options surrounding the rent.

In 2013 the required rent payable to the District of Sechelt was removed and in late 2013 the SPLA reported to the SCRD Board with a work plan for the $24,949, formally allocated for rent. Though the SPLA benefitted from not budgeting for rent it was presented to the SCRD Board by the Library Board and staff that the parity to the per capita rates for comparable libraries was low. The SCRD consequently approved an additional $16,741 toward the SPLA operations for the rent. Library Summaries showing historical funding for years 2013-2018 are attached.

In August of 2013 staff, contacted the Libraries and Literacy Branch to determine the per capita for the local and comparable libraries. A further request was made to determine how population areas for Electoral Area A and SIGD have been determined, response as follows:

> *"As for how we determine populations for service areas, we rely on information from several sources to calculate populations for each area, including population data from the Canadian Census and estimation data from BC Stats during non-census years. Boundaries for service areas are determined by service agreements with local governments. In areas where only a portion of an electoral area is served (such as Sunshine Coast Electoral Area A), BC Stats supplies us with population estimates for both the served and unserved portions, based on the boundaries supplied to Libraries and Literacy by local government.*
>
> *In the case of Sunshine Coast Electoral Area A, only a portion of the EA is considered as "served": Egmont and Pender Harbour are considered as "served" communities, while the remainder population in the Area is considered unserved. In the case of the Sechelt Indian Government District, only the portion within the SCRD is accounted for here; a smaller portion of the SIGD is accounted for in the Powell River RD. In the case of Electoral Area D, for the 2013 calendar year the population of this service area was divided equally between Sechelt and Gibsons Public libraries, based on correspondence from the regional district and libraries. Previously, this electoral area had been divided into three parts, with one third deemed to be "unserved".*

For more information on how population figures were determined, see Clause 22 in the Library Act below:

How population is determined

> **22** (1) For the purposes of sections 23 and 24, the minister is to determine the population of an area by compiling the population figures for the most recent year for which figures are available for that area.

(2) In determining population the minister may take into account any changes in the boundaries of an area and may use

(a) information or estimates provided by the Minister of Finance,

(b) information in the most recently available Census of Canada, and

(c) other information the minister considers relevant.

To move the SPLA closer to per capita parity and provide consistency and security in funding, and also agreed services to be offered by the SPLA, the SCRD, District of Sechelt and SIGD entered into a Funding and Service Agreement dated January 8, 2014, which provided funding to the SPLA to 2018. In a letter to the SCRD dated April 22, 2014 from the new Chief Librarian, SPLA acknowledged the ongoing support from the Regional District and the opportunity to continue to offer library services to the community creating new programs and outreach opportunities.

In January 2018 the SPLA sent a letter to the SCRD, SIGD and District of Sechelt advising that they would be reducing their hours of operation by 3 hours per week to 51 hours per week which still corresponded with the 42 hours in the Agreement. SPLA advised that this reduction would not reduce staff hours as it would be used for meetings and library work. Attached to this letter was a "Five Year Funding Agreement Analysis Between Local Government Funders and the Sechelt Library".

During the 2017 budget process with the final year of the Funding and Service Agreement approaching the SPLA approached the SCRD Board to consider negotiations for a new agreement and the topic of per capita parity was again raised as an issue. In March of 2017 the SCRD Board Chair corresponded to the Library Board Chair to confirm a meeting to discuss renegotiation after SCRD Budget adoption. In July 2017 a meeting was held with the Library Board and Staff, the SCRD staff, District of Sechelt staff and SIGD staff, the negotiations did not lead to a new draft agreement. In October 2018 all parties met again with the new Librarian and Library Board to discuss negotiations.

## DISCUSSION

SPLA has submitted a proposal for a new Funding and Service Agreement with their 2019 Budget request to the December 2018 SCRD Pre-Budget Corporate and Administrative Services meeting. This information was received and forwarded to the 2019 Round 1 Budget meeting on February 5, 2019 per the following resolutions:

341/18 **Recommendation No. 21** *Sechelt Public Library Funding and Service Agreement Options*

THAT the report titled Sechelt Public Library Funding and Service Agreement Options be received;

AND THAT staff be authorized to meet with the Sechelt Public Library, District of Sechelt and Sechelt Indian Government District to discuss options;

AND THAT a draft Funding and Service Agreement be brought to a future committee for consideration;

AND FURTHER THAT the SCRD continue to provide its funding share to the Library as set out in the payment terms of the prior agreement and based on the 2018 allocations, until such time as the future agreement can be reached.

**Recommendation No. 22** *Sechelt Public Library*

THAT staff report to a future committee regarding the historical context of the Sechelt Public Library funding and service.

**Recommendation No. 23** *Sechelt Public Library*

THAT the correspondence from the Sechelt Public Library Board Chair dated November 19 and November 23, 2018 regarding Sechelt Public Library Funding and Service Agreement be received.

## STRATEGIC PLAN AND RELATED POLICIES

N/A

## CONCLUSION

Over the years, SPLA has approached the District of Sechelt, SIGD and SCRD with its requests for funding, until 2014 when the SPLA, SCRD, District of Sechelt and SIGD negotiated a 5 year Funding and Service Agreement in an effort to provide consistent service and funding and move the SPLA closer to comparable libraries in terms of per capita funding from local government.

This Agreement expired in 2018 and though negotiations have occurred a new agreement has not been drafted. SPLA has submitted a proposal for a new Funding and Service Agreement with their 2019 Budget request.

