

# Municipality of North Cowichan and City of Duncan

## Joint Committee of the Whole

### AGENDA

Thursday, January 21, 2021, 3:00 p.m.

Electronically

Pages

#### 1. CALL TO ORDER

This meeting, though electronic, is open to the public and all representations to Council form part of the public record. At this time, due to the COVID-19 Pandemic, public access to Council Chambers is not permitted, however, this meeting may be viewed on the District's lived stream webcast at [www.northcowichan.ca/agendas](http://www.northcowichan.ca/agendas).

#### 2. APPROVAL OF AGENDA

Recommendation:

That the agenda be adopted as circulated [or as amended].

#### 3. PUBLIC INPUT

Public Input submissions sent to [Agenda@northcowichan.ca](mailto:Agenda@northcowichan.ca) by 5:00 p.m. on January 20 will be circulated to both Council's by way of an Addendum Agenda at 6:00 p.m. on January 20, and can be viewed by visiting [www.northcowichan.ca/agendas](http://www.northcowichan.ca/agendas).

#### 4. BUSINESS

##### 4.1. Presentation from School District 79

Purpose: Candace Spilsbury, Chair of the Board of Education for the Cowichan Valley School District to provide a presentation regarding the new high school. Robyn Gray, Superintendent, Jason Sandquist, Secretary Treasurer, Mike Russell, Director of Communications, all from the Cowichan Valley School District, and Tom Sparrow, Chief Project Officer for the Cowichan Secondary School Replacement Project, will be in attendance to answer questions.

##### 4.2. Presentation from BC Housing

Purpose: Malcom McNaughton, Director of Regional Development Vancouver Island, from BC Housing to provide an update on the supportive housing projects located at 260 White Road and 2983 Drinkwater Road. Heidi Hartman, Regional Director, Vancouver Island, Sean Rorison, Development Manager, and Roberta Randall, Manager, Community & Tenant Affairs, all from BC Housing, will be in attendance to answer questions.

3 - 3

##### 4.3. Presentation from the Cowichan Historical Society

Purpose: Sheila Kitson, President of the Cowichan Historical Society to provide a presentation regarding their core funding. Carolyn Prellwitz, Director, from the Cowichan Historical Society, will be in attendance to answer questions.

4 - 5

**4.4. City of Duncan and Municipality of North Cowichan Inter-Municipal Relationship Protocol**

Purpose: To consider the revisions to the City of Duncan and Municipality of North Cowichan Inter-Municipal Relationship Protocol Agreement. Additional revisions suggested by Duncan's CAO Peter de Verteuil, are highlighted in yellow.

**5. NEW BUSINESS**

**6. QUESTION PERIOD**

A 10-minute recess to be provided to give the public an opportunity to submit their questions by email to [QP@northcowichan.ca](mailto:QP@northcowichan.ca) regarding the business discussed at this meeting. Questions will be read out in the order they are received.

**7. CLOSED SESSION**

**8. ADJOURNMENT**

Recommendation:

That the meeting be adjourned at \_\_\_\_\_ p.m.

## Purpose

- To provide a supportive housing update to the Municipality of North Cowichan and the City of Duncan at the Joint Council meeting on January 21, 2021.

## Update Items

BC Housing will provide an update on the supportive housing projects located at 260 White Road (Duncan) and 2983 Drinkwater (North Cowichan), including:

- **Development Update**
  - Review the current status and anticipated timeline for the two supportive housing projects
  - Provide an update on development next steps
- **Operational Update**
  - Provide an operational update on the two supportive housing sites, including an update on selection of the White Road operator and partnership model
- **Engagement Update**
  - Review the engagement to date and provide a summary of what we've heard
  - Address any concerns raised through the neighbourhood and stakeholder engagement process
  - Discuss engagement next steps

## **BRIEFING NOTE**

### **PROJECT - CORE FUNDING FOR THE COWICHAN HISTORICAL SOCIETY**

#### **BACKGROUND**

The Cowichan Historical Society (the Society) was originally formed in 1927 by members of pioneer families and other citizens interested in preserving and honouring the rich history of the Cowichan Valley. On May 31st, 1974, after a 38-year period of dormancy, the Society was resurrected and incorporated. The Society, led by a 10-member Board of Directors, owns and operates the Cowichan Valley Museum & Archives. The Museum is located in the former Duncan Train Station, and the Archives is located on the third floor of Duncan City Hall.

#### **OPERATIONS - STAFF**

The Society employs a full-time Curator/Manager who has held the position for over 15 years. Four summer students are hired during the 3-month peak period in the summer to deliver two City of Duncan initiatives:

- the Totem Tour Program (free tours for visitors); and
- the Tourist Information Centre Program for inquiries in Duncan's downtown core area.

