



TOWN OF VIEW ROYAL COUNCIL REPORT

TO: Council

DATE: September 2, 2021

FROM: S. Jones, Corporate Officer

MEETING DATE: October 5, 2021

COUNCIL SIZE – PUBLIC ENGAGEMENT

RECOMMENDATION:

THAT, to receive public input regarding a proposal to increase council size from five to seven members, an open house be held on Monday, November 15, 2021 and the topic of council size be included on the November 16, 2021 regular council agenda.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

I concur with the recommendation.

PURPOSE OF REPORT:

To provide background information and public engagement options to Council.

TIME CRITICAL:

In keeping with the *Community Charter* (Section 118 (5)), if a bylaw to change council size is contemplated, it must be passed at least six months before the October 2022 general local election.

BACKGROUND:

At its November 10, 2020 meeting, the Committee of the Whole (CoW) considered an exploratory report on council size (see Schedule 1). At that meeting, the Committee and staff discussed the two methods available (either by bylaw or through reclassification to a city), budget implications, and the impacts of both increasing council size as well as retaining the status quo.

At Council's request, the report was forwarded to the Community Development Advisory Committee (CDAC) and the Advisory Committee considered the matter at two separate

meetings (November 2020 and March 2021). A specific report for the March meeting was prepared to address topics raised in November and to focus discussion (see Schedule 2). The recommendation from the March 2021 CDAC meeting was as follows:

“THAT, with a view to increasing council diversity, the Community Development Advisory Committee recommend to Council an increase in council size from five to seven members.”

A report with details requested from the November CoW meeting as well as the CDAC recommendation of support was provided to Council on April 6, 2021 (see Schedule 3). To summarize the highlights in that report:

- Two additional council members are estimated to add approximately \$44,300 to the Town’s annual operating budget for remuneration and conference/education and there would also be a one-time expense to reconfigure space in Council Chambers, estimated at roughly \$50,000.
- As to the other question of other municipalities in the province with five-member councils, there are fifty-two. Of these, twenty-three have populations of less than 1,000, twenty-seven have populations between 1,000 and 5,000 and only two have populations greater than 5,000 (District of Kent at 6,067 and the Town of Qualicum Beach at 8,943 compared to View Royal’s population of 10,408 (2016 Census data).
- There are twenty municipalities with seven-member councils in BC that have a smaller population than View Royal as well as eleven municipalities with seven-member councils that have a comparable population.

At the April meeting, Council asked that information on a public engagement process be provided. This report is in response to that request.

DISCUSSION:

There are several public engagement options available, each with varying impacts.

1). Community Open House with Subsequent Engagement Opportunity at Council Meeting

A community open house is a useful way to consult and receive public input. During an open house, an individual can move through a space and read information/poster boards, ask questions of staff, and stay as long as they wish to receive information and provide feedback in an informal setting.

Prior to holding an open house, outreach on the topic can include:

- development of a Frequently Asked Questions (FAQs) sheet for those wishing to delve deeper into the topic (see Schedule 4);
- social media posts on Facebook, Twitter, and the Town’s website to promote the open house and to provide brief “did you know?” type facts derived from the FAQs sheet; and
- newspaper advertisements to invite attendance.

While it is unclear with the COVID-19 pandemic what provisions may be in place later this fall, at the time of writing, the Public Health Order permits an inside event of no more than 50 persons - though technically an open house is not an “inside event” as it is not a seated gathering. It is proposed therefore that an open house be scheduled for Monday, November 15 in Council Chambers with a lowered capacity limit of 35 persons at a time in the room (50% of the 71-person occupancy load rating for the room). Beyond the monitoring of attendance numbers, additional COVID-19 measures would be implemented including the encouragement of physical distancing and provision of several hand sanitizer areas for attendees. Of course, the Province-wide mask mandate that was reintroduced on August 25 will presumably still be in place, making masks a requirement for open house attendance.

This engagement option is affordable, continues with past municipal consultation practices, and connects the community with the issue directly and from an informed standpoint, primarily through informational posters and one-on-one discussions at the open house.

For those that do not wish to participate in a physical open house on November 15, it is proposed that this item also be included on the November 16 Council agenda – the day after the open house – to facilitate an opportunity for members of the public that may wish to call in to express their perspective. Both the November 15 open house and the November 16 Council meeting opportunities can be included in the above-described outreach documents (FAQs, social media, newspaper ads) so the public is well-informed.

2). Standalone Survey

A statistically valid telephone survey could be utilized to collect public opinion on just the single question of council size. In early 2019, NRG Research conducted a comprehensive “Community Satisfaction and Engagement Survey” on behalf of the Town and obtained feedback from 401 respondents based on 1,846 calls. The cost to undertake this work, as well as an open on-line survey that had 132 participants (and not statistically valid) was approximately \$23,200, not including advertising costs or the staff time to both work with the consultants in advance and to promote the initiative.

While the feedback would be dependable and extensive, given both the time and expense to undertake a statistically valid telephone survey for one issue, this approach is not recommended. Additionally, given the unreliable results from an open on-line survey, as partial as an open house but requiring considerably more staff resources to undertake, this approach is also not recommended.

3.) Comprehensive Survey

As noted above, a comprehensive, statistically valid telephone survey was conducted in 2019 after the last general local election. To monitor change over time, a follow-up “Community Satisfaction and Engagement Survey” could be undertaken in early 2023

after the next general local election and the question of council size could be added to that survey work.

The cost to conduct the survey is estimated to be in the \$30,000 range. It would serve as a very reliable gauge of the levels of community satisfaction over time (comparing it to the 2019 results) and is also a good “finger on the pulse” for interest in increasing council size. From this work – if there was support for increasing council size – Council could then consider passing a bylaw that would take effect for the 2026 general local election.

While this option is useful in that it provides a “check-up” on the successful 2019 survey, it has a financial impact and, if the community expresses its support for the council size increase initiative, puts off for five years the benefits of a more diverse, representative elected body for a growing and active community.

4.) Standalone Non-Binding Opinion Poll

The *Community Charter* (Section 83) permits municipalities to seek community opinion in ways deemed appropriate, including by non-binding opinion voting (a plebiscite).

This type of voting could take place at any time – that is, it does not need to coincide with the general local election set for October 2022. However, as noted above, a bylaw to increase council size would need to be passed six months in advance of October 2022 if there is to be a seven-member council elected in 2022. This means that any type of non-binding opinion voting process would need to occur between September 2021 and February 2022 and, if Council wishes to proceed to increase council size after that process, the bylaw readings would occur in approximately March/April 2022.