This report is provided to the Board to give a history and context regarding the SPLA Funding and Service Agreement dated January 8, 2014 and to the 2019 budget submission from SPLA.

| Reviewed by: | | | |
|---|---|---|---|
| Manager | | Finance | |
| GM | | Legislative | |
| CAO | X-J. Loveys | Other | |

Attachments:

1. Sechelt Public Library Funding and Service Agreement: 2014-18 Memorandum of Understanding
2. Summary of Library Funding 2013-2018

# SUNSHINE COAST REGIONAL DISTRICT

## Bylaw No. 1086

A bylaw to establish a service within a portion of Electoral Area A - Egmont / Pender Harbour for the purpose of providing a library service

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WHEREAS under section 332 of the *Local Government Act* a regional district may operate any service the Board considers necessary or desirable for all or part of the Regional District;

AND WHEREAS the Board of the Sunshine Coast Regional District wishes to establish a service for the purpose of providing a library service for Electoral Area A - Egmont / Pender Harbour;

AND WHEREAS the approval of the Inspector of Municipalities has been obtained under section 342 of the *Local Government Act*;

AND WHEREAS the Board has received approval of the electors in Electoral Area A - Egmont / Pender Harbour in accordance with section 345 of the *Local Government Act*;

NOW THEREFORE, the Board of the Sunshine Coast Regional District in open meeting assembled enacts as follows:

1. This bylaw may be cited as the *Egmont / Pender Harbour Library Service Establishing Bylaw No. 1086, 2017.*

2. The service established by this bylaw is the Egmont / Pender Harbour Library Service (the "Service") for the purpose of providing a library service for Electoral Area A – Egmont / Pender Harbour.

3. The boundaries of the service area are the boundaries of Electoral Area A – Egmont / Pender Harbour excluding that part of the Sechelt Indian Government District within the geographic boundaries of Electoral Area A as shown on the map attached as Schedule "A".

4. The "Participating Area" is Electoral Area A - Egmont / Pender Harbour.

5. Cost Recovery

   As provided for in section 378 of the *Local Government Act*, the annual cost of providing the service shall be recovered by one or more of the following:

   (a) property value tax imposed in accordance with Division 3 of the *Local Government Act*;

   (b) fees and charges imposed under section 397 of the *Local Government Act*;

   (c) revenues raised by other means authorized by the *Local Government Act* or another Act;

   (d) revenues received by way of agreement, enterprises, gift, grant or otherwise.

6. Maximum Cost

In accordance with section 339(1)(e) of the *Local Government Act*, the maximum annual amount that may be requisitioned for the cost of the Service is the greater, at the time of requisition, of:

(a) Sixty-Seven Thousand ($67,000) Dollars; or

(b) a property value tax rate of $0.04/$1000 applied to the net taxable value of land and improvements in the Service Area.

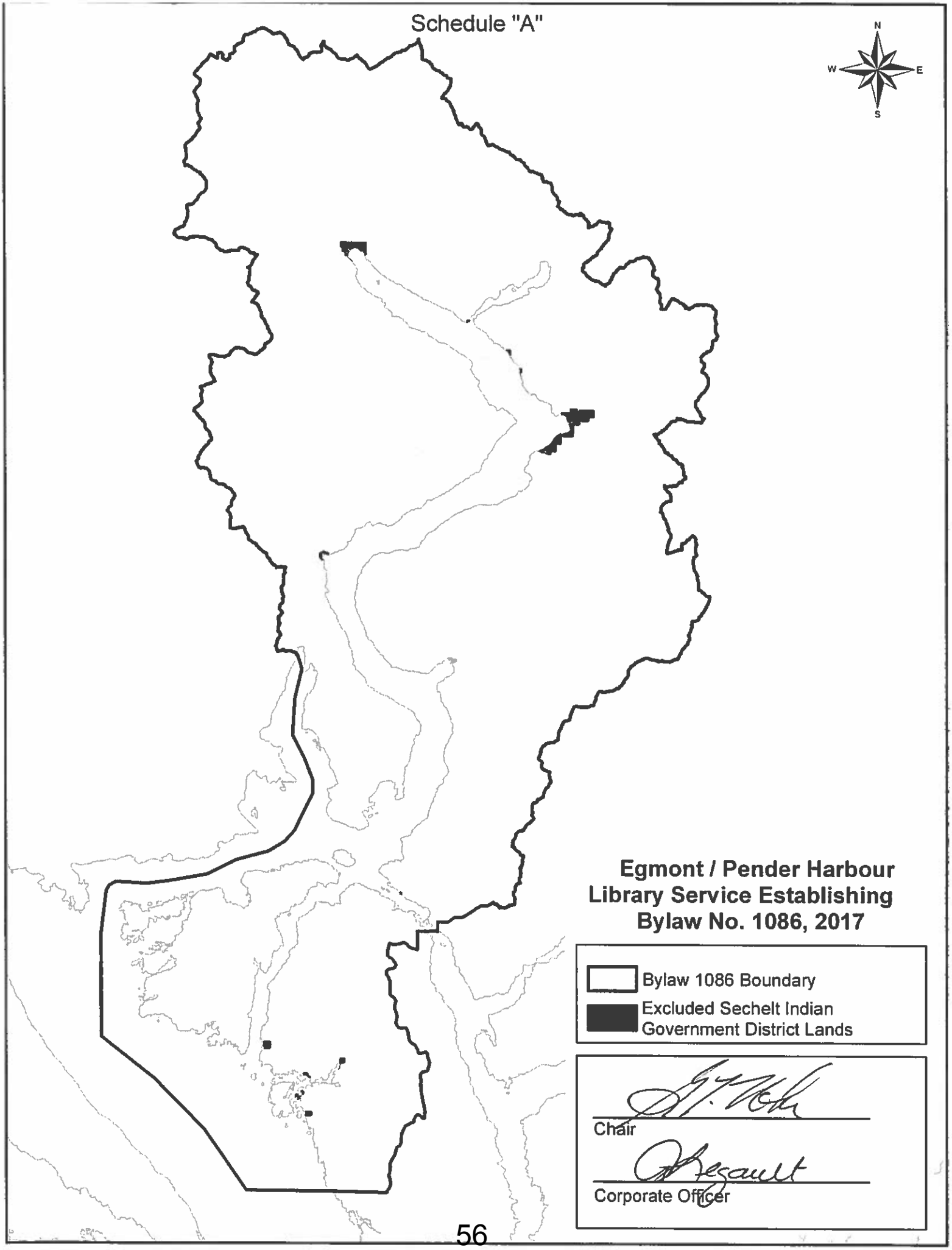
| | | | | |
|---|---|---|---|---|
| READ A FIRST TIME | this | 9th | day of | March, 2017 |
| READ A SECOND TIME | this | 9th | day of | March, 2017 |
| READ A THIRD TIME | this | 9th | day of | March, 2017 |
| APPROVED BY THE INSPECTOR OF MUNICIPALITIES | this | 5th | day of | April, 2017 |
| RECEIVED THE APPROVAL OF THE ELECTORS BY ALTERNATIVE APPROVAL PROCESS | this | 30th | day of | May, 2017 |
| ADOPTED | this | 8th | day of | June, 2017 |