An important part of the operations of both the Museum and the Archives are the volunteers who cheerfully "work" at the museum throughout the year.

#### **OPERATIONS - FINANCIAL**

The Society does not have any guaranteed income, so each financial year is approached with a certain level of insecurity and trepidation. Thankfully, grant monies have come through, e.g., the Community Gaming Branch (\$39,000), the City of Duncan (\$9,150), the Duncan Dabber Bingo (\$6,000), the District of North Cowichan (\$4,000) and the CVRD (\$3,000) for a total of \$61,150. The annual fixed costs of operations are \$61,150 in a bare-bones operation with no paid staff except the Curator/Manager, with day-to-day operations relying solely on volunteer members.

#### **PRESENT SITUATION – COVID19 & SOCIETY STRATEGIC PLAN**

The COVID19 pandemic required that the Museum to close in March 2020. This unforeseen closure provided an opportunity for the Board to revise and add to the strategic plan that they had developed in 2019 which now involves 3 Phases:

- Phase 1 includes refurbishing and painting the exterior, installing new windows, HVAC system and roof for a total cost of \$218,000.
- Phase 2 involves consolidating the two small bathrooms into one that is wheelchair accessible, installation of an interactive information system and physical upgrades to bring the rest of the galleries up to the same high standard as the front entrance and the First Nations and Asian Canadians Galleries for a total cost of \$148,000.
- Phase 3 involves installation of an appropriate fire suppression system in the Museum at a total cost of \$246,000.

The Society has applied to the Community Economic Recovery Infrastructure Program (CERIP) and their Unique Heritage Infrastructure Program for funding for Phase 1.

#### **PRESENT SITUATION – FINANCIAL**

Having to enter each new year with the uncertainty over operating funds is a stressor for the Board and Curator/Manager. It is a credit to past and present Board members and the Curator/Manager involved that the Society has managed to operate this way for many years. It's now time to set this right with some guaranteed core funding.

## THE REQUEST

The Society requests favourable consideration from the three local governments for an annual “line item” contribution to the operations of the Society as follows:

| Agency                     | Present Contribution | Requested Contribution |
|----------------------------|----------------------|------------------------|
| City of Duncan             | \$9150*              | \$15,000*              |
| District of North Cowichan | \$4,000              | \$15,000               |
| CVRD                       | \$3,000              | \$15,000               |

\* exclusive of the annual contribution of \$17,748 for the totem tour program

## PROJECT BENEFITS

The primary benefit of having a guarantee of annual core funding is that it will:

- virtually guarantee that the Society will operate into the long haul and continue to provide a home for the artifacts and memorabilia of the Cowichan Valley for the foreseeable future; and
- allow the Society to continue to honour, celebrate and remember into perpetuity the achievements of the First Peoples and the pioneers/settlers of various cultures that came to live in the Cowichan Valley. Working together these men, women and children transformed this ‘*Warmland*’ into the land of milk and honey that it is today.

Submitted by Sheila Kitson, President, Cowichan Historical Society, January 14, 2021



## City of Duncan and Municipality of North Cowichan Inter-Municipal Relationship Protocol

The City of Duncan and the Municipality of North Cowichan recognize the need to work together to create viable and sustainable communities. Their shared history, adjacent proximity, and general interdependence make it essential that they work together cooperatively. This Protocol is seen as an important tool to help each municipality effectively, efficiently and economically fulfill its mandated purposes and vision for the future. As well, it is hoped that the Protocol will foster a culture of cooperation, provide direction for the broader community, and serve as a foundation for future Councils to build on.

Both municipalities acknowledge that they are legislatively separate with autonomous decision-making authority. While each municipality has its own distinctive political, administrative and jurisdictional realities, both municipalities see value in working together and wish to take advantage of opportunities to improve the well-being of their communities. By working together, the municipalities express the desire to rise above boundaries, parochialism, and politics for the economic, social, and environmental well-being of their citizens.

This Protocol is based on three main themes.

### 1. Promote Inter-municipal and Community Relationships

The implementation of this Inter-municipal Relationship Protocol will serve as a tool to strengthen inter-community relationships by promoting respect, trust and commitment, hallmarks of any good relationship. This Protocol will hold neighbouring Councils responsible and accountable to one another and to the broader community at large, and will also set an example for future Councils and other community-based organizations to follow.