This engagement approach is comparable to running a standalone election, bringing with it the associated costs of over \$30,000. These costs, combined with limited staff resources to undertake such an extensive, unplanned project – particularly in a time close to the October 2022 general local election – point to this not being a recommended approach.

5.) Ballot Non-Binding Opinion Poll

Alternatively, a non-binding opinion question could be included on the ballot for the October 2022 general local election. After receiving that input, Council could then decide if they wish to proceed to increase council size by bylaw. That change would only occur for the October 2026 general local election.

As noted in the March 2021 report to CDAC, there are as many opinions about council size as there are people. Putting the question on the ballot in the October 2022 general local election, is a cost saving initiative though it delays the decision and postpones by five years the benefits that could be derived from a more diverse, representative elected body for a growing and active community.

CONCLUSION:

View Royal has changed dramatically since incorporation in 1988, growing from a population of less than 5,000 to now estimated at almost 11,000 people. What has stayed the same is the governance model of four councillors and a mayor. It may now be an appropriate time to address the issue of representation by increasing the council size to six councillors and a mayor which is in keeping with others in the region as well as similarly sized municipalities throughout the province.

The benefits of a larger council size have been touched on in this report, namely the increased diversity of council and with it the opportunities for broader representation, accessibility, viewpoints, and skillsets. As well, one of the disadvantages of a five-member council was underscored at the June 1, 2021 Council meeting when the decision was made to consider a significant development permit application at a later meeting when more than three members of Council would be present for the discussion.

The drawbacks of a larger council size are the added remuneration for two council members and one-time physical changes to meeting space.

A community open house with a follow-up opportunity for feedback at an open Council meeting is advised as the best way to engage the public and receive feedback regarding an increase in council size. It is seen as manageable with existing resources, easy to communicate about, and scaled appropriately to the issue.

A community open house can be held at Town Hall Council Chambers on November 15, 2021 and the topic put on the November 16, 2021 regular Council agenda. Feedback collected at these two opportunities can be subsequently provided to Council and with that information, Council can determine if they wish to proceed, by bylaw, to increase the size of council by two members with a change to take effect for the October 2022 election.

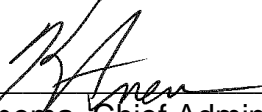
ALTERNATIVE RECOMMENDATIONS:

- 1) *THAT the report be received; or*
 - 2) *THAT a comprehensive, statistically valid telephone “Community Satisfaction and Engagement Survey” be undertaken in early 2023 that includes a question on increasing council size from five to seven members; or*
 - 3) *THAT a non-binding opinion question be placed on the ballot for the October 2022 general local election regarding increasing council size from five to seven members.*
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RECOMMENDATION:

THAT, to receive public input regarding a proposal to increase council size from five to seven members, an open house be held on Monday, November 15, 2021 and the topic of council size be included on the November 16, 2021 regular council agenda.

SUBMITTED BY: 
S. Jones, Corporate Officer

REVIEWED BY: 
K. Anema, Chief Administrative Officer



**TOWN OF VIEW ROYAL
FINANCE & ADMINISTRATION REPORT**

TO: Committee of the Whole

DATE: October 22, 2020

FROM: S. Jones, Director of Corp. Admin.
E. Bolster, Deputy Corporate Officer

MEETING DATE: November 10, 2020

COUNCIL SIZE

RECOMMENDATION:

THAT the Committee recommend to Council that a bylaw be prepared to increase Council size by two.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

I concur with the recommendation.

PURPOSE OF REPORT:

To provide information for consideration on increasing Council size by two.

BACKGROUND:

View Royal's population has grown approximately 50% since incorporation while the size of council has remained the same at five members.

This report explores the potential increase in council size – moving from five elected officials to seven. The report looks at the legislation, council sizes in other jurisdictions, impacts of this potential change, and the different methodologies to bring about this transformation.

DISCUSSION:

In British Columbia municipal council size varies from five to eleven and is generally determined by the population of the municipality.

Legislation:

Section 118 of the *Community Charter* outlines the specifics of council size as follows:

Size of council

118 (1) *Unless otherwise provided by letters patent or by a bylaw under this section, the council size for municipalities must be as follows:*

- (a) for a city or district having a population of more than 50 000, the council is to consist of a mayor and 8 councillors;*
- (b) for a city or district having a population of 50 000 or less, the council is to consist of a mayor and 6 councillors;*
- (c) for a town or village, the council is to consist of a mayor and 4 councillors.*

(2) For the purposes of this section, any change to a council size under subsection (1) is to be based on the population of the municipality as at January 1 in a general local election year and the change takes effect for the purposes of that election.

(3) A council may, by bylaw, establish the number of council members as a mayor and 4, 6, 8 or 10 councillors.

(4) If a bylaw under subsection (3) would
(a) reduce the number of council members, or
(b) maintain the current number of council members, despite an increase that would otherwise result under subsection (2),
it may only be adopted if it receives the assent of the electors.

(5) A bylaw under subsection (3)
(a) must be made at least 6 months before the next general local election, and
(b) does not become effective until that general local election.

(6) The size of council as established under subsection (3) applies despite any provision of a municipality's letters patent.

Municipalities of Comparable Size in BC:

In looking at other municipalities of comparable size to View Royal (10,408) in the 2016 Census, the following municipalities have seven-member councils (2016 Census information provided):

Castlegar (City) – 8,039	Parksville (City) – 12, 514
Comox (Town) – 14,028	Quesnel (City) – 9,879
Dawson Creek (City) – 12,178	Sechelt (District) – 10,216
Ladysmith (Town) – 8,537	Sidney (Town) – 11,672
Nelson (City) – 10,572	Williams Lake (City) – 10,753
North Saanich (District) – 11,249	

Municipalities of Smaller Size in BC:

There are municipalities in the Province with smaller populations that have seven-member councils (2016 Census information provided):

Armstrong (City) – 5,114	Mackenzie (District) – 3,714
Bowen Island (Island Mun.) – 3,680	Northern Rockies (Reg'l Mun.) – 4,831
Creston (Town) – 5,351	Oliver (Town) – 4,928
Duncan (City) – 4,944	Osoyoos (Town) – 5085
Fernie (City) – 5,244	Peachland (District) – 5,428
Golden (Town) – 3,708	Rossland (City) – 3,729
Grand Forks (City) – 4,049	Smithers (Town) – 5,401
Hope (District) – 6,181	Spallumcheen (Township) – 5,106

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 Re: Council Size
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Houston (District) – 2,993
 Kimberley (City) – 7,425

Sparwood (District) – 3,784
 Vanderhoof (District) – 4,439

Municipalities Within the Capital Regional District:

In the Capital Regional District, most member municipalities have seven-member councils with the only exceptions being the District of Saanich and City of Victoria – both of which have nine members – and the District of Metchosin which has five.