CORPORATE OFFICER

CHAIR

Schedule "A"



**Egmont / Pender Harbour Library Service Establishing Bylaw No. 1086, 2017**

Bylaw 1086 Boundary

Excluded Sechelt Indian Government District Lands

Chair

Corporate Officer

SUNSHINE COAST REGIONAL DISTRICT

**Bylaw No. 1046**

**A bylaw to establish a service within the Electoral Area of Halfmoon Bay, excluding that part within the Trust Area under the jurisdiction of the Islands Trust, for the purpose of providing a library service**

WHEREAS:

A. Under section 796 of the *Local Government Act* a regional district may operate any service the Board considers necessary or desirable for all or part of the Regional District;

B. The Board of the Sunshine Coast Regional District wishes to establish a service for the purpose of providing a library service within the Electoral Area of Halfmoon Bay, excluding that part within the Trust Area under the jurisdiction of the Islands Trust;

C. The approval of the Inspector of Municipalities has been obtained under Section 801 of the *Local Government Act*;

D. The Board has received the approval of the electors in the Electoral Area of Halfmoon Bay, excluding those within the Trust Area, by counter petition in accordance with Section 801.3 of the *Local Government Act*;

NOW THEREFORE, the Board of the Sunshine Coast Regional District in open meeting assembled enacts as follows:

1. Citation

This bylaw may be cited for all purposes as the "Halfmoon Bay Library Service Establishment Bylaw No. 1046, 2002.

2. Definitions

In this bylaw:

"Trust Area" has the same meaning as in the *Islands Trust Act (British Columbia).*

3. Service

The service established by this bylaw is the Halfmoon Bay Library Service (the "Service") for the purpose of providing a library service in the Service Area.

4. Boundaries

The boundaries of the Service Area shall be the boundaries of the Electoral Area of Halfmoon Bay, excluding that part located within the Trust Area.

5. Participating Areas

The "Participating Area" is the Electoral Area of Halfmoon Bay.

6. Cost Recovery

As provided for in Section 803 of the *Local Government Act*, the annual cost of providing the service shall be recovered by one or more of the following:

(a) property value tax imposed in accordance with Division 4.3 of the *Local Government Act*;

(b) parcel taxes imposed in accordance with Division 4.3 of the *Local Government Act*;

(c) fees and charges imposed under section 797.2 of the *Local Government Act*;

(d) revenues raised by other means authorized by the *Local Government Act* or another Act;

(e) revenues received by way of agreement, enterprises, gift, grant or otherwise.

7. Maximum Cost

In accordance with Section 800.1(1)(e) of the *Local Government Act*, the maximum annual amount that may be requisitioned for the cost of the Service is a property value tax rate of $0.20/$1000 applied to the net taxable value of land and improvements in the Service Area.

READ A FIRST TIME this 14th day of February, 2002

READ A SECOND TIME this 14th day of February, 2002

READ A THIRD TIME this 14th day of February, 2002

APPROVED BY THE INSPECTOR OF MUNICIPALITIES
this 27th day of February, 2002

RECEIVED APPROVAL OF THE ELECTORS
BY COUNTER PETITION this 19th day of April, 2002

ADOPTED this 9th day of May, 2002

SECRETARY

CHAIR

**SUNSHINE COAST REGIONAL DISTRICT**

**Bylaw No. 1043.1**

**A bylaw to amend "Roberts Creek Library Service Establishment Bylaw No. 1043, 2002"**

---

WHEREAS the Board of the Sunshine Coast Regional District established a Library Service within the Electoral Area of Roberts Creek by way of "Roberts Creek Library Service Establishment Bylaw No. 1043, 2002";

AND WHEREAS the Board of the Sunshine Coast Regional District will enter into agreements with the Sechelt Public Library Association, the Roberts Creek Reading Centre and the Gibsons and District Public Library Association for the provision of the library service;

AND WHEREAS the Board of the Sunshine Coast Regional District wishes to amend "Roberts Creek Library Service Establishment Bylaw No. 1043, 2002 in order to increase the maximum amount that may be requisitioned for this service;

NOW THEREFORE, the Board of the Sunshine Coast Regional District in open meeting assembled enacts as follows:

1. This bylaw may be cited for all purposes as the "Roberts Creek Library Service Amendment Bylaw No. 1043.1, 2002.

2. "Roberts Creek Library Service Establishment Bylaw No. 1043, 2002 is hereby amended by replacing $0.15/$1000 with $0.25/$1000.

| | | | | |
|---|---|---|---|---|
| READ A FIRST TIME | this | 28th | day of | November, 2002 |
| READ A SECOND TIME | this | 28th | day of | November, 2002 |
| READ A THIRD TIME | this | 28th | day of | November, 2002 |
| APPROVED BY THE INSPECTOR OF MUNICIPALITIES | this | 20th | day of | December, 2002 |
| RECEIVED APPROVAL OF THE ELECTORS BY COUNTER PETITION | this | 19th | day of | February, 2003 |
| ADOPTED | this | 27th | day of | February, 2003 |

DEPUTY SECRETARY

VICE CHAIR

**SUNSHINE COAST REGIONAL DISTRICT**

**Bylaw No. 1043**

**A bylaw to establish a service within the Electoral Area of Roberts Creek for the purpose of providing a library service**

---

WHEREAS:

A. Under section 796 of the *Local Government Act* a regional district may operate any service the Board considers necessary or desirable for all or part of the Regional District;

B. The Board of the Sunshine Coast Regional District wishes to establish a service for the purpose of providing a library service within the Electoral Area of Roberts Creek;

C. The approval of the Inspector of Municipalities has been obtained under Section 801 of the *Local Government Act*;

D. The Board has received the approval of the electors in the Electoral Area of Roberts Creek by counter petition in accordance with Section 801.3 of the *Local Government Act*;

NOW THEREFORE, the Board of the Sunshine Coast Regional District in open meeting assembled enacts as follows:

1. Citation

This bylaw may be cited for all purposes as the "Roberts Creek Library Service Establishment Bylaw No. 1043, 2002.

