To: Mayor and Councillors Bowen Island Municipality

From: Finance Review Task Force

Date: April 4, 2012

Subject: Interim Report

On behalf of the members of the Finance Review Task Force we attach our Interim Report covering the first phase of our mandate.

An initial Progress Report was submitted to Council on February 22, 2012. As undertaken in that report, this Interim Report provides an update of the work done to date, with particular emphasis on the 2012 Budget, given the need to complete the 2012 budget approval process by the legislated deadline date of before May 15.

Following submission of this report, the Task Force will address the remaining aspects of the mandate, including the financial implications of the Strategic Plan.

The Task Force has met 8 times over the 8 weeks since inception, and minutes of those meetings have been furnished to the Corporate Officer.

Respectfully submitted on behalf of the Finance Review Task Force.

Original signed by

Original signed by

Michael Cornelissen

Steve Bellringer

Chair

Vice Chair

Bowen Island Municipality

Finance Review Task Force

Interim Report – April 4, 2012

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1. Executive Summary

- This Interim Report addresses the first mandate of the Finance Review Task Force with particular emphasis on the 2012 Budget. The Task Force has met 8 times over the last 8 weeks since inception including in person reviews with 9 department heads who were helpful and open. We are grateful for their cooperation. (Page 5)
- We found little indication that the 2012 Budget Process has been conducted consistent with the Guiding Principles and Policy Guidelines adopted by Council in 2008. (Pages 8-9)
- 3. The 2012 budget proposed to Council and resulting tax increase of almost 10% is inconsistent with earlier direction from Council for a 0% to 3% increase. Council today therefore faces a choice to raise taxes by 10% or make necessary adjustments to the Budget. The Original Budget presented to Council is on Page 6, with commentary on Page 7.
- Adjustments required to limit the tax increase to 3% amount to ~ \$250,000 with a further ~
 \$100,000 to maintain taxes unchanged at a 0% increase.

We have identified Potential Adjustments to the 2012 budget of \$602,300, listed on Page 14.

- This report recommends that Council urgently review and reach decisions on the Budget Adjustments shown on Page 14 to enable staff to finalize the budget and focus on other important priorities.
- 6. We further recommend that:
- 6.1 The Budget Process cycle be reviewed to ensure that future budgets be finalized and approved before the start of any budget year. (Page 8)
- 6.2 Guiding Principles for Planning and Budgeting Decision-Making and the Financial Planning and Budgeting Policy Guidelines adopted by Council in February 2008, either be followed or be changed. (Page 8)

- 6.3 *"essential services"* be defined as an outcome of the Core Services Review discussed elsewhere in this report. (Page 10)
- 6.4 The establishment of two Standing Committees: Audit & Finance, and Human Resource and Compensation. (Page 10 and Page 17)
- 6.5 All reserves be reviewed and simplified, with clear procedures established on how they should be managed, reported and accounted for. (Page 10). This task should be undertaken by the Audit and Finance Committee referred to on page 17 of this report.
- 6.6 The practice of providing Community Grants, Grants in Aid and Recreation Grants and property tax exemptions should be reviewed, together with the criteria that must be met to receive grants. A committee should be struck to conduct this review, made up of at least one councillor, representatives from the community, and include one person from the Community Foundation. Public input should be sought as part of the process. This work should be completed by the end of July so that policies will be in place for the fall when the 2013 property tax exemptions are considered and the 2013 budget process commences. (Page 11)
- 6.7 We endorse the sentiments expressed at the Council Meeting on March 12 questioning the ongoing relevance of Islands Trust to Bowen Island in view of the substantial and rapidly increasing annual cost to Bowen taxpayers. We recommend, in the near future, that council and the CFO continue to work with the staff and financial planning committee of the Islands Trust to ensure that the payments requisitioned from Bowen taxpayers represent a fair allocation of the Islands Trust's expenses and revenues for Trust Council and Trust Fund Board operations relative to the services provided to Bowen. (Pages 11-12)
- 6.8 Consider initial recommendations to Human Resource Policies (Page 13)

- 6.9 Major capital projects including the Community and Civic Centre, Cove Bay Water System, Water Treatment Plant, and replacement of the existing Fire Hall must all be considered in the context of the Community's capacity to shoulder the financial exposures and capital and operating risks involved. (Pages 15-16)
- 6.10 A Core Service Review be commenced to determine whether the municipality can continue to sustain the variety of non-essential services at current levels, if at all. This project should be undertaken by a task force/committee appointed by council and should result in a definition of which Municipal services are essential, and those which are not. (Page 16)
- 6.11 Suggestions were received from the public and staff in response to a Budget Suggestion Form described in APPENDIX B on Page 20.