Impacts:

A larger council size would increase opportunities for those with full-time jobs to run for office as the responsibilities for work on the twenty-five external committees and boards that View Royal's elected officials are asked to serve on, not including the special events that require attendance throughout the year, would be distributed amongst more people (fewer hours required for outside council commitments).

As well, the complexity of issues that face the municipality may benefit from the broadened perspectives that a larger, more diverse body could provide; there would be increased opportunities for differing perspectives and skillsets to be brought to the decision-making process; more access to elected officials and representation for the ever-increasing municipal population base; and potentially more candidates on the ballot for residents to choose from.

The status quo would see more concentrated citizen representation and a continuation of the same financial impact with respect to remuneration.

Methodologies Available:

There are two ways a council could undertake to increase council size.

Firstly, as described in Section 118 (3) above, if a council wishes to change the number of council members, it may do so by bylaw.

Secondly, a council could undertake a reclassification from "town" to "city" which would automatically trigger an increase in council size. The reclassification process is described in Section 11 of the *Local Government Act*.

Change of municipal classification

11 (1) *On request of the council, the Lieutenant Governor in Council may, by letters patent, change the classification of the municipality in accordance with section 10 (1).*

(2) *On request of the council, the Lieutenant Governor in Council may, by letters patent, change the classification of the municipality to another classification provided for in this Act, if the Lieutenant Governor in Council considers it to be in the public interest to do so.*

(3) *A council may make a request under subsection (1) or (2) only after it has obtained the approval of the electors in relation to the proposed change in classification.*

(4) *If the minister is satisfied that, since the last census, the population of a municipality has changed sufficiently to allow a change of classification, the minister may determine what the population of the municipality is deemed to be for the purposes of determining its classification.*

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In summary, either an assent voting (referendum) or alternative approval process (AAP) would be required to first obtain the approval of the electors prior to proceeding with any reclassification steps. Either assent voting or an AAP would require several months to undertake though the AAP is significantly more cost effective if the two options were examined as standalone initiatives.

If approval of the electors is obtained, the next steps would take a couple of months and are between municipal staff and the Province to undertake the formal change to the letters patent for the municipality through an Order in Council.

Additional Impacts Associated with Reclassification from Town to City:

Reclassifying from a town to a city would reflect the Town's growth and development. As well, the change to "City of View Royal" would:

- expand and amplify recognition of View Royal's identity and profile to the general public;
- boost View Royal's municipal profile in the region; and
- support economic development, as cities are more identifiable and generally viewed as more desirable locations for business attraction.

Some may be concerned about a move away from the "small town" perception that may be associated with the name change.

A municipal classification change does not impact taxes, assessments, grant funding opportunities nor zoning or agricultural land. All existing bylaws, permits, resolutions, licences or other actions issued, made, or passed by Council would remain in full force and effect and would not require updating. If Council proceeds with reclassification, the letters patent issued to View Royal would state that any reference to the Town of View Royal would be deemed to be a reference to the City of View Royal, eliminating concerns regarding past and present reference to the municipality.

TIME CRITICAL:

A bylaw to establish the number of council members must be made at least six months before the next general local election and becomes effective for that election.

With respect to the reclassification approach, the approval of the electors could be sought at this time through the AAP or in the next general local election by inclusion as a question on the ballot so as to avoid additional costs to run an assent voting process.

BUDGET IMPLICATIONS:

If council size increases to seven members, the following costs are anticipated:

- Renovations to council chambers to accommodate two additional members of council
- Increase to remuneration budget

If reclassification is undertaken, the above costs listed for council size increase are anticipated as well as the following:

- Approval of the electors either by assent voting (referendum) or AAP
 - o As noted earlier in this report, the AAP is significantly more cost effective, though if assent voting were to be the preferred route, a question could be included on the next general local election ballot which would reduce costs to run that otherwise more expensive process
- Rebranding (for example municipal fleet, signage, and stationary)

ALTERNATE RECOMMENDATIONS:

- 1) *THAT the Committee recommend to Council that approval of the electors be sought by an alternative approval process regarding the reclassification of the municipality from town to city.*
- 2) *THAT the Committee recommend to Council that approval of the electors be sought by an assent voting (referendum) question placed on the October 2022 general local election ballot regarding the reclassification of the municipality from town to city.*
- 3) *THAT the Committee recommend to Council that a non-binding question be placed on the October 2022 general local election ballot regarding the reclassification of the municipality from town to city followed by an alternative approval process after the election should there be support for the reclassification.*

CONCLUSION:

While not obliged at this time to increase council size, Council may wish to take advantage of some of the opportunities outlined in this report associated with a larger council size:


- increased representation for residents;
- better distribution of elected official-related work (fewer external boards and committees to attend if seven members of council as opposed to five) which in turn may open the door for more people to run who have full-time jobs;
- broader perspectives to the decision-making body for an increasingly complex environment; and
- increased number of candidates who may be interested in running.

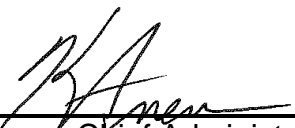
RECOMMENDATION:

THAT the Committee recommend to Council that a bylaw be prepared to increase Council size by two.

Report to Committee of the Whole
Re: Council Size
Meeting Date: November 10, 2020

SUBMITTED BY: 
S. Jones, Director of Corporate Administration

SUBMITTED BY: 
E. Bolster, Deputy Corporate Officer

REVIEWED BY: 
K. Anema, Chief Administrative Officer



TOWN OF VIEW ROYAL ADVISORY COMMITTEE REPORT

SCHEDULE 2
[Note: Attachment "A" described in
this report below already provided
as SCHEDULE 1 to October 5,
2021 report to Council]

TO: Community Dev. Advisory Cte.

DATE: March 12, 2021

FROM: S. Jones, Director of Corp. Admin.

MEETING DATE: March 23, 2021

COUNCIL SIZE

RECOMMENDATION:

THAT the Community Development Advisory Committee provide their comments to Council on whether a bylaw should be prepared to increase Council size by two.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

I concur with the recommendation.

PURPOSE OF REPORT:

To provide follow-up information for consideration on increasing Council size by two.

BACKGROUND:

The Community Development Advisory Committee received a staff presentation regarding Council size at its November 24, 2020 meeting (see Attachment "A"). The report had been referred from elected officials seeking input on a concept to increase Council size from five to seven members.