### 2. Commit to Communication

This Protocol calls on elected officials and ~~non-elected officials~~ municipal staff to commit to improve their communication practices with one another. Good communication will facilitate progress on important inter- community initiatives, by promoting understanding and encouraging mutually-acceptable solutions. This will lead to improvements in services, laws and other matters for public benefit. It will also ~~improve~~ enhance the ability of both municipalities to communicate with the public.

### 3. Define How Problems Will be Solved

A strong relationship and good communication does not mean that all matters will be agreed upon. In some cases, each community's unique values, goals, beliefs and perspectives may preclude agreement on specific initiatives or issues. However, a strong relationship and pattern of communication will minimize these instances and foster the capacity and commitment of each municipality to solve problems amicably and address challenges as they arise.

## Roles and Responsibilities

### The Role of Council

Each Council retains the ability and responsibility to make decisions on behalf of its residents. By signing this Protocol, each Council demonstrates to its administration, staff and public that it recognizes the value of the two municipalities working together. By their thoughtful support and active participation in inter-community dialogue and problem solving, Council members set a positive example for their administration and staff.

Both Mayors' enthusiastic support for this Protocol, and cooperative working relationship with one another, will serve as an example and powerful catalyst for the benefits that can be anticipated to flow from this Protocol.

### The Role of Administration

While the elected officials are expected to lead by example and provide direction, this Protocol requires that administrative and operational staff also understand, appreciate and adhere to the principles underlying this Protocol. Administration, through the direction of the Chief Administrative Officers (CAO), will be the primary conduit through which the Protocol is executed. Administration brings continuity to the relationship and will be responsible to ensure effective communication at all levels.

All inter-municipal Council-to-Council information will flow through and be managed by the ~~Chief Administrative Officers~~CAOs who will also oversee management and implementation of combined meetings of both Councils. As the need arises, the ~~Chief Administrative Officers~~CAOs may assign members of their staff to take the lead on various projects and initiatives.

### The Role of Staff

Staff at all levels will be expected to implement the decisions and directions that flow from this Protocol. In doing so, staff will take direction from their respective administration and work cooperatively with their municipal counterparts to implement decisions and directions in a timely and efficient manner. Staff will also be expected to inform their managers about opportunities and challenges that require attention for the mutual benefit of both municipalities.

## The Protocols

Both municipalities commit to build an effective and professional working relationship at the elected, administrative and operational level. Each municipality will ensure that all members of their senior staff are kept aware of the function of their counterparts in the other municipality. Appreciation of the need to work well with their counterpart will be regarded as a core competency for each senior staff member.

To give this Protocol the best chance to succeed, each municipality will:

1. Invite future elected officials to sign the Protocol to demonstrate commitment to the Protocol.
2. Ensure that all future elected officials and senior staff receive information about the importance of communication and collaboration between the municipalities.
3. Strive to keep the other informed of important plans and changes within their municipality.
4. Explore common interests and opportunities to collaborate.
5. Look for more opportunities to share information, learn from and respect the other.
6. Involve each other in common celebrations and ceremonies.
7. Consider how decisions will affect one another and when mutual dialogue is appropriate.
8. Strive to ~~not~~ make decisions that are not at the expense of the other.
9. Explore ways to deliver services more effectively, efficiently and economically through joint initiatives, or through agreement with one another or others.
10. Coordinate preparation of joint media releases through the Chief Administrative Officers CAOs.
11. Promote Duncan and North Cowichan as a desirable area in which to live, work and play.
12. Hold joint meetings of the ~~Chief Administrative Officers~~CAOs and one or more applicable staff at least twice a year separate from any regional meetings of the ~~Chief Administrative Officers~~CAOs.
13. Hold joint meetings of Councils at least twice a year (as outlined in the attached Joint Meeting Guidelines) to discuss mutual concerns, assess on-going and future initiatives, and monitor implementation of the Protocol.
14. Seek to resolve problems in a timely, inexpensive, informal, and cooperative manner (subject to Part 9, Division 3, of the *Community Charter*).



## Conflict Resolution

Both municipalities recognize the need for a joint understanding about how to address misunderstandings and disagreements, and want to resolve issues:

- At the earliest opportunity and at the point closest to where problems originate;
- In a swift, inexpensive and uncomplicated way;
- Using a clear procedural pathway to a solution;
- To maintain a smooth working relationship even when disagreement survives.

It is acknowledged that the processes in this Protocol are in addition to and do not replace processes and remedies provided in legislation or under existing agreements between the municipalities. However, in the event of an inconsistency between a provision in this Protocol and any other agreement or policy, the provisions of this Protocol shall prevail.