2. Service

The service established by this bylaw is the Roberts Creek Library Service (the "Service") for the purpose of providing a library service in the Service Area.

3. Boundaries

The boundaries of the Service Area shall be the boundaries of the Electoral Area of Roberts Creek.

4. Participating Areas

The "Participating Area" is the Electoral Area of Roberts Creek.

5. Cost Recovery

As provided for in Section 803 of the *Local Government Act*, the annual cost of providing the service shall be recovered by one or more of the following:

(a) property value tax imposed in accordance with Division 4.3 of the *Local Government Act*;

(b) parcel taxes imposed in accordance with Division 4.3 of the *Local Government Act*;

(c) fees and charges imposed under section 797.2 of the *Local Government Act*;

(d) revenues raised by other means authorized by the *Local Government Act* or another Act;

(e) revenues received by way of agreement, enterprises, gift, grant or otherwise.

6. Maximum Cost

In accordance with Section 800.1(1)(e) of the *Local Government Act*, the maximum annual amount that may be requisitioned for the cost of the Service is a property value tax rate of $0.15/$1000 applied to the net taxable value of land and improvements in the Service Area.

| | | | | |
|---|---|---|---|---|
| READ A FIRST TIME | this | 14th | day of | February, 2002 |
| READ A SECOND TIME | this | 14th | day of | February, 2002 |
| READ A THIRD TIME | this | 14th | day of | February, 2002 |
| APPROVED BY THE INSPECTOR OF MUNICIPALITIES | this | 27th | day of | February, 2002 |
| RECEIVED APPROVAL OF THE ELECTORS BY COUNTER PETITION | this | 19th | day of | April, 2002 |
| ADOPTED | this | 9th | day of | May, 2002 |

SECRETARY

CHAIR

## Summaries

### Total Apportionment (2019 Request)

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 541,065 | $ 488,073 | $ 381,145 | $ 434,609 |
| Sechelt Indian Government District | 15,348 | 32,069 | 27,869 | 29,969 |
| SCRD Area A | 40,731 | 125,362 | 193,617 | 159,490 |
| SCRD Area B | 165,578 | 130,250 | 187,357 | 158,804 |
| 50% of SCRD Area D | 94,751 | 81,718 | 67,483 | 74,601 |
| Total population | $ 857,473 | $ 857,472 | $ 857,471 | $ 857,473 |

### Residential Tax Rate / $100,000

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 12.86 | $ 11.60 | $ 9.06 | $ 10.33 |
| Sechelt Indian Government District | $ 4.99 | $ 10.42 | $ 9.05 | $ 9.74 |
| SCRD Area A | $ 1.91 | $ 5.86 | $ 9.06 | $ 7.46 |
| SCRD Area B | $ 8.00 | $ 6.30 | $ 9.06 | $ 7.68 |
| 50% of SCRD Area D | $ 12.73 | $ 10.98 | $ 9.06 | $ 10.02 |

### $ Change from 2018

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 144,526 | $ 91,534 | $ (15,394) | $ 38,070 |
| Sechelt Indian Government District | $ 4,114 | $ 20,835 | $ 16,635 | $ 18,735 |
| SCRD Area A | $ 10,837 | $ 95,468 | $ 163,723 | $ 129,596 |
| SCRD Area B | $ 44,208 | $ 8,880 | $ 65,987 | $ 37,434 |
| 50% of SCRD Area D | $ 25,316 | $ 12,283 | $ (1,952) | $ 5,166 |
| Total Change | $ 229,001 | $ 229,000 | $ 228,999 | $ 229,001 |

### % Change from 2018

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | 36.4% | 23.1% | -3.9% | 9.6% |
| Sechelt Indian Government District | 36.6% | 185.5% | 148.1% | 166.8% |
| SCRD Area A | 36.3% | 319.4% | 547.7% | 433.5% |
| SCRD Area B | 36.4% | 7.3% | 54.4% | 30.8% |
| 50% of SCRD Area D | 36.5% | 17.7% | -2.8% | 7.4% |
| Total Change | 36.4% | 36.4% | 36.4% | 36.4% |

### 2019 Request (Base Operating)

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 452,525 | $ 408,205 | $ 318,775 | $ 363,490 |
| Sechelt Indian Government District | 12,837 | 26,822 | 23,308 | 25,065 |
| SCRD Area A | 34,065 | 104,848 | 161,934 | 133,391 |
| SCRD Area B | 138,483 | 108,936 | 156,698 | 132,817 |
| 50% of SCRD Area D | 79,246 | 68,345 | 56,440 | 62,393 |
| Total population | $ 717,156 | $ 717,156 | $ 717,155 | $ 717,156 |

### Residential Tax Rate / $100,000

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 10.75 | $ 9.70 | $ 7.57 | $ 8.64 |
| Sechelt Indian Government District | $ 4.17 | $ 8.71 | $ 7.57 | $ 8.14 |
| SCRD Area A | $ 1.59 | $ 4.90 | $ 7.57 | $ 6.24 |
| SCRD Area B | $ 6.69 | $ 5.27 | $ 7.57 | $ 6.42 |
| 50% of SCRD Area D | $ 10.64 | $ 9.18 | $ 7.58 | $ 8.38 |