The Advisory Committee discussed financial impacts, including Council member remuneration and whether grants from other levels of government could be impacted through reclassification; potential for issues around optics; the opportunity for increased diversity on Council; governance as being separate from operational or staff work; and the amount of time required by elected officials to fulfill their decision-making roles.

At the meeting, the Committee asked to receive further information about an increase in council size (CDAC-05-20). This report seeks to fulfill that request by providing additional information about the various topics raised at the November 24, 2020 CDAC meeting.

DISCUSSION:

Impacts to Grants/Funding

One of the questions raised at the November meeting around redesignation ("town" to "city") was related to funding formulas for grants and if that would change through a name change.

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 Re: Council Size
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All of the formulas for grant funding (gas tax, Small Communities Protection grant, etc.) that staff are aware of are based on either population, assessments, or some other measure other than a municipality's designation.

Potential for Issues Around Optics

At the CDAC meeting, potential for issues around optics was raised primarily in relation to timing should a decision be made to increase council size during the COVID-19 pandemic. That is, "How would it look to increase council size during a pandemic?" – as there are associated costs for remuneration and conferences/education (approx. \$44,300 total/annum).

Council size could be considered a philosophical question and as such, perspectives will vary between each member of the Advisory Committee based on costs, advantages, disadvantages, etc. – it comes down to one's beliefs as to the future direction they feel the municipality should head. There will be as many perspectives as there are people.

Increased Diversity on Council

There are impacts to both staying at five members and to increasing to seven. Many of these were discussed at the Advisory Committee's November meeting:

- The status quo could see:
 - o more concentrated citizen representation as the municipality's population continues to grow;
 - o a continuation of the same financial impact with respect to remuneration; and
 - o with respect to diversity, deterrence of unorthodox or alternative candidates from being elected given the tendency for voters to favour incumbents: BC's Provincial average incumbency rate was 80.6% in the 2018 municipal elections.

- A larger council size could see:
 - o distribution of external committee/board work amongst more members, increasing opportunities for those with full-time jobs to run for office (with fewer hours required for outside council commitments);
 - o representation of the municipality's growth and maturation as a community; and
 - o with respect to diversity:
 - greater reflection of the municipality's demographics;
 - broadened perspectives and skillsets; and
 - simply more candidates on the ballot for residents to choose from.

Role Clarity – Governance vs. Operations

During the November 24, 2020 CDAC meeting there was discussion around the role of elected officials. That is, is the work governance (decision-making/policy-setting or "steering the boat") OR is it operational (in the trenches/day-to-day or "rowing the boat")?

Former local government politician and employee in Alberta, George Cuff, has written and consulted extensively on this topic. As set out in his book "Off the Cuff – Volume One", he unreservedly describes that:

"...council members are elected to govern. They are elected to represent, lead, oversee, communicate, articulate, and set direction. They are expected to set policies, establish priorities, review and approve the budget, resolve local differences, encourage regional partnerships, identify ways to expand the economic base, and so on.

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Council members are not elected to manage. The latter can be capably handled by a trained administration, whereas the former can only be conducted effectively by the elected council. Council members are not expected to oversee individual projects, nor drop into the office on a daily basis “just to see what’s going on.” Council members are not expected to personally investigate every complaint, but rather ensure that a complaint mechanism has been established. Council members are expected to assure ratepayers that their concerns will be looked into, but not predict the result of that review. Council members are not expected to believe everything they hear from the residents of their area without passing along such concerns to the CAO for investigation.” (pg. 14)

Specifically, Cuff notes in his book “Making a Difference: Cuff’s Guide for Municipal Leaders – The Case for Effective Governance – Volume 2” that effective leaders:

- “Focus on the Right Things”,
- “See the Larger Landscape”,
- “Focus on Choices, Not Tasks”, and
- “Understand Relative Importance” (see Attachment “B” (excerpt of pgs. 9-12 from Cuff’s book) for a more detailed description).

There is a clear and necessary role for elected officials to “steer the boat”.

Full-time vs. Part-time?

As effective elected officials are decision-makers and not working at the day-to-day operational level, the next question is, how much time – if one has professional staff providing both industry-standard options and innovative solutions – does an elected official need to spend on governance? Related questions may be – what is typical in other jurisdictions with respect to part time vs. full time Council members and what is the public’s expectation?

Cuff describes the time that elected officials contribute in “Making a Difference: Cuff’s Guide for Municipal Leaders – The Case for Effective Governance – Volume 2” and acknowledges that while some remuneration is provided, a portion of the time spent is typically considered volunteer time (pg. 58):

Significance of the office of mayor – The mayor’s position must be recognized as the core of the leadership team. With that must be acknowledged the need for additional time spent “on the job.” There needs to be an understanding that the mayor’s position may well be more than part-time, particularly if the mayor is expected to represent the municipality on external bodies. While it may be possible for a mayor to maintain another occupation, it is obvious that there will be substantial time requirements imposed by the role of the mayor in this capacity. That person needs considerable flexibility in order to accommodate the demands of the position. This is generally deemed to be a position of importance and the epitome of the volunteer sector. As a result, some of the time spent by the mayor is perceived as just that, “volunteering.” By the same token, the municipality benefits from the mayor developing significant external contacts with the other levels of government, leaders of the Federation of Canadian Municipalities, and the provincial association of municipalities.