If an elected official, administrator, or any staff person from either municipality believes an intention or commitment under this Protocol has been overlooked, or there is a disagreement that is in need of resolution, the matter shall be brought to the attention of the ~~Chief Administrative Officer (CAO)~~. The CAO shall inform their counterpart who will investigate and, if it appears that an intention or commitment was overlooked or an issue needs resolution, the matter may be resolved directly between the municipalities through informal problem solving discussions involving the CAOs and applicable staff members.

If the matter identified is not resolved through informal discussions, the municipalities agree to address it using the following processes:

1. The municipalities will identify appropriate personnel and/or Council members (negotiators) who are knowledgeable about the issue and those persons will work to find a mutually acceptable solution through negotiation.

Those in the negotiation will seek an *integrated outcome* in the decisions they make. An integrated outcome is one in which the ~~parties-municipalities~~ elect to work together, integrating their resources, originality and expertise.

The ~~parties-municipalities~~ will fully explore the issue with a view to seeking an outcome that accommodates, rather than compromises, the interests of all concerned. In that regard, negotiators will seek to:

- a) Clearly articulate their interests and the interests of their municipality;
  - b) Understand the interests of other municipality whether or not they are in agreement with them; and,
  - c) Identify solutions that meet the interests of the other municipality as well as those of their own.
2. If the issue cannot be resolved through negotiation, either municipality may apply to a dispute resolution officer for assistance in resolving the dispute as outlined in Part 9, Division 3 - Dispute Resolution of the *Community Charter*.
  3. Although the municipalities have identified the attributes of negotiation as a preferential process to be encouraged, the municipalities may, by agreement, proceed directly to a mediated process (dispute resolution officer) without first exhausting an unassisted negotiation process.

## The Commitment

By signing this Protocol both municipalities acknowledge their commitment to, and agreement with, the spirit, intent, and content of the Protocol. Further, their signatures demonstrate such commitment and agreement, internally to their management and staff, and externally to the public, particularly their constituents, both residential and business, and other governments. While this Protocol represents a long-term symbolic commitment to inter-municipal cooperation, each municipality retains the right to withdraw from the Protocol by providing the other with 30-days written notice.

Signed this \_\_\_\_\_ day of \_\_\_\_\_, 2021 in Duncan, British Columbia, Canada.

### For the City of Duncan:

\_\_\_\_\_  
Michelle Staples, Mayor

\_\_\_\_\_  
Bob Brooke, Councillor

\_\_\_\_\_  
Garry Bruce, Councillor

\_\_\_\_\_  
Jenni Capps, Councillor

\_\_\_\_\_  
Tom Duncan, Councillor

\_\_\_\_\_  
Stacy Middlemiss, Councillor

\_\_\_\_\_  
Carol Newington, Councillor

### For the Municipality of North Cowichan:

\_\_\_\_\_  
Al Siebring, Mayor

\_\_\_\_\_  
Rob Douglas, Councillor

\_\_\_\_\_  
Christopher Justice, Councillor

\_\_\_\_\_  
Tek Manhas, Councillor

\_\_\_\_\_  
Kate Marsh, Councillor

\_\_\_\_\_  
Rosalie Sawrie, Councillor

\_\_\_\_\_  
Debra Toporowski, Councillor

## Joint Meeting Guidelines

To promote a consistent and shared flow of information from inter-municipal meetings, the following joint meeting guidelines, as adopted by both Councils, will apply.

### Purpose of meetings

- Discuss significant issues affecting both municipalities
- Maintain an open dialogue between Councils
- Foster municipal purposes (see s. 7 of the *Community Charter*)

### Frequency of meetings

- Twice a year (targeting spring and fall)
- Specific dates and times to be determined
- Additional meetings if necessary

### Location of meetings

Alternate between North Cowichan and Duncan City Hall

### Type of meetings

Committee-of-the Whole meetings

- Concurrent Council meetings (optional and topic dependant)

### Meeting Procedure

In accordance with the Council Procedure Bylaw of the host Council.

### Clerical responsibility

Corporate Officer of the host Council

### Agenda Preparation

- Each Council may submit up to 3 topics for the agenda, which must be generally supported by the majority of the Council putting forward the agenda item. Final approval of the agenda topics will be determined by both Mayors.
- Each topic should be accompanied by a brief 1-2 page background report describing the issue, options and providing a recommendation.
- Agendas will be prepared and issued by the Corporate Officer of the host Council once approved by the host Mayor and ~~Chief Administrative Officer~~ CAO.

### Minutes & Follow-up

- Minutes will be prepared by the Corporate Officer of the host Council
- Minutes will be reviewed by both Councils and approved by the host Council
- Follow-up tasks will be coordinated by the CAO of the host Council
- Related Council decisions will be made by each Council, as required