



# School District No. 51 (Boundary)

Regular Meeting of the Board of Education

January 14, 2014 at 5:00 p.m.

Boundary Central Secondary School Library

## Agenda

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### **Call to Order**

### **Presentations/Delegations**

West Side Story – Sarah Tripp

### **10 Minute Comment Period**

### **Adoption of Agenda**

### **Adoption of Minutes**

December 10, 2013 – Regular Meeting

### **Report on In-Camera Meeting from December 10, 2013**

That the Board release they discussed personnel issues, properties/facilities, as well as that the review of the four school model will take place in February after the Board meeting.

### **Correspondence**

Nil

### **Business Items**

#### **1. Superintendent's Report**

- December Report 2013 (Attachment)
- Victoria Music Tour 2014 – request for approval

#### **2. Secretary-Treasurer's Report**

- December Report 2013 (Attachment)
- Enrollment December 2013 (Attachment)
- Expenditure Report (Attachment)

#### **3. Director of Instruction's Report**

- December 2013 Report (Attachment)

#### **4. White Paper (Attachment)**

#### **5. Talking Break**

Finances 2013/2014 - Amended Budget

## **6. Committee Structures**

### **7. Committee Reports**

- AbEd Committee
  - FNEC Conference
- Finance Committee
- Operations Committee
- Policy Committee

### **8. Trustee Reports**

- Rec Commission
  - BISM
  - BCSTA Kootenay Boundary Branch
  - District Literacy
- \* BCSTA Provincial Council
  - \* Okanagan Labour Relations Council
  - \* BCPSEA Rep Council

## **9. Around the Boundary December 2013**

### **10. Trustee Activities and Upcoming Events**

Deadline: February BCSTA PC Motions – January 17, 2014  
BCPSEA 20<sup>th</sup> AGM – January 24, 2014  
BCSTA Provincial Council Meeting – February 21-22, 2014  
BCSTA 110<sup>th</sup> AGM – April 24-27, 2014

## **Future Agenda Items**

**Next Board Meeting:** February 11, 2014 – **Time to be confirmed**  
Boundary Learning Centre

## **Adjournment**

### **QUESTION PERIOD**

The purpose of this portion of the Agenda is to provide the opportunity to members of the public, press, radio and staff to ask questions or request clarification on items placed on this evening's Regular Meeting Agenda.

Questions which do not arise from the Agenda may certainly be addressed. Points may be raised before or after the meeting days by approaching the Executive Officers or Chairperson. If such queries require formal address by the Board, they can be submitted, in writing, and considered for placement on the Agenda for subsequent meetings. Such inquiries are welcomed as many routine questions can be handled by the staff.

# School District No. 51 (Boundary)

Minutes of a Regular Meeting of the Board of Education of School District No. 51 (Boundary)  
held Tuesday, December 10, 2013 at the School Board Office

The Chairperson called the meeting to order at 6:01 p.m.

Present:	Mrs. T. Rezansoff	Chairperson
	Mrs. C. Riddle	Vice Chair
	Mrs. V. Gee	Trustee
	Mr. K. Harshenin	Trustee
	Mr. D. Reid	Trustee
	Mrs. C. Strukoff	Trustee
	Mrs. R. Zitko	Trustee
	Mr. K. Argue	Superintendent
	Mrs. J. Hanlon	Secretary-Treasurer
	Mr. D. Lacey	Director of Learning

## Presentations/Delegations

Principal Stewart, Grand Forks Secondary School, and a GFSS student shared about Project Heavy Duty.

## Adoption of Agenda

MOVED Gee  
2ND Zitko

“That the Agenda for December 10, 2013 be adopted as circulated.”

CARRIED

## Adoption of Minutes

MOVED Riddle  
2ND Strukoff

“That the Minutes of the November 12, 2013 Board Meeting be adopted as amended changing the wording under Trustee reports to: “that when a letter is written.”

CARRIED

## Report on In-Camera Meeting from November 12, 2013

The Board discussed personnel issues, properties/facilities, ratified the CUPE contract and was provided with an update from Principal Foy on the four school model.

## Correspondence

Phoenix Foundation Letter asking the Board to contribute to Vital Signs 2014.

MOVED Strukoff  
2ND Zitko

“That the Board donate the sum of \$1,000 dollars to the Phoenix Foundation for Vital Signs 2014.”

CARRIED

The BCSTA Letter to Minister Fassbender was circulated.

## Business Items

### 1. Superintendent’s Report

The Superintendent reported on school visits, meetings attended in November as well as presented the Superintendent’s report on student achievement. The following motion was made:

MOVED Riddle  
2ND Strukoff

“That the Board approve the Superintendent’s Report on Student Achievement 2013/2014 as presented.”

CARRIED

**2. Secretary-Treasurer's Report**

The Secretary-Treasurer provided an update on Pacific Carbon Trust initiatives. She presented the month end expenditure and enrolment reports and reported out on a theft at the Grand Forks bus yard.

**3. Director of Learning Report**

The Director of Learning gave an update on school visits, and reported on the Special Education and Aboriginal Education events for November.

**4. Year in Review**

Board Chair Teresa Rezansoff reported on the Board's work in the year of 2013.

**5. Talking Break**

The group discussed the importance of trades and transition programs in the secondary schools.

**6. Connecting with Local Governments & MLA**

The Board expressed interest in meeting with elected officials. Plans and dates will be communicated in January.

**7. Financial Disclosure Statements**

These statements need to be returned to the Secretary-Treasurer each year between January 1 and January 15.

**8. Election of Board Chair and Vice Chair**

The Superintendent assumed the Chair for the Board Chairperson selection proceedings. The Secretary-Treasurer called for nominations for the position of Board Chair.

MOVED Harshenin  
2ND Reid

"That the Board elect Teresa Rezansoff as the Board Chair from December 10, 2013 to December 9, 2014."

CARRIED

MOVED Zitko  
2ND Strukoff

"That the Board elect Cathy Riddle as the Board Vice-Chair for December 10, 2013 to December 9, 2014."

CARRIED

**9. Board Representatives for 2014**

MOVED Riddle  
2ND Harshenin

"That the Board elect Cindy Strukoff as the Trustee Representative to the BCSTA Provincial Council and David Reid as the Alternate for 2014."

CARRIED

MOVED Gee  
2ND Riddle

"That the Board elect Cindy Strukoff as the BCPSEA Representative Council/BCSTA Bargaining Council Representative and Ken Harshenin as the Alternate for 2014."