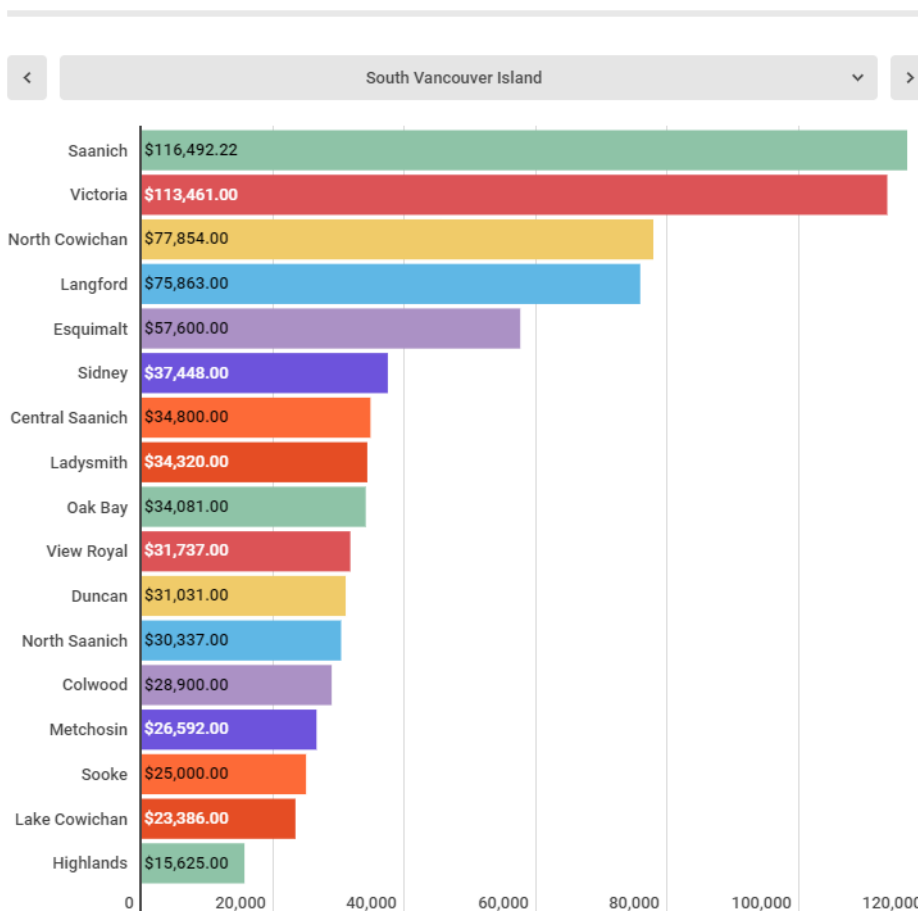
Importance of the role of councillor – The position of councillor (or alderman as it is designated in some communities) is also very important and can be advantageous to the community in terms of the calibre of leadership being provided. There are many demands placed on individual members of council and the time expectations of this role are often very burdensome to anyone with a career or other full-time occupation, including that of spouse, parent or principal breadwinner. These are important roles given the leadership these people bring to the local community, and the authority that a council has to make rather significant decisions.

Voluntary nature – There needs to be common recognition that a portion of the time spent in these roles is expected to be of a voluntary nature. It is difficult to account for all of the time a member of council spends in such roles, and thus some of this time ought to be considered as a voluntary contribution to the community.”

In looking to other jurisdictions, a November 21, 2019 article by CBC News’ Justin McElroy provides some interesting information (see link to article embedded below). McElroy states that the “average mayor in BC makes approximately \$45,000 a year” and “Councillors make more than \$40,000 in just 21 of the province’s 162 municipalities.” The two charts depicted below are excerpted from the McElroy article. It should be noted that within the charts, one can toggle between various regions in the province to see remuneration for different municipalities. <https://www.cbc.ca/news/canada/british-columbia/local-politics-salaries-revelstoke-victoria-mayors-councillors-1.5365662>

Specific to southern Vancouver Island, the chart below points to a concentration of remuneration in the mid-\$20,000 to mid-\$30,000 range for mayors of communities with populations from 4,700 (Metchosin) to 18,100 (Oak Bay). View Royal’s 2016 population (last census data) sits at 10,400 with mayoral remuneration in this survey listed as \$31,737 – roughly the middle of the range for both population and compensation.

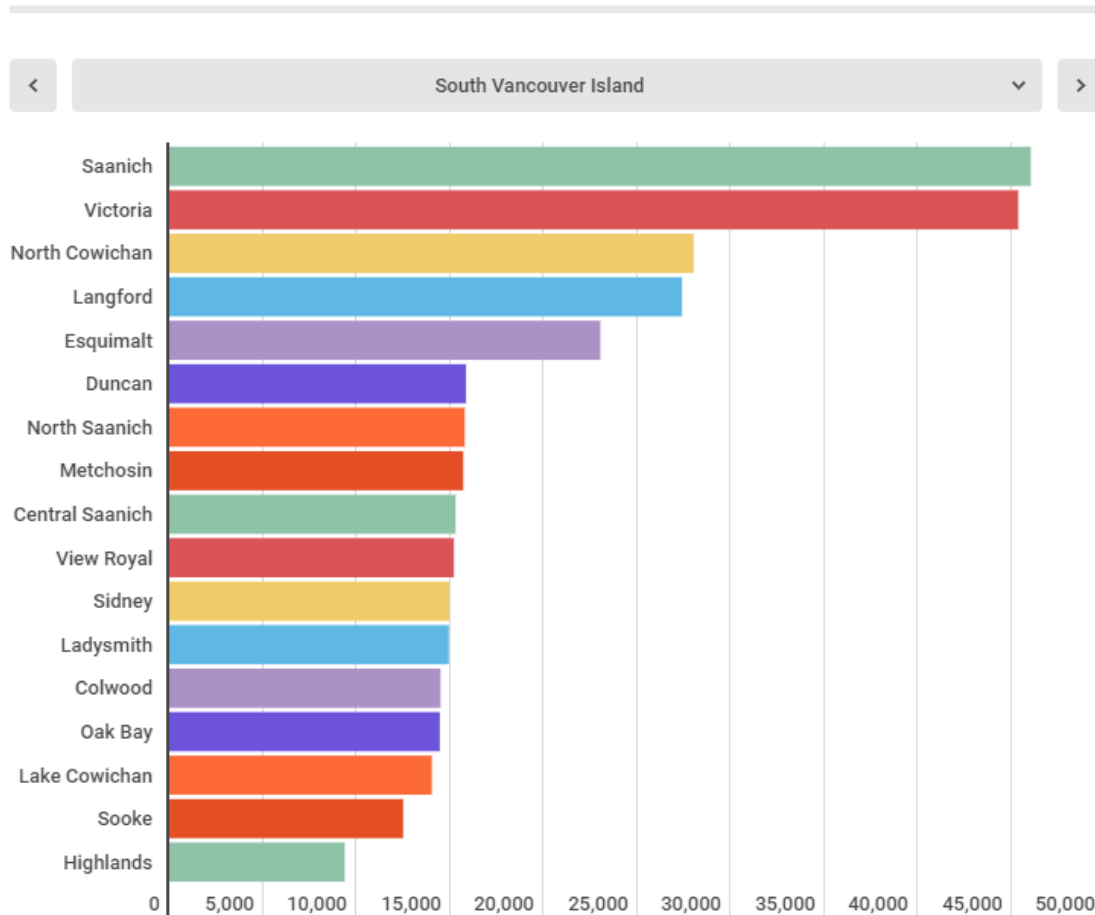
Salaries for mayors in B.C.



Figures obtained through remuneration bylaws and Statement of Financial Information. Most figures are for 2019, but an asterisk denotes 2018 salary. Figures for Surrey are based on doubling mid-point salary disclosures. Figures from Richmond are from city staff's Dec. 2018 estimates.