The detailed body of this report follows.

2. Terms of Reference and Background

This Interim Report addresses the first mandate of the Finance Review Task Force. The Finance Review Task Force (FRTF) was established as a select committee by resolution at a Special Council Meeting on Monday January 23, 2012, with the following mandate:

(1) To review and provide advice and recommendations to Council and staff on the 2012-2016 Financial Plan with particular emphasis on the 2012 budget;

(2) To review and provide advice to Council and staff on the implementation of the Guiding Principles for Planning and Budgeting Decision Making and Financial Planning and Budgeting Policy Guidelines; and
(3) Provide comment to Council and staff on the financial implications of the Strategic Plan.
And that the following individuals be appointed to the Finance Review Task Force:

- Councillor Wolfgang Duntz
- Councillor Alison Morse
- Steve Bellringer
- Michael Cornelissen
- Gordon Elliott
- Keith Ewart
- o Sheldon Stoilen

An initial Progress Report was submitted to Council on February 22, 2012.

This interim report provides an update of the work done to date, with particular emphasis on the 2012

Budget, given the need to complete the 2012 budget approval process by the final deadline date at the end of April.

Following submission of this report, the Task Force will address the remaining aspects of the mandate,

including the financial implications of the Strategic Plan.

The FRTF have met 8 times over the 8 weeks since inception, which included reviews with the following department heads.

(Then) CAO:
Interim CAO:
Chief Financial Officer:
(Then) Director of Planning:
Fire Chief:
Head Librarian:
Director Community Services:
Manager Engineering & Operations:
Superintendent Utilities:

Brent Mahood Kathy Lalonde Karen Blow Hap Stelling Brian Biddlecombe Tina Nielsen Christine Walker Wil Hilsen Bob Robinson

The FRTF found the municipal staff to be extremely helpful, open, and contributing significantly to an understanding of the financial challenges before Council.

3. 2012 Budget Summary

Original 2012 Budget is as presented to Council on January 23, 2012 with subsequent changes. **GENERAL OPERATING**

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4. Analysis of BIM Budget 2012

Original 2012 Budget is as presented to Council on January 23, 2012 with subsequent changes.

- Total revenues for 2012 are budgeted at \$5,432,624 which includes a 3% increase in General Taxation (property taxes) and a 5% increase in parcel taxes. Total budgeted revenues for 2012 reflect virtually no increase over 2011 actual revenues.
- Total operating expenditures are budgeted at \$4,412,997 reflecting a 4% increase over 2011 actual.
- After transfers to both statutory reserve funds, and reserve funds within general surplus, and without any adjustments to the budget presented to Council, tax revenues required for 2012 were originally estimated at a 10% increase over 2011 (after a small growth in tax base of \$19,871).
- Accumulated surplus is the source of unrestricted cash that is needed for working capital to fund the general operations of the municipality as well has having some funds available for catastrophic events. Annual operating surplus is needed to provide the funds to build up the required working capital as well as contributions to the statutory reserves, which are savings for specific purposes. The statutory reserves have continued to grow but the amount of surplus for working capital has declined from \$1.4 million in 2009 to \$800,000 in 2011 through use of these funds for one-time projects, unexpected costs, and to finance major capital items. This means that the municipality does not have enough working capital and has a short-term borrowing facility in place if needed to fund operations.

5. Budget Process and Policy

• There appears to have been a general lack of leadership during the budgeting process. Also the timing of budgeting process is problematic in that we are almost through the first quarter of 2012 and therefore it makes it challenging to make adjustments that could have a meaningful impact for the full year. It is recognized that both of these problems are likely due to the timing of the municipal election last fall and the transition to a new council.

<u>We recommend</u> that the budget process cycle be reviewed to ensure that future budgets be finalized and approved <u>before</u> the start of any budget year.

- There is little indication that the process has been guided by the Guiding Principles for Planning and Budgeting Decision-Making and the Financial Planning and Budgeting Policy Guidelines adopted by Council in February 2008. In addition, the proposed budget for 2012 and resulting tax increase of almost 10% is completely inconsistent with the direction from Council for a 0-3% increase.
- The Guiding Principles were intended to "serve as a framework for decision making during the planning and budgeting process and provide the foundations for the delivery of community services, financial sustainability and a desirable legacy for future generations".

We recommend that Guiding Principles for Planning and Budgeting Decision-Making and the Financial Planning and Budgeting Policy Guidelines adopted by Council in February 2008, either be followed or be changed.