CARRIED

MOVED Zitko  
2ND Riddle

"That the Board appoint Ken Harshenin as the Trustee Representative to the Okanagan Labour Relations Council (OLRC) and Jeanette Hanlon as the Alternate for 2014."

CARRIED  
Agenda

**10. Committee Reports**

The committee structures for 2014 were reviewed. Trustee Gee reported on the Policy Committee meeting and the development of the Gender and Sexual Minorities Policy.

Policies No. 1320 and No. 2065 were reviewed and the following motions were made:

MOVED Gee  
2ND Strukoff

“That the Board approve and adopt Policy No. 1320 Fundraising.”

CARRIED

MOVED Gee  
2ND Riddle

That the Board approve and adopt Policy No. 2065 Use of Facilities and Equipment by Staff.”

CARRIED

**11. Trustee Reports**

Kootenay Boundary Motion Building Session will be on January 11, 2013.  
Trustees Reid and Harshenin reported on the BCSTA Trustee Academy.

**12. Around the Boundary**

November 2013 Around the Boundary was presented.

Meeting adjourned at 8:25 p.m.

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Chairperson

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Secretary-Treasurer

**Kevin Argue  
Superintendent of Schools  
Month-End Report  
December 2013**



**School Visitations**

- West Boundary Elementary School
  - Attended 4 School Video Assembly – Food Drive Weigh In
- Beaverdell Elementary School
  - Attended Beaverdell Elementary School Christmas concert
- Boundary Central Secondary School
  - Attended West Side Story Production at BCSS
- Christina Lake Elementary School
  - Attended CLES Christmas Concert
- Perley Elementary School
  - Attended Perley Christmas Concert
- Grand Forks Secondary School
  - Attended talent show (Scott Stewart and Shawn Lockhart performed)
- Walker Development Center
  - Shared a wonderful turkey meal made by students, staff and families



**District Planning**

The four goals of the SD51 Achievement Contract are:

1. To embed the Inquiry Process into teaching and learning throughout SD51
2. To improve student achievement in Reading, Writing and Numeracy
3. To implement emerging technologies in teaching and learning in all classrooms for all students in School District 51
4. To develop a District-shared vision to embed Health Promoting Schools initiatives into the schools and classrooms of School District 51

**Ministry Initiatives**

- Participated in the new student information system 'ConnectEDBC" teleconference

**Meetings in District**

- Meeting with City of Grand Forks regarding Community Network
- Meeting with Sgt. Harrison of RCMP

**Meetings out of the District**

- BCSTA Trustee Academy
  - Sessions
    - Larry Espe – Connecting with Trades and Transitions
    - Rod Allen – Connecting with the New Curriculum
  - Keynote Speakers
    - Vaughn Palmer
    - Gordon Hogg
    - Carol James
    - Dr. Martin Brokenleg



## **Secretary-Treasurer's Report December 2013 J. Hanlon, Secretary-Treasurer**

### **Finances**

We received our final funding allocation for 2013/2014. There were no changes to the final amount; only changes within the formula reflecting information we provided to the Ministry this fall. During the talking break I will provide an update.



In December I did an analysis of our expenses compared to similar districts in the province. I reviewed our current financial situation, worked on the amended budget, started looking at enrolment figures and began preparing the 2014/2015 budget.

### **Custodians**

During December, the school custodians did a major clean. We appreciate their hard work and dedication to their jobs.

### **Technology**

The technology staff continued to work over the break. At GFSS they installed the new UPS, fixed the PA system, and installed Vectorworks software in the CAD lab. They deployed L4U, our library software, to Beaverdell and Big White. They did software upgrades to the web filter and the phone system, as well as continuing to complete work orders.

### **Christmas Events**

I was able to attend the BCSS production of **WEST SIDE STORY**. Congratulations to this talented group of actors and their teacher Sarah Tripp for putting on such an excellent production.

I also attended the Christmas lunch hosted and prepared by the students and teachers at Walker Development.

### **Payroll Year End**

Lynn Heriot, payroll administrator, worked over Christmas to complete the payroll year end. This process is done at the end of the calendar year whereas the accounting year end process is done in the summer, at the end of the fiscal year.



**School District No. 51 (Boundary)**  
**Enrolment**  
**As of December 31, 2013**

**Head Count**

	<b>31-Dec-13</b>	<b>30-Nov-13</b>	<b>Increase (Decrease)</b>	<b>30-Sep-13</b>
GFSS	342	341	1.0000	342
Perley	261	261	-	264
Hutton	245	242	3.0000	241
CLES	78	81	(3.0000)	85
BCSS	127	126	1.0000	123
MES	33	33	-	32
GWD	32	32	-	31
WBES	106	106	-	107
BES	10	10	-	10
Big White	37	32	5.0000	27
Walker	30	30	-	22
<b>Total</b>	<b>1301</b>	<b>1294</b>	<b>7.0000</b>	<b>1284</b>

## Expenditure Report

Object	Title	December	YTD	ENCUMBERED	BUDGET	Remaining	%
10	Principal & Vice Principal Sal	82,566.25	479,600.73		995,249	515,648	52
11	Teacher Salaries	566,392.85	2,261,823.70		5,750,161	3,488,337	61
12	Non-Teachers Salaries	245,350.87	1,162,892.02		2,879,075	1,716,183	60
13	Management Salaries	32,589.83	195,538.98		403,401	207,862	52
14	Substitute Salaries	32,687.77	167,114.06		509,159	342,045	67
19	Trustees Indemnity	6,268.40	37,610.40		75,223	37,613	50
21	Statutory Benifits	24,033.49	143,086.87		573,573	430,486	75
22	Pension Plans	128,116.78	548,500.43		1,374,038	825,538	60
23	Medical And Life Benifits	49,536.53	267,192.70		614,496	347,303	57
31	Services	27,491.12	216,723.12	38,493.07	564,297	309,081	55
33	Student Transportation	6,576.79	29,842.68		83,105	53,262	64
34	Training & Travel	19,797.24	137,566.15		229,810	92,244	40
36	Rentals & Leases	2,887.50	16,857.50		33,528	16,671	50
37	Dues And Fees	1,766.46	58,757.91		71,790	13,032	18
39	Insurance		61,114.00		67,400	6,286	9
51	Supplies	60,335.45	363,134.46	33,720.40	1,056,412	659,557	57
54	Electricity	9,288.71	99,299.66		283,000	183,700	65
55	Heat	11,925.16	30,867.49		143,000	112,133	78
56	Water And Sewage		4,839.35		21,000	16,161	77
57	Garbage And Recycling	50	4,842.74		17,000	12,157	72
<b>Totals</b>		<b>1,307,661.20</b>	<b>6,287,204.95</b>	<b>72,213.47</b>	<b>15,744,717.00</b>	<b>9,385,299.00</b>	<b>60</b>