### $ Change from 2018

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 55,986 | $ 11,666 | $ (77,764) | $ (33,049) |
| Sechelt Indian Government District | $ 1,603 | $ 15,588 | $ 12,074 | $ 13,831 |
| SCRD Area A | $ 4,171 | $ 74,954 | $ 132,040 | $ 103,497 |
| SCRD Area B | $ 17,113 | $ (12,434) | $ 35,328 | $ 11,447 |
| 50% of SCRD Area D | $ 9,811 | $ (1,090) | $ (12,995) | $ (7,042) |
| Total Change | $ 88,684 | $ 88,684 | $ 88,683 | $ 88,684 |

### % Change from 2018

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | 14.1% | 2.9% | -19.6% | -8.3% |
| Sechelt Indian Government District | 14.3% | 138.8% | 107.5% | 123.1% |
| SCRD Area A | 14.0% | 250.7% | 441.7% | 346.2% |
| SCRD Area B | 14.1% | -10.2% | 29.1% | 9.4% |
| 50% of SCRD Area D | 14.1% | -1.6% | -18.7% | -10.1% |
| Total Change | 14.1% | 14.1% | 14.1% | 14.1% |

### Library Supervisor

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 44,170 | $ 39,844 | $ 31,115 | $ 35,480 |
| Sechelt Indian Government District | 1,253 | 2,618 | 2,275 | 2,447 |
| SCRD Area A | 3,325 | 10,234 | 15,806 | 13,020 |
| SCRD Area B | 13,517 | 10,633 | 15,295 | 12,964 |
| 50% of SCRD Area D | 7,735 | 6,671 | 5,509 | 6,090 |
| Total population | $ 70,000 | $ 70,000 | $ 70,000 | $ 70,001 |

### Residential Tax Rate / $100,000

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 1.05 | $ 0.95 | $ 0.74 | $ 0.84 |
| Sechelt Indian Government District | $ 0.41 | $ 0.85 | $ 0.74 | $ 0.79 |
| SCRD Area A | $ 0.16 | $ 0.48 | $ 0.74 | $ 0.61 |
| SCRD Area B | $ 0.65 | $ 0.51 | $ 0.74 | $ 0.63 |
| 50% of SCRD Area D | $ 1.04 | $ 0.90 | $ 0.74 | $ 0.82 |

### One Time Capital

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 26,376 | $ 23,793 | $ 18,580 | $ 21,187 |
| Sechelt Indian Government District | 748 | 1,563 | 1,359 | 1,461 |
| SCRD Area A | 1,986 | 6,111 | 9,438 | 7,775 |
| SCRD Area B | 8,072 | 6,349 | 9,133 | 7,741 |
| 50% of SCRD Area D | 4,619 | 3,984 | 3,290 | 3,637 |
| Total population | $ 41,801 | $ 41,800 | $ 41,800 | $ 41,801 |

### Residential Tax Rate / $100,000

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 0.63 | $ 0.57 | $ 0.44 | $ 0.50 |
| Sechelt Indian Government District | $ 0.24 | $ 0.51 | $ 0.44 | $ 0.47 |
| SCRD Area A | $ 0.09 | $ 0.29 | $ 0.44 | $ 0.36 |
| SCRD Area B | $ 0.39 | $ 0.31 | $ 0.44 | $ 0.37 |
| 50% of SCRD Area D | $ 0.62 | $ 0.54 | $ 0.44 | $ 0.49 |

### Material

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 17,994 | $ 16,231 | $ 12,675 | $ 14,453 |
| Sechelt Indian Government District | 510 | 1,066 | 927 | 997 |
| SCRD Area A | 1,355 | 4,169 | 6,439 | 5,304 |
| SCRD Area B | 5,506 | 4,332 | 6,231 | 5,282 |
| 50% of SCRD Area D | 3,151 | 2,718 | 2,244 | 2,481 |
| Total population | $ 28,516 | $ 28,516 | $ 28,516 | $ 28,517 |

### Residential Tax Rate / $100,000

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ 0.43 | $ 0.39 | $ 0.30 | $ 0.34 |
| Sechelt Indian Government District | $ 0.17 | $ 0.35 | $ 0.30 | $ 0.32 |
| SCRD Area A | $ 0.06 | $ 0.19 | $ 0.30 | $ 0.25 |
| SCRD Area B | $ 0.27 | $ 0.21 | $ 0.30 | $ 0.26 |
| 50% of SCRD Area D | $ 0.42 | $ 0.37 | $ 0.30 | $ 0.33 |

### Recruitment

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ - | $ - | $ - | $ - |
| Sechelt Indian Government District | - | - | - | - |
| SCRD Area A | - | - | - | - |
| SCRD Area B | - | - | - | - |
| 50% of SCRD Area D | - | - | - | - |
| Total population | $ - | $ - | $ - | $ - |

### Residential Tax Rate / $100,000

| Sechelt Library Funders | MOU | Census | Assessment | 50/50 Population & Assessments |
|---|---|---|---|---|
| District of Sechelt | $ - | $ - | $ - | $ - |
| Sechelt Indian Government District | $ - | $ - | $ - | $ - |
| SCRD Area A | $ - | $ - | $ - | $ - |
| SCRD Area B | $ - | $ - | $ - | $ - |
| 50% of SCRD Area D | $ - | $ - | $ - | $ - |

# REQUEST FOR DECISION

| | |
|---|---|
| **TO:** | Mayor and Council |
| **REPORT DATE:** | January 25, 2019 |
| **TARGET DECISION DATE:** | February 6, 2019 |
| **FROM:** | The Director of Corporate and Financial Services |
| **RE:** | **Sechelt Public Library Funding and Service Agreement** |
| **FILE NO:** | 2240-2019-04 |

**RECOMMENDATION(S)**

1. **That the report from, The Director of Corporate and Financial Services, dated January 25, 2019 regarding the Sechelt Public Library Funding and Service Agreement be received.**

2. **That Council endorses, subject to agreement from the Sunshine Coast Regional District and the Sechelt Indian Government District, the Sechelt Public Library funding requests for:**

   a) **an increase of the base operating funding of $88,683**
   b) **funding for a library supervisor for $70,000**
   c) **one-time capital expenses for $41,800**
   d) **library material for $28,516**
   e) **replenishment of library reserves for recruitment expenses for $10,000**