And for councillors on southern Vancouver Island, remuneration falls within a tight band as shown on the chart below with the figure ranging from \$12,500 (Sooke – population 13,001) to \$15,862 (Duncan – population 4,944). View Royal is listed at \$15,216 on the chart below.

Salaries for councillors in B.C.



Figures obtained through remuneration bylaws and Statement of Financial Information. In cases where councillor remuneration varied the mean figure among councillors was used. Most figures are for 2019, but an asterisk denotes 2018 salary.

In looking at the McElroy article and comparing remuneration on southern Vancouver Island to the Lower Mainland, the question arises – will more funds need to be set aside for mayor and council remuneration in municipalities here as the region grows in the future?

Designation – Town of City

The original report included this item only to describe that it is one of the two ways to increase council size.

To be clear, if a decision is made to increase council size, that can be done by bylaw alone and it is not mandatory to take on the designation of “city”. The only time it would be mandatory to take on a different designation is if the Province were to make that requirement as described in the legislation.

Report to CDAC
Re: Council Size
Meeting Date: March 23, 2021

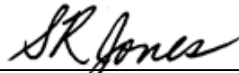
CONCLUSION:

Regardless of the name (“town” or “city”) and assuming time commitments and remuneration of a council member are the same as they currently are (part-time in nature), the question upon which Council is seeking input is philosophical: is there value to the municipality in having a seven-member council?

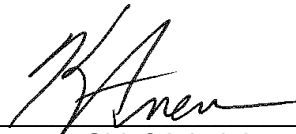
In reading the CBC’s J. McElroy article about this issue – as well as the comments at the end of his article – what resonates is that there are as many opinions as there are people. If the conclusion is that now may not be the “right time” to proceed with an increase in council size, the question is then – when is the right time?

RECOMMENDATION:

THAT the Community Development Advisory Committee provide their comments to Council on whether a bylaw should be prepared to increase Council size by two.

SUBMITTED BY:

S. Jones, Director of Corporate Administration

REVIEWED BY:

K. Anema, Chief Administrative Officer

Chapter 2 – LEADERSHIP TOOLS AND PROCESSES

Democracy on the local level is important to people. They like the notion that they are being served by their fellow citizens, rather than somebody in a remote community who may not care about their issues. They may not always agree with the choices a council makes, but they respect the fact that others in their community have been charged with the responsibility of deciding on matters that are important to the community.

WHAT LEADERS DO ...

- Focus on the Right Things
- See the Larger Landscape
- Focus on Choices, Not Tasks
- Understand Relative Importance

Leaders Focus on the Right Things

Elected officials seldom add value by:

- ▶ poring over the minute details of a budget spreadsheet;
- ▶ memorizing the procedural by-law;
- ▶ requiring the administration to bring forward for approval their procedures for implementing council's decisions;
- ▶ resurrecting old issues (i.e. those discussed by previous councils and determined not to be in the public interest);
- ▶ focusing on what tasks their management will tackle next;
- ▶ regularly attending or chairing meetings of management;
- ▶ reviewing the personnel file of anyone other than the chief administrative officer;
- ▶ questioning the choice of one supplier over another, when both sell essentially the same products;
- ▶ visiting job sites and speaking with the employees of the municipality or contracted companies; or

CUFF'S GUIDE FOR MUNICIPAL LEADERS – VOLUME 2

- ▶ explaining the difference between goals and objectives in a corporate planning or strategy session.

Case in Point

In one Nova Scotia municipality, a member of council advised that he was well within his rights to demand a detailed accounting of the full budget for that city. He, along with his colleagues, pored over every line item in a substantial budget, requesting explanations of why certain codes were required, why one item could not be coded to a different account, why the costs went up by more than the cost of living, what rationale there might be for a difference in the salaries of two relatively senior personnel, whether or not a local supplier might be considered, and so on.

At the end of the day, and after initially criticizing the administration for bringing in a budget that was well beyond where this council wanted to position its mill rates, the budget was actually increased by a percentage point.

The foregoing process did not, of course, address the new council's priorities or what services were being delivered that could be re-considered. Instead, the focus (and thus the devil) was on the details. The larger picture (and any real sense of council exercising its leadership as a newly elected body) was lost entirely.

Leaders See the Larger Landscape

So, what is wrong with a detailed examination of the budget? After all, a member of council can learn a lot about the municipal business by being fully briefed as to where the funds are being spent. Further, requesting a detailed accounting will ensure that the administration is clear that council is really “in charge” and that no stone will be left unturned in its pursuit of cost efficiencies. While that may be true, a council that insists on being briefed on the details of each issue may run the much more costly risk of being unaware as to the story being told by the larger picture. In truth, the details won't matter if the big-picture policy choices are not kept front and centre.

It may be that affording the council with the option of receiving a much more detailed presentation of the budget by the appropriate officials during a day set aside for that purpose will be of some benefit. Members of council may gain a better appreciation of the scope of the budget and the services being offered by the municipality. Service options might be discussed in this briefing session, and alternative approaches debated. Where such a debate is deemed to benefit all of council, then such matters could be moved onto a more formal agenda. But, simply poring over the detailed budget without the larger perspective will be

Chapter 2 – LEADERSHIP TOOLS AND PROCESSES

akin to drinking from a fire hose when a glass of water would have sufficed. Council members, in order to be effective, have to take a broadly-based strategic perspective of the issues – not one that has as its focus the details of an operation.

Case in Point

I can recall being asked to review a department of a British Columbia city. Foolishly, I accepted the assignment early in my career as a management consultant. It was the last time I agreed to review a single department. The fact of the matter is that no civic department can truly be assessed without reference to the other departments. Is the task simply to review whether or not the department is doing its tasks well, or is the more important task to determine whether or not the mandate of that department is appropriate given the scope and mandate of the other sister departments? What if some of the department's tasks could be performed better by others in the organization? What if the tasks need not be done at all, based on a change in direction by the organization as a whole?

If reference to the big picture is missing, improving the details is unlikely to be of much value.

Leaders Focus on Choices, Not Tasks

Elected officials are elected to choose what to do – as opposed to how to do it efficiently. Thus, for example, the public receives value from its council when it makes a decision as to the priority of key projects, not when council insists on its own inspection or detailed examination of the credentials of each competing bid. The first decision places the emphasis on the *role* of a council and the absolute importance of every council determining the priority to be accorded to critical issues. Examining the credentials of various bidders is hardly the work of an elected body. If a council finds it difficult to allocate such a task to its senior officials, then there is a much larger issue that needs to be tackled – i.e. whether or not the council has sufficient confidence in the work or judgment of its officials.