## **December 2013 Report**

### **Director of Learning**

### **Doug Lacey**

#### **School Visits**

##### **Hutton Elementary School**

- Visited Mrs. Grieve's Grade 2/3 class and observed students working on "How Many Ways" activity for Mathematics (Dec. 3)
- Participated in student I.C.M. (Dec. 11)

##### **Perley Elementary School**

- Attended Perley afternoon Christmas Concert (Dec. 10)

##### **Boundary Central Secondary School**

- Attended "West Side Story" production (Dec. 16)



Perley Christmas Concert

#### **Special Education and Student Services**

- Joanne Gidney and Toni Hoffman have begun designing a I.E.P. writing mentoring program for Special Education teachers and will begin the mentoring process in the new year.
- We continue to work on the Psych. Ed. assessment priority list for duration of the school year beginning in the middle of January.

#### **Aboriginal Education**

- Marilyn Hansen, Wanda Hecht, Vicki Gee, and I attended the annual FNEESC conference. The highlight for me was the readings done by the Aboriginal author, and Giller-Prize winner, Joseph Boyden, which focused on the impact of residential schools.



Working on the mural project at BCSS with Terry Jackson

#### **Ministry Reports**

- Worked with Kevin Argue on the annual December Superintendent's Report on Student Achievement.

#### **Partnership Meetings**

- December 2 – Capacity Project Collaboration Meeting with Gerald Morton and Sean Cameron on Data Analytics tool.
- December 3 – Community member meeting regarding writing a grant to support the mental health of youth in the Boundary.
- December 3 – Participated in online training webinar for the UBC Early Development Instrument to be completed in January 2014.

- December 4 – Attended seminar in Kelowna on the roll-out of the new student common information system – ConnectEd BC.
- December 6 – Participated in a regional teleconference sharing session on Suicide Prevention Education plans and initiatives
- December 12-14 – Attended annual FNEESC conference in Vancouver.
- December 17 – Met with Rob Plaskett of SET BC to discuss upcoming changes in SET BC services.
- December 18 – Participated in an online meeting regarding using first term report card mark analysis on the Data Analytics Program.



West Side Story Performance - BCSS



December 12, 2013

Ref: 154579

Mrs. Teresa Rezansoff  
Board Chair  
Boundary  
PO Box 640  
Grand Forks, BC V0H 1H0

Dear Board Chair Rezansoff:

I am writing today to invite your board of education's input on the second phase of campaign finance reform for local elections.

As the Minister of Community, Sport and Cultural Development, I am responsible for local government and consequently for the proposed *Local Elections Campaign Financing Act* (LECFA). As you know, elections rules for boards of education are substantially the same as for local governments because of the connection between the *Local Government Act* and the *School Act*. The proposed LECFA would apply to local elections, including board of education elections.

As noted in the September 2013 White Paper on Local Elections Reform, I began targeted stakeholder engagement on expense limits in November 2013. The intent is to develop and introduce expense limits legislation in time for the next local elections *after* 2014. Given the diversity of views on the topic and the complex policy issues, I want to start discussions on expense limits early and be in a position to introduce expense limits with plenty of lead-time before the next elections after 2014. Expense limits would ultimately be added into the proposed LECFA. This two-phase approach allows campaign participants to first become familiar with a new, separate Act with new rules around transparency, accountability and enforcement before adding expense limits into local elections.

Information gathered through talking to key stakeholders will help inform the development of expense limits. We will be having regular discussions with the Union of British Columbia Municipalities' Executive and local governments as we move forward. However, in addition to consulting with the British Columbia School Trustees Association's board, I also wanted each board of education to have an opportunity to share perspectives on issues related to expense limits. I would appreciate your thoughts on questions and issues around campaigning for office. For example,

- In your school district, do you think the cost of campaigning is a deterrent to people considering running for office?
- What are the most significant cost pressures in local campaigns?

.../2

Mrs. Teresa Rezansoff  
Board Chair

Page 2

- Are campaign finance issues different in small communities than in large communities, and if so, in what ways?
- Are campaign finance issues different in boards of education elections than in municipal elections?

I am also interested in your views on approaches to setting expense limits in local elections. The Local Government Elections Task Force recommended expense limits for candidates and third party advertisers in all communities. The Task Force suggested that expense limits need to take community population into account in order to work in British Columbia's diverse communities, and that elector organizations should not get a separate, additional limit. The Task Force did not specify what expense limits should be.

Enclosed for your reference is a short discussion paper. The paper includes some background on expense limits issues, including some information on local campaign spending in British Columbia and information on other provinces' approaches. This paper can also be found at: [www.localgovelectionreform.gov.bc.ca](http://www.localgovelectionreform.gov.bc.ca). Comments from the public are also invited until January 31, 2014.

Please note that it is optional to provide feedback on expense limits issues. I understand that boards have busy agendas and it may be difficult to find time to discuss this issue. However, I do appreciate hearing from your board.

Please provide your thoughts by January 31, 2014. Submit your feedback electronically to: [Localgovelectionreform@gov.bc.ca](mailto:Localgovelectionreform@gov.bc.ca), or in writing to:

Local Government Elections Reform  
Ministry of Community, Sport and Cultural Development  
PO BOX 9847 STN PROV GOVT  
Victoria, BC V8W 9T2

Let me also take this opportunity to remind you that the White Paper on Local Elections Reform released in September 2013 provided a draft version of the proposed new LECFA, to be introduced in the Legislature in Spring 2014. If passed, the Act would make a significant number of changes, principally related to enhanced transparency, compliance and enforcement for the November 2014 local elections.

Thank you in advance for your assistance.

Sincerely,



Coralee Oakes  
Minister

Enclosure

pc: Honourable Peter Fassbender, Minister of Education



November | 2013

# Expense Limits in Local Elections Discussion Paper



Ministry of  
Community, Sport and  
Cultural Development

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## EXECUTIVE SUMMARY

The Local Government Elections Task Force, a partnership between the Province and the Union of BC Municipalities, was created to recommend changes to local elections rules. One of the 31 recommendations in the Task Force's May 2010 final report was that the Province establishes expense limits for candidates, elector organizations and third party advertisers in local elections.