3. **That Sechelt's share of the 2019 endorsed library requests be based on the same funding allocation used in 2018.**

4. **That Sechelt's share of the endorsed library requests be funded with:**

   a) **a $53,166 property tax increase for the base operating funding request**
   b) **a $44,170 property tax increase for a library supervisor**
   c) **a $26,376 allocation from the prior years surplus for one-time capital expenses**
   d) **a $17,944 allocation from the prior years surplus for library materials**
   e) **A $6,310 allocation from the prior years surplus for replenishment of library reserves for recruitment expenses.**

**5. That Sechelt staff be authorized to negotiate a library funding agreement with a different allocation of costs for 2020 through 2023 than that used in 2018.**

**PURPOSE**
To consider the Sechelt Public Library's 2019 funding request and the allocation of costs among the funders.

**DISCUSSION**
**Context/Background**

The Funding and Service Agreement between the Sechelt Public Library (the Library), the District of Sechelt (Sechelt), the Sunshine Coast Regional District Area A – Egmont/Pender Harbour, Area B – Halfmoon Bay and Area D – Roberts Creek (collectively referred to as the SCRD) and the Sechelt Indian Government District (SIGD) expired on December 31, 2018. A new agreement has not yet been negotiated. To ensure a continuity of service Sechelt has agreed to continue providing funding to the library with the same frequency and amounts as provided in 2018. Once a new agreement is reached Sechelt will adjust any future payments to accommodate any changes in the annual amount to be provided.

The agreement has two fundamental parts:

- The total amount the library will receive for the defined services it will provide and,
- The allocation of the total amount among the funders.

Library Funding

The Library has provided a five-year agreement proposal (Attachment 1). The proposal includes an increase in expenses of $88,683 for 2019 and an annual 4% increase from 2020 through 2023. The proposed 2019 budget includes a total increase of funding from Sechelt, the SCRD and the SIGD of $84,215. The proposal includes a request for funding to add a library supervisor position at an estimated cost of $70,000 per year. The library is also seeking one-time funding for:

- One-time capital purchases - $41,800
- Materials - $28,516
- Recruitment - $10,000

The details for each of the funding requests are included in the proposal attached.

Sechelt staff is seeking direction from Council in regard to what expenses it will be willing to support regardless of the funding allocation.

Allocation among the funders

The recently expired 2014 – 2018 Funding and Service Agreement for the library provided an allocation among the funders as follows:

- District of Sechelt - 63.10%
- Sechelt Indian Government District - 1.79%
- SCRD Area A - 4.75%
- SCRD Area B - 19.31%
- 50% of SCRD Area D - $11.05%

From discussions with individuals who were part of crafting of the previous agreement the final allocation amounts were the result of negotiations between the various parties and not based on a specific factor. If Council wants to base the allocation on some other factor it could choose to use the population of the various areas based on the 2016 census or the assessed values of the entire benefiting area based on the 2019 completed roll converted hospital values. If either of these factors were used the allocation of costs would be as follows:

| Sechelt Library Funders | 2016 Census Population | 2019 Assessments |
|---|---|---|
| District of Sechelt | 56.92% | 44.45% |
| Sechelt Indian Government District | 3.74% | 3.25% |
| SCRD Area A | 14.62% | 22.58% |
| SCRD Area B | 15.19% | 21.85% |
| 50% of SCRD Area D | 9.53% | 7.87% |

Attachment 2 details the calculation of each factor and the amount each funder would provide to the library based on each factor.

2019 – 2023 Library Funding and Service Agreement

Discussions about the funding and service agreement have occurred among Sechelt, the SCRD, the SIGD and the library for several months. Due to the need for each funder to deliberate and adopt its 2019 budget at different times it may be difficult to complete the negotiations and finalize the agreement and still allow each funder to meet its statutory requirements. Because of this challenge, Sechelt staff recommend that Council consider keeping the allocation among the funders the same as in prior years for 2019 and, if desired, to negotiate a different allocation for 2020 through 2023.

**Financial Implications**

Sechelt staff recommends Council consider the following funding strategy for each item it wishes to support:

| | Sechelt share of cost | Funding source |
|---|---|---|
| 2019 base budget increase | 53,166 | 0.62% property tax increase |
| Library supervisor | 44,170 | 0.52% property tax increase |
| One-time capital | 26,376 | prior year surplus |
| Material | 17,994 | prior year surplus |
| Recruitment exoense | 6,310 | prior year surplus |

Respectfully submitted,

Doug Stewart, CPA, CGA
Director of Corporate and Financial Services

REVIEWED
By Andrew Yeates (ayeates@sechelt.ca) at 9:42 am, Jan 29, 2019

Attachments:

1 - Sechelt Public Library five-year agreement proposal
2 - Library funding allocation options

**ATTACHMENT 2**

## Library operating grant cost sharing options

This analysis considers three cost sharing options based on: the 2018 allocation, the 2016 census and the 2019 assessments.

It is assumed that the same allocation would be used for the life of the new agreement.

| | Allocation options | | | | | |
|---|---|---|---|---|---|---|
| | Based on 2018 | % of total | 2016 Census Population | % of total | 2019 Assessments * | % of total |
| **Sechelt Library Funders** | | | | | | |
| District of Sechelt | 396,539 | 63.10% | 10,216 | 56.92% | 420,869,997 | 44.45% |
| Sechelt Indian Government | 11,234 | 1.79% | 671 | 3.74% | 30,780,300 | 3.25% |
| SCRD Area A | 29,894 | 4.75% | 2,624 | 14.62% | 213,796,011 | 22.58% |
| SCRD Area B | 121,370 | 19.31% | 2,726 | 15.19% | 206,879,278 | 21.85% |
| 50% of SCRD Area D | 69,435 | 11.05% | 1,710 | 9.53% | 74,446,478 | 7.87% |
| Total population | 628,472 | 100.00% | 17,947 | 100.00% | 946,772,064 | 100.00% |