It is not that “how to do things” is unimportant. It’s just not the job of elected officials to be in that business. Unfortunately, local governments have spent far too much time indulging the interests of their elected officials in how things get done, rather than re-directing the focus of a council on their own mandate of governing. This historic approach to the real essence of governance has been wrong-headed and has relegated the impact of those governing to those matters that appear on the surface to be interesting, but that are sadly those pertaining to

CUFF'S GUIDE FOR MUNICIPAL LEADERS – VOLUME 2

the less relevant and important. Bureaucracies, large and small, have allowed, encouraged or welcomed the intrusion of elected officials into their realm. The effect is to negate the potential of effective leadership on issues of importance to the community, and to allow the bureaucracies to avoid their own responsibilities.

Leaders Understand Relative Importance

What is more important:

- ▶ Casting the vision, or passing the accounts payable?
- ▶ Determining the preferred direction of new growth, or questioning the planner's credentials?
- ▶ Meeting with community leaders to discuss a new downtown strategy, or identifying problems with parking enforcement?
- ▶ Identifying a new policy direction, or helping the administration draft a new procedure to support an existing policy of questionable validity?
- ▶ Discussing how the community can become the focal point for cultural or athletic events in the region, or sitting through meetings of organizations whose business has a limited to negligible impact on the council's agenda?
- ▶ Discussing the official community plan in often heated community meetings where disagreements arise because of differing aspirations for the community, or accepting the latest plan amendment to a plan that has long since become stale-dated/redundant?

Leadership requires people of vision, and the courage to state that vision with clarity. Leaders speak to priorities more than process; to results more than plans; to public expectations more than questionnaires; and to next year more than last week.



TOWN OF VIEW ROYAL COUNCIL REPORT

TO: Council

DATE: March 26, 2021

FROM: S. Jones, Director of Corp. Admin.

MEETING DATE: April 6, 2021

COUNCIL SIZE

RECOMMENDATION:

THAT a bylaw be prepared to increase council size by two.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

I concur with the recommendation.

A handwritten signature in black ink, appearing to be 'S. Jones', is written over a horizontal line.

PURPOSE OF REPORT:

To provide information from the Committee of the Whole's November referral to the Community Development Advisory Committee and other requested information.

BACKGROUND:

At its November 10, 2020 meeting, the Committee of the Whole (CoW) considered an exploratory report on council size. At that meeting, the Committee and staff discussed reclassification to a city as one method to increase council size – the other method being passage of a bylaw, costs for a larger council, and the potential for a larger council size to reflect the growing diversity of the municipality's population.

CoW requested that the staff report be forwarded to the Community Development Advisory Committee (CDAC) for input and that staff report back to Council with a projection of costs and the number of municipalities in BC with a five-member council.

Report to Council
 Re: Council Size
 Meeting Date: April 6, 2021

DISCUSSION:

CDAC Recommendation

The staff report was presented to CDAC at its November 24, 2020 meeting. The Advisory Committee discussed financial impacts, including council member remuneration and whether grants from other levels of government could be impacted through reclassification; potential for issues around optics; the opportunity for increased diversity on council; governance as being separate from operational or staff work; and the amount of time required by elected officials to fulfill their decision-making roles.

At that November 24 meeting, the Committee asked to receive further information about an increase in council size. Accordingly, a follow-up report and presentation covering the topics outlined above was provided to CDAC at its March 23, 2021 meeting (see Attachment "A"). The following motion was passed:

"THAT, with a view to increasing council diversity, the Community Development Advisory Committee recommend to Council an increase in council size from five to seven members." (CDAC-01-21)

Projection of Costs

At the November Committee of the Whole meeting, members asked for clarification around cost estimates for an increased council size. Given councillor remuneration and funds allocated for conferences/education, two additional council members are estimated to add approximately \$44,300 to the Town's operating budget. As discussed in November, there would also be a one-time expense to reconfigure space, including wiring for IT needs, in Council Chambers. A rough number for this work could be approximately \$50,000.

Municipalities in BC with a Five-Member Council

Also raised as a question at the November Committee of the Whole meeting was which municipalities in BC have a five-member council. The following list provides a break-down by population of those municipalities – it is shown alphabetically and is also separated by those jurisdictions having a population less than 1,000, between 1,000 and 5,000 and over 5,000:

Name	Designation	Population (2016 Census data)
<i>23 municipalities have a population < 1,000 as follows:</i>		
Alert Bay	Village	489
Cache Creek	Village	963
Canal Flats	Village	668
Clinton	Village	641
Fraser Lake	Village	988
Granisle	Village	303
Hazelton	Village	313
Kaslo	Village	968
Masset	Village	793

Report to Council
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McBride	Village	616
Midway	Village	649
Montrose	Village	996
New Denver	Village	473
Port Clements	Village	282
Port Edward	District	467
Pouce Coupe	Village	792
Radium Hot Springs	Village	776
Silverton	Village	195
Slocan	Village	272
Sun Peaks	Mt. Resort	616
Tahsis	Village	248
Wells	District	217
Zeballos	Village	107
<i>27 municipalities have a population between 1,000-5,000 as follows:</i>		
100 Mile House	District	1,980
Anmore	Village	2,210
Ashcroft	Village	1,558
Chase	Village	2,286
Cumberland	Village	3,753
Fort St. James	District	1,598
Fruitvale	Village	1,920
Gibsons	Town	4,605
Gold River	Village	1,212
Harrison Hot Springs	Village	1,468
Invermere	District	3,391
Keremeos	Village	1,502
Lake Cowichan	Town	3,226
Lantzville	District	3,605
Lillooet	District	2,275
Lions Bay	Village	1,334
Lumby	Village	1,833
Metchosin	District	4,708
Nakusp	Village	1,605
Pemberton	Village	2,574
Port McNeill	Town	2,337
Princeton	Town	2,828
Salmo	Village	1,141
Taylor	District	1,469
Ucluelet	District	1,717
Valemount	Village	1,021
Warfield	Village	1,680
<i>2 municipalities have a population > 5,000 as follows:</i>		
Kent	District	6,067
Qualicum Beach	Town	8,943

In looking at council size, it is also valuable to consider the landscape of seven-member councils in the province in relation to the Town of View's population (10,408 in the 2016 Census). Municipalities with a smaller population size than View Royal's and that have a seven-member council include the following twenty jurisdictions:

Name	Designation	Population (2016 Census data)
Armstrong	City	5,114
Bowen Island	Isl. Mun.	3,680
Creston	Town	5,351
Duncan	City	4,944
Fernie	City	5,244
Golden	Town	3,708
Grand Forks	City	4,049
Hope	District	6,181
Houston	District	2,993
Kimberley	City	7,425
Mackenzie	District	3,714
Northern Rockies	Reg'l Mun.	4,831
Oliver	Town	4,928
Osoyoos	Town	5,085
Peachland	District	5,428
Rossland	City	3,729
Smithers	Town	5,401
Spallumcheen	Township	5,106
Sparwood	District	3,784
Vanderhoof	District	4,439

Municipalities with comparable population in the Province – falling several thousand on either side of View Royal's 10,000 – and having a seven-member council include the following eleven jurisdictions:

Name	Designation	Population (2016 Census data)
Castlegar	City	8,039
Comox	Town	14,028
Dawson Creek	City	12,178
Ladysmith	Town	8,537
Nelson	City	10,572
North Saanich	District	11,249
Parksville	City	12,514
Quesnel	City	9,879
Sechelt	District	10,216
Sidney	Town	11,672
Williams Lake	City	10,753

CONCLUSION:

In summary, the reports provided to date on this matter outline the advantages to a larger council size including increased diversity reflective of the growing municipality; more choices for voters; and potentially increased opportunities for those with full-time jobs to run for office.

Report to Council
 Re: Council Size
 Meeting Date: April 6, 2021

The Community Development Advisory Committee has considered this referred matter at their past two meetings and support the initiative to increase council size by two members as a means to increase diversity at council.

The information does note that the status quo would result in a continuation of the same financial impact while an increase to council size would include a one-time cost to alter Council Chambers and then ongoing costs for two council members of approximately \$44,300.

This report shows that the Town of View Royal's population size is now at a point where it is more in keeping with municipalities that have a seven-member council than it is with municipalities that have a five-member council.

If there is support for an increase to council size, this change can be undertaken by bylaw. A bylaw is the more cost affordable option when compared to the reclassification option that requires approval of electors through either assent voting (referendum) or an alternative approval process (AAP). This latter methodology is also not recommended as it would bring about a change from "town" to "city" and that concept is not contemplated in this initiative. A bylaw must be adopted at least six months before the next general local elections (October 2022).

ALTERNATIVE RECOMMENDATION:

Receive the report.

RECOMMENDATION:

THAT a bylaw be prepared to increase council size by two.

SUBMITTED BY: 
 S. Jones, Corporate Officer

REVIEWED BY: 
 K. Anema, Chief Administrative Officer



Council Size Increase Frequently Asked Questions

Q: *What is View Royal Council thinking about doing?*

A: Council wants to hear input from you about whether it should increase council size from 5 to 7 members.

Q: *What are the pros and cons of increasing council size?*

A: A larger council could provide:

- more access to elected officials
- greater representation for an increasing population
- broader, more diverse perspectives and skillsets in the decision-making process for the complex issues facing council both locally and regionally
- opportunities for those with full-time jobs to run for office as “many hands make for light work” – said another way, work on the 25 external committees and boards that View Royal’s elected officials are asked to serve on would be distributed amongst more people meaning fewer hours required for those commitments outside of council meetings
- more candidates on the ballot for residents to choose from

Keeping council size at 5 would see:

- more concentrated representation as the population continues to grow with no additional representation
- a continuation of the same financial impact to taxpayers

Q: *What does View Royal have in place now for its council?*

A: The Town is served by a mayor and 4 councillors. This is the short answer!

Q: *How was council size decided in the first place?*

A: Council size is generally set by a municipality’s population.

When View Royal incorporated in 1988, it had just under 5,000 people.

Based on Provincial legislation (the *Local Government Act*, section 10) that sets out the following:

Village if < 2,500 population

Town if 2,500 to 5,000 population

City if > 5,000 population

District municipality if land area is greater than 800 hectares and average population density < 5 people per hectare

Though the Lieutenant Governor in Council may incorporate into a different classification if considered to be in the public interest.

... and so View Royal was classified as a “town”.

Other Provincial legislation, the *Community Charter* (section 118) sets out council size:

City or district > 50,000 population = mayor and 8 councillors

City or district < 50,000 population = mayor and 6 councillors

Town or village = mayor and 4 councillors

... and so with a “town” classification, based on its 2,500 to 5,000 population, View Royal was assigned to have a mayor and 4 councillors when it was incorporated. This is the structure that is in place still today, 33 years later. This is the long answer!



Council Size Increase Frequently Asked Questions

Q: What is View Royal's population?

A: Census Canada 2016 information lists View Royal's population as 10,408 though this is estimated to be closer to 11,000 today.

If it was to incorporate today, View Royal's size would mean that it would have a mayor and 6 councillors and be classified as a city.

Q: What is the process to increase council size?

A: There are two ways a council could undertake to increase council size:

1. by bylaw as described in Section 118 of the *Community Charter*, *this is the more cost affordable option*; or
2. undertake a reclassification from "town" to "city" which automatically triggers an increase in council size as described in Section 11 of the *Local Government Act*. A reclassification would require an Assent Voting (referendum) or alternative approval process (AAP).

BUT Council is only interested in increasing council size, NOT in reclassifying to become a city.

Q: How much would it cost me as a taxpayer if we do get a seven-member council?

A: A Council member gets approximately \$22,150 in remuneration and for conferences/education each year so two additional council members would mean an increase to the operating budget of about \$44,300. There would also be one-time costs to change the Council Chambers – the space where council meets. This is estimated to cost \$50,000.

Q: Do other municipalities in the Capital Regional District have seven-member councils?

A: Yes. Most municipalities in the Capital Regional District have 7 members on their councils. The only exceptions are the District of Saanich (population 114,148) and the City of Victoria (population 85,792) – both of which have 9-member councils – and the District of Metchosin with 5 members (population 4,708).
·Across British Columbia, municipal council sizes vary from 5 to 11 elected representatives.

Q: If Council were to pass a bylaw to increase council size, when would it take effect?

A: If a bylaw is adopted by Council at least six months before the next general location election – set for October 2022 – people would be voting for six councillors and one mayor at that time.

Want to learn more or wish to come out and share your thoughts?

You are invited to an open house:

When: xxx

Where: View Royal Town Hall, 45 View Royal Avenue

COVID-19 measures will be in place including capacity limit of 35 people at one time in Council Chambers, hand sanitizing areas, and masks are required to be worn.

Alternatively, if you would like to provide your comments in writing to Council to let them know your thoughts on this idea, please either submit your comments to the Town via email to info@viewroyal.ca; drop them off at the Town Hall at 45 View Royal Avenue; mail to View Royal Council, 45 View Royal Avenue, Victoria, BC V9B 1A6; or put them in the Town's mail drop box (located to the left of the main doors at Town Hall).