The Government of British Columbia intends to introduce expense limits in time for the next local elections after November 2014.

As noted in the [White Paper on Local Government Elections Reform](#), government initiated targeted stakeholder engagement on expense limits issues in November 2013. Government will use information gathered through this process to inform the development of expense limits. While it may seem early to be talking about expense limits issues, it is important to be prepared to introduce legislation early enough that campaign participants are ready for expense limits and the new rules.

This discussion paper outlines the policy building blocks for expense limits and some of the complex policy issues involved in the legislative framework for expense limits. It also provides discussion questions. The appendices contain information on trends in local campaign spending in B.C., and on other provinces' approaches to expense limits for local elections.

### How do I give my feedback?

Please provide your written comments by January 31, 2014.

**Website:** [www.localgovelectionreform.gov.bc.ca](http://www.localgovelectionreform.gov.bc.ca)

**Email:** [localgovelectionreform@gov.bc.ca](mailto:localgovelectionreform@gov.bc.ca)

**Mail:** Local Government Elections Reform  
Ministry of Community, Sport and Cultural Development  
PO BOX 9847 STN PROV GOVT  
Victoria BC V8W 9T2

## INTRODUCTION

### Why expense limits in local elections?

The Local Government Elections Task Force, a partnership between the Province and the Union of BC Municipalities, was created to recommend changes to local elections legislation. One of the 31 recommendations in the Task Force's May 2010 [final report](#) was that the Province establishes expense limits for candidates, elector organizations\* and third party advertisers in local elections.

In reviewing written submissions and listening to the dialogue on elections issues, the Task Force heard a great deal of support for establishing expense limits in local elections. The Task Force believed that expense limits could increase accessibility and fairness by levelling the playing field among candidates; encouraging candidate participation; and reducing the need for large contributions to fund expensive campaigns.

The provincial government accepted the Task Force's recommendations and committed to implementing them – including expense limits.

### What is happening with expense limits?

**Timing:** The Province released a [White Paper on Local Government Elections Reform](#) in September 2013. The White Paper provided a draft version of the proposed new *Local Elections Campaign Financing Act*, to be introduced in the Legislature in Spring 2014. If passed, the Act would put into place the majority of the Local Government Elections Task Force's recommendations in time for the November 2014 local elections. These changes are focused on improved accountability, transparency, compliance and enforcement. The draft Act applies to local government and board of education elections.

*For more detail on the changes proposed for 2014, please see [www.localgovelectionreform.gov.bc.ca](http://www.localgovelectionreform.gov.bc.ca)*

The draft *Local Elections Campaign Financing Act* represents Phase I of campaign finance reform in BC local elections. Phase II involves introducing expense limits legislation in time for the next local elections *after* 2014. The phased approach will allow campaign participants, local elections administrators and others to adapt to the changes before adding spending limits to the local elections system. The phased approach also allows more time for discussion of expense limits issues before any decisions are made.

**Stakeholder engagement:** As noted in the White Paper, government initiated targeted stakeholder engagement on expense limits issues in November 2013. Government will use information gathered through this process to inform the development of expense limits. The intent is to introduce legislation for expense limits *after* the November 2014 local elections. While it may seem early to be talking about expense limits issues, it is important to be prepared to introduce legislation early enough that campaign participants are ready for expense limits and the new rules to make the limits work.

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\* Elector organizations are groups that promote candidates in local elections. They are sometimes referred to as municipal 'political parties.' Elector organizations endorse candidates. The organization's endorsement appears on the ballot next to candidates' names. Elector organizations regulated under the legislation – e.g. currently they must have at least 50 members that are electors in the municipality and have existed for at least 60 days, and they must file campaign finance disclosure statements. See the ministry's [guide](#) for more information.



## BACKGROUND ON EXPENSE LIMITS FOR B.C. LOCAL ELECTIONS

### What are the guiding concepts on expense limits?

In accepting the Task Force's recommendation to establish expense limits, the provincial government has been taking the Task Force guidance for developing expense limits as a starting point. The Task Force laid out some objectives or outcomes it thought should shape expense limits. The Task Force recommended that expense limits:

- be high enough to allow reasonable campaigns, but not so high as to allow a few participants to dominate,
- need to work in different sized communities (i.e. a formula-based approach would make sense, but a straight per resident formula would not be effective), and
- have a neutral effect on candidates' decisions to run independently or to create/join elector organizations.

The Task Force recognized that campaign spending was quite low in the majority of BC's communities. However, for fairness reasons the Task Force felt it was important to have expense limits in all communities. The Task Force suggested that expense limits be set in a way that reflects population size in order to make the limits effective and fair in all BC communities (ranging in population from about 180 people to more than 600,000 people).

The Task Force also emphasized that expense limits should not "punish" or "reward" candidates that are endorsed by elector organizations. The Task Force saw that while the majority of BC communities do not have elector organizations, where elector organizations do exist, they are a fairly prominent part of elections in the community. The Task Force did not want expense limits to provide an incentive to create more elector organizations (or splinter existing ones) simply for the sake of obtaining higher "spending room." It would also be unfair to independent candidates (who are not endorsed by elector organizations) if elector organizations got additional limits beyond what candidates get.

The Task Force assumed that the Province would establish expense limits. In some other provinces, local governments have the power to, by by-law, set their own campaign finance rules. The Task Force also recommended that Elections BC enforce campaign finance rules in local elections, so that means Elections BC would enforce expense limits.

The following are some of the key policy concept coming out of the Task Force's guidance:

- expense limits need to work for all communities
- candidates and third party advertisers would be subject to expense limits
- elector organizations would not get expense limits over and above candidates' limits
- expense limits would be sensitive to population size
- expense limits would also apply in board of education elections
- the Province would set expense limits
- Elections BC would enforce the limits as part of its role in enforcing campaign finance rules

## How can I add to the expense limits discussion?

The purpose of stakeholder engagement on expense limits is to explore how best to set expense limits that work for all communities. The Province will need to decide on the approach to setting expense limits numbers, and on the related “framework” rules.

You are invited to share your thoughts on expense limits issues. Below are some questions the Province would like to explore. Feel free to answer as many of the questions as you wish, and to give feedback on issues you would like to raise that are not covered by the questions below.