*** 2019 Assessments = converted hospital assessed values from the 2019 completed roll.**

| Total Library 2019 Request | |
|---|---|
| 2019 Request | 712,687 |
| Library supervisor | 70,000 |
| Total on-going request | 782,687 |
| | |
| One-time capital | 41,800 |
| Material | 28,516 |
| Recruitment | 10,000 |
| Total one-time request | 80,316 |
| | |
| **Total Request** | **863,003** |

| 2019 Funding Request allocation | | | | | | |
|---|---|---|---|---|---|---|
| **District of Sechelt share** | **Based on 2018** | **Increase** | **2016 Census Population** | **Increase** | **2019 Assessments** | **Increase** |
| 2019 Request | 449,705 | 53,166 | 405,661 | 9,122 | 316,789 | (79,750) |
| Library supervisor | 44,170 | 44,170 | 39,844 | 39,844 | 31,115 | 31,115 |
| On going request | 493,875 | 97,336 | 445,505 | 48,966 | 347,904 | (48,635) |
| | | | | | | |
| One-time capital | 26,376 | 26,376 | 23,793 | 23,793 | 18,580 | 18,580 |
| Material | 17,994 | 17,994 | 16,231 | 16,231 | 12,675 | 12,675 |
| Recruitment | 6,310 | 6,310 | 5,692 | 5,692 | 4,445 | 4,445 |
| One-time request | 50,680 | 50,680 | 45,716 | 45,716 | 35,700 | 35,700 |
| | | | | | | |
| **Total increase requested** | **544,555** | **148,016** | **491,221** | **94,682** | **383,604** | **(12,935)** |

**Library operating grant cost sharing options**

| 2019 Funding Request allocation | | | | | | |
|---|---|---|---|---|---|---|
| **Sechelt Indian Government District Share** | **Based on 2018** | **Increase** | **2016 Census Population** | **Increase** | **2019 Assessments** | **Increase** |
| 2019 Request | 12,757 | 1,523 | 26,654 | 15,420 | 23,162 | 11,928 |
| Library supervisor | 1,253 | 1,253 | 2,618 | 2,618 | 2,275 | 2,275 |
| On going request | 14,010 | 2,776 | 29,272 | 18,038 | 25,437 | 14,203 |
| | | | | | | |
| One-time capital | 748 | 748 | 1,563 | 1,563 | 1,359 | 1,359 |
| Material | 510 | 510 | 1,066 | 1,066 | 927 | 927 |
| Recruitment | 179 | 179 | 374 | 374 | 325 | 325 |
| One-time request | 1,437 | 1,437 | 3,003 | 3,003 | 2,611 | 2,611 |
| | | | | | | |
| **Total increase requested** | **15,447** | **4,213** | **32,275** | **21,041** | **28,048** | **16,814** |

| 2019 Funding Request allocation | | | | | | |
|---|---|---|---|---|---|---|
| **SCRD Area A** | **Based on 2018** | **Increase** | **2016 Census Population** | **Increase** | **2019 Assessments** | **Increase** |
| 2019 Request | 33,853 | 3,959 | 104,195 | 74,301 | 160,925 | 131,031 |
| Library supervisor | 3,325 | 3,325 | 10,234 | 10,234 | 15,806 | 15,806 |
| On going request | 37,178 | 7,284 | 114,429 | 84,535 | 176,731 | 146,837 |
| | | | | | | |
| One-time capital | 1,986 | 1,986 | 6,111 | 6,111 | 9,438 | 9,438 |
| Material | 1,355 | 1,355 | 4,169 | 4,169 | 6,439 | 6,439 |
| Recruitment | 475 | 475 | 1,462 | 1,462 | 2,258 | 2,258 |
| One-time request | 3,816 | 3,816 | 11,742 | 11,742 | 18,135 | 18,135 |
| | | | | | | |
| **Total increase requested** | **40,994** | **11,100** | **126,171** | **96,277** | **194,866** | **164,972** |

| **SCRD Area B** | **Based on 2018** | **Increase** | **2016 Census Population** | **Increase** | **2019 Assessments** | **Increase** |
|---|---|---|---|---|---|---|
| 2019 Request | 137,620 | 16,250 | 108,257 | (13,113) | 155,722 | 34,352 |
| Library supervisor | 13,517 | 13,517 | 10,633 | 10,633 | 15,295 | 15,295 |
| On going request | 151,137 | 29,767 | 118,890 | (2,480) | 171,017 | 49,647 |
| | | | | | | |
| One-time capital | 8,072 | 8,072 | 6,349 | 6,349 | 9,133 | 9,133 |
| Material | 5,506 | 5,506 | 4,332 | 4,332 | 6,231 | 6,231 |
| Recruitment | 1,931 | 1,931 | 1,519 | 1,519 | 2,185 | 2,185 |
| One-time request | 15,509 | 15,509 | 12,200 | 12,200 | 17,549 | 17,549 |
| | | | | | | |
| **Total increase requested** | **166,646** | **45,276** | **131,090** | **9,720** | **188,566** | **67,196** |

| Library operating grant cost sharing options | | | | | | |
|---|---|---|---|---|---|---|
| **SCRD Area D** | **Based on 2018** | **Increase** | **2016 Census Population** | **Increase** | **2019 Assessments** | **Increase** |
| 2019 Request | 78,752 | 9,317 | 67,919 | (1,516) | 56,088 | (13,347) |
| Library supervisor | 7,735 | 7,735 | 6,671 | 6,671 | 5,509 | 5,509 |
| On going request | 86,487 | 17,052 | 74,590 | 5,155 | 61,597 | (7,838) |
| | | | | | | |
| One-time capital | 4,619 | 4,619 | 3,984 | 3,984 | 3,290 | 3,290 |
| Material | 3,151 | 3,151 | 2,718 | 2,718 | 2,244 | 2,244 |
| Recruitment | 1,105 | 1,105 | 953 | 953 | 787 | 787 |
| One-time request | 8,875 | 8,875 | 7,655 | 7,655 | 6,321 | 6,321 |
| | | | | | | |
| **Total increase requested** | **95,362** | **25,927** | **82,245** | **12,810** | **67,918** | **(1,517)** |