• From a financial planning and budgeting perspective adherence to the key guiding principles will ensure service levels and the funding of such services are sustainable; ensure property taxes are

equitable and strive to strike a balance between demand for services and taxpayers ability to pay and that the municipality lives within its means.

- The Policy Guidelines were also intended to ensure that the "Municipality adheres to the Guiding Principles and provide the foundation for the delivery of high quality community services and financial sustainability".
- The key Policy Guidelines include:
 - Policy 1.1 "Annual property taxes will reflect council priorities for the delivery of essential services and necessary inflation adjustments";
 - Policy 5.0 "Departmental service plans will identify demand management strategies and will include options for service level efficiencies and/or service level reductions";
 - Policy 7.0 "The Municipality will develop and maintain plans to maintain its infrastructure in a proper state of repair";
 - Policy 8.0 "Fees and charges will be reviewed annually to ensure relevant services are maintained on a sustainable basis";
 - Policy 9.0 "Accumulated surplus will only be considered as a funding source for extraordinary one-time expenditures and where a replacement plan is approved".
 - Policy 9.1 "Accumulated surplus target will be 50% of the annual tax revenue requirement. This policy requires additional investigation and formulation".
- From the key Guiding Principles and Policy Guidelines it appears that the intention of Council at that time was for the Municipality to focus on the efficient delivery of essential services

including the maintenance of municipal infrastructure and that annual property taxes should reflect council priorities for the delivery of such essential services.

There does not appear to be any definition or designation of "essential services". In the absence
of any such definition or designation staff may well assume that all existing services are
essential.

<u>We recommend</u> that "essential services" be defined as an outcome of the Core Services Review discussed elsewhere in this report.

- There appears to be a lack of leadership and review of the budget at the senior staff level.
- Council should be more fully engaged in supervising or carrying out appropriate oversight on financial and human resource issues.

To address this issue, we have recommended elsewhere in this report the establishment of the two Standing Committees: Audit and Finance, and Human Resource and Compensation.

5.1 Reserves

The municipality has, over the years, established no fewer than 22 different Surplus Funds and Reserves to set aside funding for capital replacements, capital additions, operating expenses, and revenue smoothing purposes. These have added enormously to the complexity and difficulty in understanding municipal finances. Many Surplus Funds and Reserves are added to or used without reference to clear guidelines and by default are managed by the professional judgment of the Chief Financial Officer.

<u>We recommend</u> that all reserves be reviewed and simplified, with clear procedures established on how they should be managed, reported and accounted for. This task should be undertaken by the Audit and Finance Committee referred to elsewhere in this report.

5.2 Community Grants and Property Tax Exemptions

Community grants have a sizeable budget of \$140,968, an increase of 347% from \$40,600 in 2000. Property tax exemptions for 2012 of \$120,123 increase the amount of property tax paid by Bowen property owners by \$42,105, with a further \$78,018 subsidized by all property owners in the province. Policies exist for Community Grants, Grants in Aid and Recreation Grants. The practice of providing Community Grants, Grants in Aid and Recreation Grants and property tax exemptions should be reviewed, together with the criteria that must be met to receive grants. A committee should be struck to conduct this review, made up of at least one councillor, representatives from the community, and include one person from the Community Foundation.

<u>We recommend</u> a committee be struck to conduct this review, made up of at least one councillor, and representatives from the community, including one person from the Community Foundation. Public input should be sought as part of the process. This work should be completed by the end of July so that policies will be in place for the fall when the 2013 property tax exemptions are considered and the 2013 budget process commences.

5.3 Islands Trust

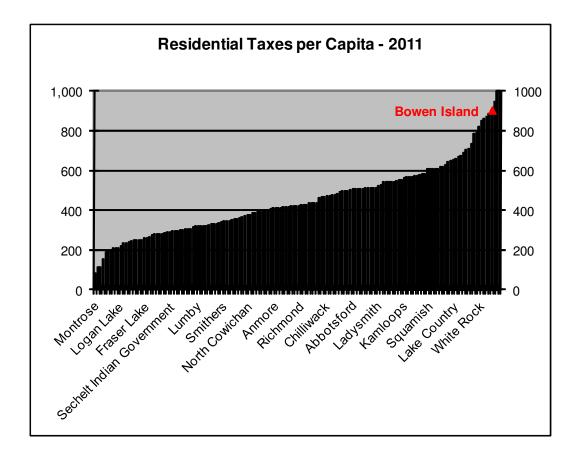
The amounts paid to the Islands Trust have not been considered a part of the municipal budget. Nevertheless they represent a significant amount, which has increased by over 300% from \$67,814 in 2000 to \$214,325 in 2011, funded entirely by Bowen taxpayers.