For additional background, please see Appendix 1 (Facts on Campaign Spending in B.C.) and Appendix 2 (Expense Limits in Local Elections in Other Provinces).

## Discussion questions

### Questions about campaigning

- In your community, do you think the cost of campaigning is a deterrent to people considering running for office?
- What are the most significant cost pressures in local campaigns?
- Are campaign finance issues different in small communities than in large communities, and if so, in what ways?
- Are campaign finance issues different for board of education elections than for local government elections?
- Do you think social media will impact (raise or lower) campaign spending? Why or why not?

### Questions about the policy “starting point” for expense limits

The Task Force provided some policy guidance on expense limits, suggesting that limits

- be high enough to allow reasonable campaigns, but not so high as to allow a few participants to dominate,
  - need to work in different sized communities (i.e. a formula-based approach would make sense, but a straight per resident formula would not be effective), and
  - should have a neutral effect on candidates’ decisions to run independently or to create/join elector organizations.
- Do you think that these objectives are a reasonable starting point for expense limits? Is there anything you would change about these objectives, or anything important missing?
  - Page 2 shows the key policy concepts coming out of the Task Force’s guidance. Would you change any of these?

### Questions about possible expense limits models

- In the two other provinces where the provincial government sets expense limits for local elections, the limit is established by a formula with a “base” amount and additional amounts for each elector. For example, in Ontario, the limit for a mayoral candidate is \$7,500, plus 85 cents per elector and \$5,000 plus 85 cents per elector for council candidates. The same formula for all



communities results in different *limits* in each community depending on population.

- Does the concept of a base amount, plus additional “per resident” amounts, seem like a reasonable approach in BC?
- Or are there other, simpler models to consider? For example, would “tiered” limits (the same limit for all communities under 5,000 or so people, a higher limit for all communities of 5,000 to 10,000 people, and so on) be a better approach?
- If a model were established that resulted in different limits in each community (such as a base plus per resident model), would you support the Province making things simple for candidates and local governments by calculating the limit in each community and providing notice of the limits?
- Are there other, additional factors beyond population that should be taken into account when setting expense limits?
- How should board of education candidate limits be set? Should they be connected to the limits for council candidates (i.e. the same as a council candidate’s limit)? If so, what happens when the boundaries of school districts do not line up with municipal boundaries?
- Would it make sense for third party advertisers’ limits to be connected to the limits for candidates in the community where the third party is conducting advertising?

### What other factors must be considered in developing expense limits?

Establishing expense limits requires some basic policy decisions – who limits apply to, how much the limits are and how they are set. In addition to considering those basic policy decisions, government will also need to address a host of related “framework” issues. For expense limits to be effective, there will need to be rules in the legislation that set out in detail how expense limits are managed and enforced.

For example, following the Task Force guidance, elector organizations would not have a separate expense limit over and above expense limits for candidates. Framework rules would be needed to manage the relationship between candidates and the elector organizations that endorse them. Questions such as who can incur expenses (the elector organization, the candidate, or both) raise further questions, such as who is responsible if there is over-spending?

Some complex policy issues stem from the need to make sure that expense limits can’t be circumvented. For example, policies will be needed for candidates that share advertising (or other campaign expenses, like candidate meet-and-greets). The legislation would still allow candidates to work together informally as a “slate” (i.e. outside of an elector organization), but rules to prevent collaborating for the purposes of working around expense limits would be needed. For example, it would be unfair for a candidate with left over “spending room” to pay for advertising promoting another candidate who has already reached his or her expense limit. Rules about how to attribute shared expenses fairly amongst candidates would be needed.

In designing expense limits for local elections, there are constitutional issues to consider. For example, a number of Canadian court cases have upheld the general principle that regulating third party advertising during elections is an acceptable limitation on freedom of speech. However, rules for third parties must strike a reasonable balance between regulation and not unduly impairing freedom of speech. Other legal factors (such as protection of privacy) will have to be considered.

These policy issues are flagged in this paper to provide a preview of the types of policy decisions government will need to make, over and above deciding what the actual limits amounts in each community should be. It is not as simple as just adding the limits numbers or formula into a piece of legislation.

### Next steps – what happens with the feedback from stakeholders?

In addition to seeking feedback on this paper, the Minister of Community, Sport and Cultural Development will also be speaking to the Union of BC Municipalities and its area associations between November 2013 and late January 2014. Views of the B.C. School Trustees Association will also be sought, as will views of other campaign participants, such as elector organizations. In Spring 2014, a summary of information received will be published. The Province will consider the results of this targeted stakeholder engagement when developing expense limits and related “framework” rules.

### Next steps - how would expense limits be implemented?

The White Paper on Local Government Elections Reform (issued September 2013) details a proposed new Act for local elections campaign finance - the draft *Local Government Campaign Financing Act*. If passed by the Legislature in Spring 2014, the Act would bring into force a number of major changes in place in time for the November 2014 local elections. Those changes are focused on improved transparency, improved campaign finance disclosure and a role for Elections BC in enforcement of campaign finance rules in local government elections.

The *Local Government Campaign Financing Act* is Phase I of local elections campaign finance reform.

For Phase II, the government intends to develop local elections campaign expense limits in time for the next local elections *after* November 2014.

Introducing expense limits requires legislation. The *Local Government Campaign Financing Act* would be amended to establish expense limits and related policy rules. Like all legislation, expense limits amendments would be tabled for the Legislature’s consideration.

## How do I give my feedback?

Please provide your written comments by January 31, 2014.

**Website:** [www.localgovelectionreform.gov.bc.ca](http://www.localgovelectionreform.gov.bc.ca)

**Email:** [localgovelectionreform@gov.bc.ca](mailto:localgovelectionreform@gov.bc.ca)

**Mail:** Local Government Elections Reform  
Ministry of Community, Sport and Cultural Development  
PO BOX 9847 STN PROV GOVT  
Victoria BC V8W 9T2



## Appendix 1: Facts on Campaign Spending in B.C.

### Considering the context

In addition to considering the Task Force's policy guidance on expense limits, it is important to consider campaign spending trends in BC.