| **SCRD Total of all areas** | **Based on 2018** | **Increase** | **2016 Census Population** | **Increase** | **2019 Assessments** | **Increase** |
|---|---|---|---|---|---|---|
| 2019 Request | 250,225 | 29,526 | 280,371 | 59,672 | 372,735 | 152,036 |
| Library supervisor | 24,577 | 24,577 | 27,538 | 27,538 | 36,610 | 36,610 |
| On going request | 274,802 | 54,103 | 307,909 | 87,210 | 409,345 | 188,646 |
| | | | | | | |
| One-time capital | 14,677 | 14,677 | 16,444 | 16,444 | 21,861 | 21,861 |
| Material | 10,012 | 10,012 | 11,219 | 11,219 | 14,914 | 14,914 |
| Recruitment | 3,511 | 3,511 | 3,934 | 3,934 | 5,230 | 5,230 |
| One-time request | 28,200 | 28,200 | 31,597 | 31,597 | 42,005 | 42,005 |
| | | | | | | |
| **Total increase requested** | **303,002** | **82,303** | **339,506** | **118,807** | **451,350** | **230,651** |

| 2019 Funding Request allocation | | | | | | |
|---|---|---|---|---|---|---|
| **Grand Total** | **Based on 2018** | **Increase** | **2016 Census Population** | **Increase** | **2019 Assessments** | **Increase** |
| 2019 Request | 712,687 | 84,215 | 712,686 | 84,214 | 712,686 | 84,214 |
| Library supervisor | 70,000 | 70,000 | 70,000 | 70,000 | 70,000 | 70,000 |
| On going request | 782,687 | 154,215 | 782,686 | 154,214 | 782,686 | 154,214 |
| | | | | | | |
| One-time capital | 41,801 | 41,801 | 41,800 | 41,800 | 41,800 | 41,800 |
| Material | 28,516 | 28,516 | 28,516 | 28,516 | 28,516 | 28,516 |
| Recruitment | 10,000 | 10,000 | 10,000 | 10,000 | 10,000 | 10,000 |
| One-time request | 80,317 | 80,317 | 80,316 | 80,316 | 80,316 | 80,316 |
| | | | | | | |
| **Total increase requested** | **863,004** | **234,532** | **863,002** | **234,530** | **863,002** | **234,530** |

**SECHELT INDIAN GOVERNMENT DISTRICT**

**AGENDA ITEM # E2**
**SIGD Council**
**Recommendation Report**

**DATE:** February 12, 2019

**Re: Sechelt Public Library Funding for 2019 and Five Year Agreement Update**

**BACKGROUND:**

SIGD, District of Sechelt and SCRD had a five year agreement to provide funding to the Sechelt Library. 2018 was the last year of the agreement – SIGD provided $11,234 in 2018 in accordance with the agreement.

At the January 15th SIGD meeting Council approved SIGD staff to proceed with the negotiation of the 2019-2023 funding agreement for the Sechelt Public Library based on the Five-Year Agreement Proposal and Budget provided by the library.

**CURRENT SITUATION**

SIGD staff met with District of Sechelt and SCRD staff and Elle Archibald, Chief Librarian to review the library's proposal for a five year agreement. Subsequent to the meeting more information from the SCRD and District of Sechelt staff has also been received.

The 2019 budget request with the current allocation of funding between funders has been approved by the District of Sechelt and the SCRD will consider the 2019 budget request during budget discussions. In addition the District of Sechelt has approved the provision of funding for addition requests (page 14 of the attached Five-Year Agreement Proposal) for one time capital $41,800, library materials $28,516, recruitment $10,000 and library supervisor $70,000 based on the current allocation between funders and subject to the other two funders approving the additional funding for 2019.

Under the current allocation between funders SIGD's portion of the additional funding (1.79%) would be $2,690.66. The budget request of $12,739 plus the additional funding of $2,690.66 would now be an increase of 0.0063 per $1,000 of assessed value for 2019. For a $400,000 home taxation increase could be $2.52 (additional funding is $0.43). 2019 Taxation for the library would be $18.08 for a $400,000 home.

Both the District of Sechelt and the SCRD are considering various apportionment options between the funders including population and assessments. SIGD's current portion of the funding is 1.79%. Changing the basis of the apportionment to 2016 census population would increase SIGD's portion to 3.74% or using 2019 assessments SIGD's portion would increase to 3.25%.

Due to each funders requirement to adopt their 2019 budgets it would be difficult to complete negotiations and finalize a five year agreement. It is recommended that SIGD's portion of the funding remain at the current 1.79%. Considerations to change the apportionment to be considered during negotiations for a new agreement (4 to 5 years).

## FINANCIAL / BUDGET IMPLICATIONS:

Sechelt Public Library funding for 2019 $12,739 plus additional one time funding of $2,690.66 is Budget code 35-78880-301.

## RECOMMENDATIONS: DECISION OF COUNCIL:

**THAT,** Council approves 2019 funding for the Sechelt Public Library of $12,739,

**AND THAT,** Council approves 2019 additional one time funding to a maximum of $2,690.66 subject to the District of Sechelt and the SCRD approving their portion of the additional funding request,

**AND THAT,** SIGD staff proceed with the negotiation of a new funding agreement for the Sechelt Public Library (2020-2023 or 2020-2024),

**AND THAT,** any changes to services and funding, including the apportionment of funding between SIGD, the District of Sechelt and the SCRD be brought to Council for review,

**AND FINALLY THAT,** the final agreement be brought to Council for approval.

Prepared by:

Diane Hill, SIGD Financial Officer

Approved by:

Peter Jmaeff, SIGD Manager

Rochelle Baptiste, IGS Division Manager

**Attachments:**

- Sechelt Library Five-Year Agreement Proposal
- Sechelt Public Library 2019-2023 Budget