There are over 1,660 elected positions in over 250 government bodies filled during local elections. Typically, around 3,000 candidates run for these offices. Comparing campaign spending across communities and over multiple years is currently difficult because there is no central place to find all campaign finance disclosure statements for municipal, electoral area director (regional district electoral area) and board of education candidates.<sup>1</sup>

Other factors add complexity:

- Support from campaign organizers\* might have led to some candidates' spending being lower than it would otherwise have been. The precise amount of support received from campaign organizers cannot accurately be factored into candidate spending figures.
- Not all spending disclosed in campaign finance disclosure statements was done during the campaign period. For example, a portion of the costs for "paid campaign work" in some electoral organizations' disclosure forms was probably for having paid staff in the years in between elections. Maintaining an organization in between elections is certainly relevant to the campaign; however, actual spending during campaign time may be lower than it appears from disclosure statements.
- "Average" spending may not present a full picture of what it typically costs to campaign in a community. For example, one or two "outlier" candidates who spend much more than their competitors affect calculations of average spending for that community. Similarly, it is reasonable to guess that candidates who spent nothing and got almost no votes probably didn't actually campaign; such candidates would skew the average downwards.
- Campaign finance disclosure statements may not disclose spending fully and accurately.

These caveats aside, looking at a sample of municipal election spending reveals some general trends.

### Trends in municipal campaign spending

Overall, spending is fairly low. To gauge how much was spent by people who ran competitive campaigns, a sample of spending by "contenders" was taken. Only the top two-thirds of candidates closest to winning a seat were classified as contenders. Including people who may have spent nothing, and also got almost no votes (indicating that they possibly did not campaign at all) would lead to a less realistic estimate of what it costs to be competitive.

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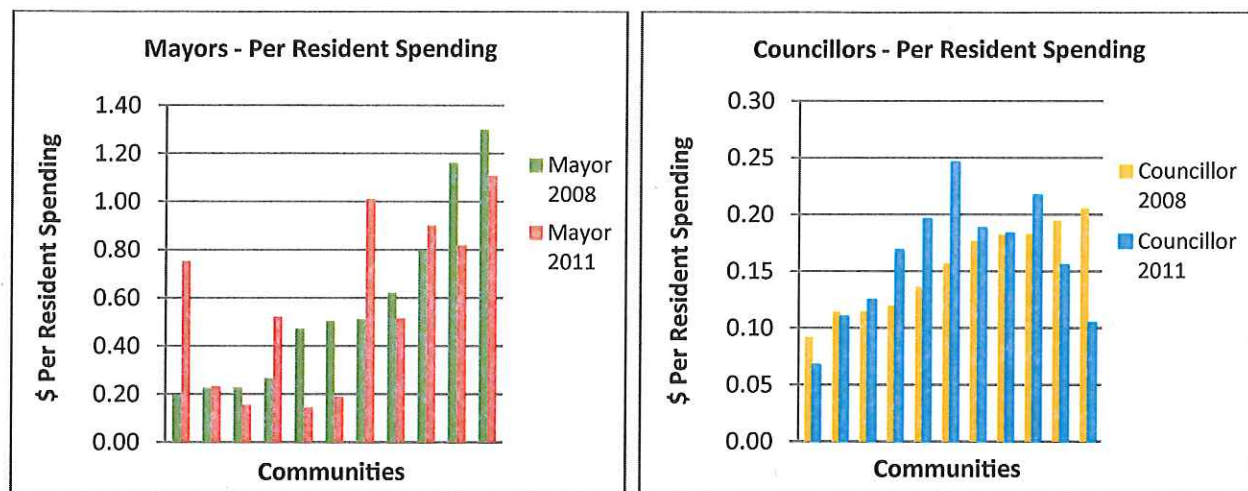
<sup>1</sup> The draft *Local Elections Campaign Financing Act* would make all campaign finance disclosure statements available through Elections BC.

\* Campaign organizers are individuals or groups that promote or oppose candidates or points of view during elections. A campaign organizer must identify itself to the local chief election officer once it raises contributions, or incurs expenses, valued at \$500 or more. Campaign organizers must also file campaign finance disclosure statements. Unlike electoral organizations, campaign organizers do not necessarily have a relationship with candidates they support or oppose. See the ministry's [guide](#) for more information. The proposed *Local Elections Campaign Financing Act* would discontinue the concept of campaign organizers, instead regulating "third party advertisers."



In this sample of spending in communities of various sizes by almost 500 contenders for mayor and council seats, only 8% of candidates spent more than \$50,000. 31% spent less than \$2,000.

Spending is not that predictable. Overall, spending seems to be driven mostly by the political dynamics in a particular community in a particular election. “Hot races” can mean more spending in a community in compared to elections in other years. Conversely, if fewer candidates run in an election, or if electors are less interested in the candidates or issues, spending might go down. Spending does not necessarily go up by a predictable amount each election. The following charts provide an illustration of 2008 vs. 2011 election spending in a random sample of 11 communities of various sizes. The charts demonstrate some of the potential variability in per resident spending from one election to the next.



Spending is not only variable from one election to the next, but it is also quite variable between communities of similar size. For example, the following table shows what candidates spent per resident spending differences in two sample communities in two different size groupings in 2011.

#### Sample of Candidate \$ Per Resident Spending in Two Community Sizes

Communities 4,000 to 5,500 people:

Community	Mayor	Council
A	\$5.56	\$1.11
B	\$0.21	\$0.63

Communities 75,000 to 80,000 people:

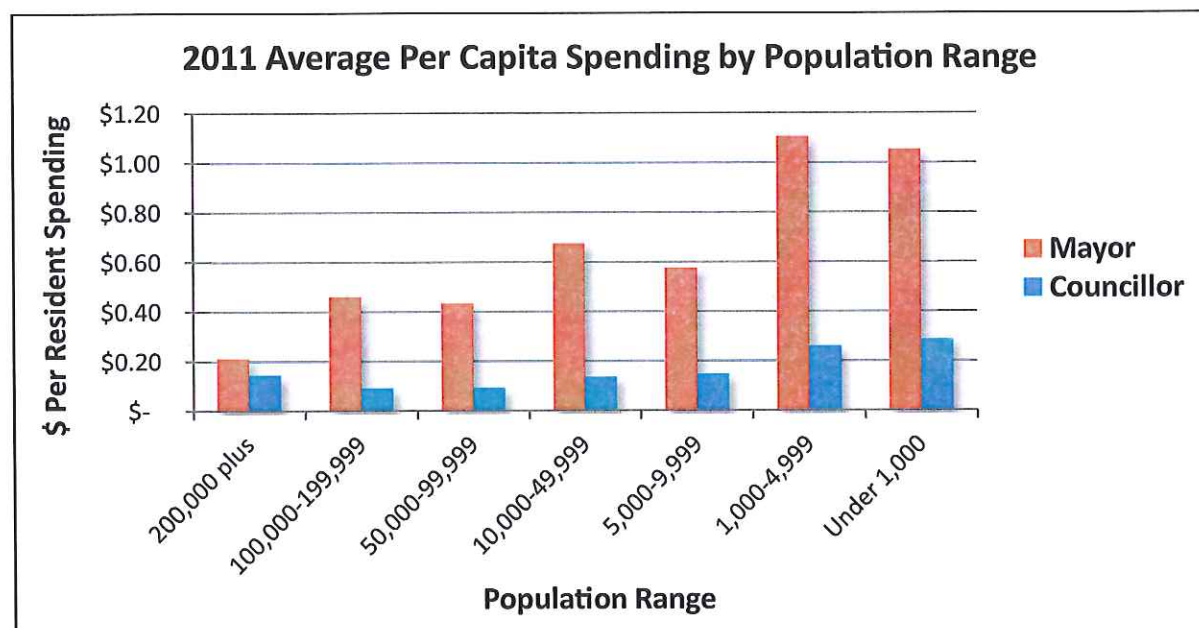
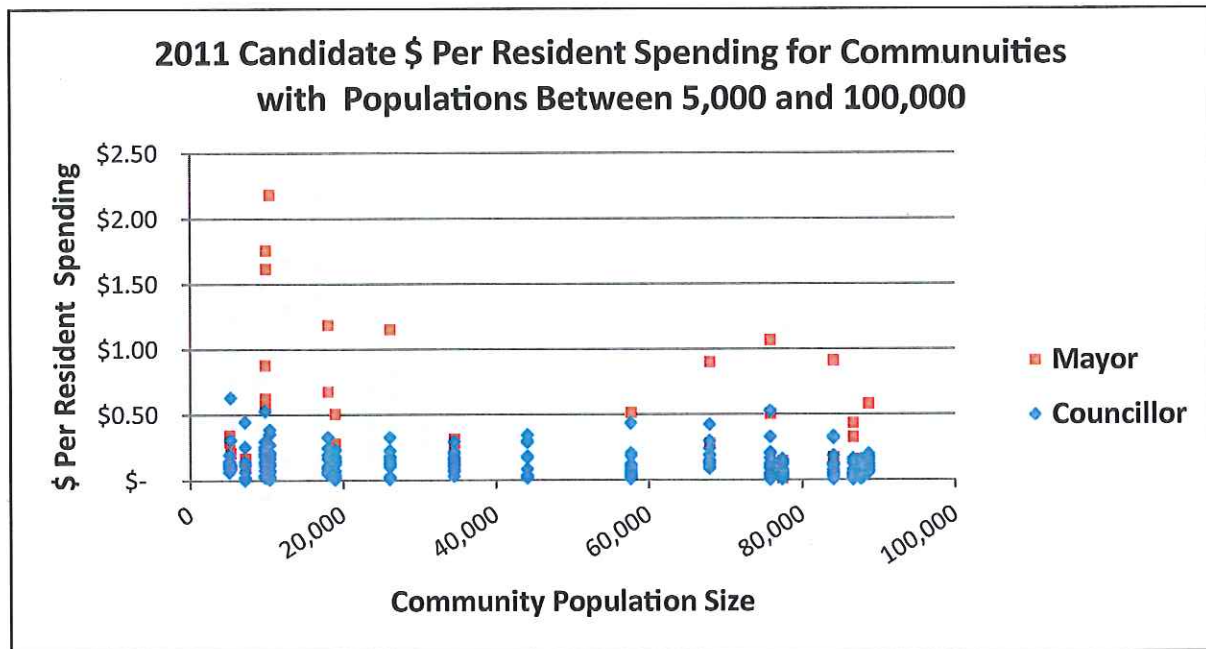
Community	Mayor	Council
C	\$0.79	\$0.12
D	\$0.08	\$0.07

These examples suggest that

- spending in smaller communities can be high relative to the community’s population, and
- spending in a community can be high relative to other similarly-sized communities.

Some candidates spend a lot more than their competitors. In communities of any size, some candidates are spending “outliers” compared to their competitors.

Mayoral candidates spend more than council candidates. Council candidates compete for one of several seats. The mayor’s race is “winner take all” and may be more easily influenced by high spending in a tight race. In a sample of 492 disclosure statements from communities of all sizes in the 2011 election, mayoral candidates spent an average of almost 4 times more per resident than what council candidates spent (\$0.64 per resident and \$0.17 per resident respectively).



In addition to showing that mayoral candidates spend more than council candidates, the previous chart shows that per resident spending may be higher in small communities. Relatively higher per resident spending in smaller communities probably indicates that there is a certain base cost involved in campaigning, and possible economies of scale in larger communities.

Spending in Vancouver is uniquely high and appears to increase each election. In 2008, spending by all elector organizations that had at least one endorsed candidate elected, plus the spending disclosed by their endorsed candidates (whether elected or not), totalled about \$4.5 million. In 2011, the total was about \$5.3 million. Total spending in Vancouver is far higher than spending in any other community in BC.

Vancouver elections are unique in several ways. Vancouver is the most populous city, with almost 178,000 more people than the next largest city. Vancouver sees a consistently large number of candidates for all offices each year. It also has an elected parks board. No independent candidates were elected in 2008 or 2011. Vancouver also has longstanding tradition of elector organizations, with an apparent trend towards more formal operation (e.g. paid staff).

#### Other observations:

In municipal elections, elected candidates almost always spent money to campaign; generally, they spent more money than those who were not elected. There are exceptions – candidates far outspending their competitors yet failing to obtain a seat, or candidates spending nothing and still obtaining a seat. It is difficult to say whether spending money “leads” to getting elected, though, because some low-spending unsuccessful candidates may not have put much effort into free and/or low-cost methods of campaigning.

Electoral area director candidates (in regional districts) tend to spend less than council candidates. Board of Education candidates also generally spend less than council candidates.

#### **So what do these trends mean for setting limits?**

Campaign spending trends (as well as more detailed spending data) will be considered in developing an approach for setting expense limits. For example, since mayoral candidates spend more than council candidates, a higher limit for mayoral candidates would make sense. Limits should also take into account the basic campaign cost evident even in the smallest town.



## Appendix 2: Expense Limits in Local Elections in Other Provinces

### Which provinces have expense limits in local elections?

- Ontario – all local governments
- Quebec – local governments with populations over 5,000
- Manitoba – all local governments
- Saskatchewan - some local governments
- Newfoundland & Labrador – some local governments (St. John's)

### Who sets the limits?

There are three basic approaches to setting expense limits:

- The province **adopts provincial legislation** setting the limits (Ontario, Quebec)
- The province **requires** municipalities to adopt a bylaw with campaign expense limits; the municipality chooses the limits (Manitoba requires all local governments to adopt a bylaw)
- The province **allows** municipalities to adopt a bylaw with campaign expense limits; the municipality chooses the limits (Saskatchewan, Newfoundland & Labrador)

### What do the limits have in common?

Generally, the limits are sensitive to population. In provinces that set the limit, there is a formula involving a base amount plus a per elector amount. In most examples where the municipality sets the limits, the limit takes into account the number of electors.

In all cases where the limits are sensitive to population, municipalities are responsible for determining the number of electors in the jurisdiction/wards (usually through their municipally-maintained voters' lists), calculating the limits and informing candidates of their limits.

Where formulas are used, they generally have a provision for inflation tied to the Consumer Price Index.

Except for in Quebec, enforcing the limits is a local responsibility.

### Caveats when looking at limits

It is difficult to compare limits because different provinces have very different rules as to how an election expense is defined, which election expenses actually count against the expense limit, and how long the period is in which spending is capped.

It can also be difficult to compare limits across jurisdictions because some cities are divided into wards. Under a ward system, council candidates compete to represent a geographically defined part of the city; usually the mayor is elected "at large" by voters across the city. Typically a candidate would not need very high limits if they are campaigning in only a small area. Toronto, Montreal and Winnipeg have wards. Currently only one BC local government uses a ward system.

In some provinces, local governments maintain a list of electors. Maintaining a voters list is not mandatory in BC. Many local governments do same-day registration.

## Ontario

**Provincial legislation** sets the limits. Limits set by the *Municipal Election Act* apply to all local governments. The formula is the same for Toronto and for all other local governments.

### Formula

Mayor - \$7,500 + 85 cents per elector

Council candidate - \$5,000 + 85 cents per elector

School board trustee candidate - \$5,000 + 85 cents per elector

### Examples – 2010 elections

#### Toronto (2.5 million people\*)

Mayor - \$1.3 million (elected at large)

Council candidates in Ward 7 - \$27,464 (Ward 7 just one example; Toronto has 44 wards)

#### Mississauga (668,550 people\*)

Mayor - \$319,664

Council candidates - \$27,000 to \$39,000, depending on ward populations

School trustees - \$23,000 to \$45,000

#### Timmins (42,997 people\*)

Mayor - \$35,549

Council candidates - \$7,000 to \$19,000 depending on ward populations

### *Other notes on expense limits in Ontario*

There is no regulation of third parties and no spending limits for third parties.

The 2010 local elections were the first with spending limits in place.

City administrators calculate the limits based on the estimated number of electors on the municipally-maintained voters' list and notify candidates of their limits.

Candidates' financial statements must be audited by an independent auditor before they can be filed. Enforcement of campaign finance rules is essentially a local matter.

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\* 2006 census population provided for sense of scale. Not all residents counted in the census would be qualified electors.

## Quebec

**Provincial legislation** sets the limits. The limit formula is the same for all local governments.

### Formula

Mayor – base of \$3,780, plus 30 cents per elector up to 20,000 electors; 51 cents for each elector from 20,000 to 100,000 and 38 cents per elector for each elector over 100,000 electors

Council candidate – base of \$1,890, plus \$0.30 per person

Municipalities under 5,000 people are generally exempt from campaign finance rules, except for limits on how much an individual can contribute and a requirement to disclose names of contributors.

### *Other notes on expense limits in Quebec*

Quebec amended the provincial legislation to reduce the spending limits by about 30 per cent of the previous limits. The 2013 elections were held under the new, lower limits.

Third party advertising is extremely tightly regulated. It is essentially prohibited for third parties to support candidates in ways that involve expenditure of funds (advertising, rallies, etc.). A group of electors (individual citizens) may apply for “private intervener” status during an election, but may only spend up to \$300 and may only disseminate a non-partisan message on a matter of public policy (e.g. private intervener groups are forbidden to promote/oppose candidates).

Municipalities appear to be responsible for maintaining a list of electors.

Elections Quebec enforces the campaign finance rules, including expense limits.

Quebec has 1,103 municipalities. Expense limits apply in municipalities over 5,000 people. There are 185 municipalities with a population of 5,000 or more. Those 185 municipalities cover 88% of Quebec’s total population.

There are just over 900 municipalities with fewer than 5,000 people. Municipalities under 5,000 people have no spending limit, and no rules regarding expenses.



## Manitoba

Provincial legislation **requires** municipalities to adopt a bylaw with campaign expense limits (and other campaign finance rules, such as contribution limits); the municipality chooses the limits.

Example – formula in City of Winnipeg Bylaw (population about 633,450)

Mayor - 35 cents per elector in the city (adjusted using consumer price index) – mayor limit in 2010 about \$150,000

Council candidate - 90 cents per elector in the ward (adjusted using consumer price index)

Example - City of Brandon Bylaw (population about 46,000; flat rate limit/no formula)

Mayor - \$16,000

Council candidate - \$4,000

### *Other notes on expense limits in Manitoba*

Third party advertising is not specifically regulated or subject to expense limits. However, in the City of Winnipeg, expenses incurred by any individual, corporation, organization or trade union “acting on behalf of” a registered candidate count against the candidate’s expense limit.

Winnipeg has had spending limits since 1990. Enforcement is essentially a local matter.

## Saskatchewan

The Province **allows** municipalities to adopt a bylaw with campaign expense limits; the municipality chooses the limits

Example - City of Regina bylaw. Set limit (no formula specified in bylaw, though probable that a formula involving population was used to arrive at the limit)

Mayor - \$62,635

Council candidate - \$10,439

## Newfoundland & Labrador

The Province **allows** municipalities to adopt a bylaw with campaign expense limits; the municipality chooses the limits. Candidates do not actually have to file an accounting of their expenses; they instead declare that they did not exceed the limits.

Example - City of St. John’s bylaw.

Mayor and councillor candidates - \$10,000 base amount, plus \$1 per voter listed on the voters list in the ward or at-large area. Works out to around \$80,000 for mayors and \$25,000 for councillors.