The calculation of the amount payable is prescribed by provincial legislation as a pro rata portion (approximately 14%) of the cost of operations of the Trust Council and the administrative operations of the Trust Fund Board. The cost of operations of the local trust committees and the planning department, are excluded from the amount requisitioned from Bowen. Bowen Island therefore does not receive Island Trust planning services, and it is unclear what remaining benefits it is entitled to. Looking to the longer term, we endorse the sentiments expressed at the Council Meeting on March 12 questioning the ongoing relevance of Islands Trust to Bowen Island in view of the substantial and rapidly increasing annual cost to Bowen taxpayers.

We recommend, in the meantime, that council and the CFO continue to work with the staff and financial planning committee of the Islands Trust to ensure that the payments requisitioned from Bowen taxpayers represent a fair allocation of the Islands Trust's expenses and revenues for Trust Council operations and Trust Fund Board administrative operations relative to the services provided to Bowen.

5.4 Residential Taxes per Capita

Bowen Island ranks in the top 5% of Residential taxes when compared to the 163 municipalities in BC. At \$905 per capita, only 5 municipalities rank higher (Tahsis, Kimberley, Sicamous, West Vancouver, Whistler, and Sun Peaks). While this ranking is affected by Bowen's high residential tax base of 97%, this does not minimize the impact on taxpayers and their ability to pay. The tax levels will impact Bowen's ability to attract future residents as part of the need to remain sustainable in the future.



5.5 Human Resource Policies

Initial recommendations relating to Human Resource policies are:

- Adjust upwards the salaries of selected individuals currently paid well below verifiable market rates over a transition period of from 2 to 3 years.
- \circ $\,$ Consider a structured system of Merit Pay to replace automatic COLA adjustments.

6. Potential Budget Adjustments

THESE ADJUSTMENTS REQUIRE URGENT COUCIL DECISION TO ENABLE STAFF TO FINALIZE THE BUDGET

Savings required to limit tax increase to 3%	(245,384)	
 Additional Costs not yet in Budget 1 Fees Fletcher & Co for Planning Dept. 2 Cost implications from HR report 3 Additional cost of managing major capital projects Revised Reduction Required to limit tax increase to 3% 	(30,000) (60,000) TBD (335,384)	
Savings for Consideration by Council Costs		
 4 Defer appointment of permanent CAO 5 Defer hire of additional Library Staff 6 Re-allocate time within planning department 7 Reduce Recreation expense budget 8 Reduce Library expense budget 	offset by other changes	10,000 46,000 30,000 25,000 25,000
 9 Reduce Community Grants by 1/3 from \$140K to \$100K 		40,000
 Revenues 10 Ensure planning department fees cover all costs 11 Institute On and Off Island business licences 12 Aggressively pursue sponsorship/ donation opportunities to function 	176,000 TBD TBD TBD	
Other	_	
 13 Eliminate Core Service Review consulting costs 14 Reduce budget for IT replacement by 50% from \$30K to \$15K 15 Eliminate consulting for Council Strategic Planning 16 Eliminate woodchipper purchase 	Use Volunteers no impact on tax rise use local contractor	30,000 - 7,500 25,000
 17 Defer library roof (\$120K) and don't fund library & Boulevard C 18 Eliminate roadside mower (\$10K of \$25K cost funded from ge 19 Eliminate OCP & wage review cyclic event savings 	Cottage Mtce Fund (\$50K)	50,000 10,000 16,000
 20 WWTP - do not set aside 1/10th of \$721K in 2012 21 Reduce contribution to Equipment Replacement Reserve 22 Eliminate contribution to Recreation & Other Comm Reserve 	recover costs elsewhere	72,100 38,200 10,000
 23 Eliminate contribution to Synthetic Field Surplus (fund from Ca 24 Eliminate contribution to Civic Facility Fund (other funding rese 25 Reduce funding for roads, drainage & rockfall protection 26 Discontinue contribution to Fire Protection Reserve (replace w 	erves already set up)	12,500 30,000 55,000 70,000
Total potential Adjustments	426,300	
Total potential Adjustments	602,300	

7. Major Capital Projects

The preceding budgets and community tax impacts do not take into consideration, in any material way, the impact of several major capital projects that have significant long-term financial implications. The projects will require dedicated management resources and oversight by appropriately qualified individuals. No funds have been budgeted for these costs.

7.1 Community Centre

The Community Centre, at a cost of approximately \$12 million plus the underlying land value (estimated at \$2 million in the Snug Cove Master Plan prepared by Hotson Bakker Boniface Haden in 2008), will represent the single largest expenditure undertaken by BIM since its inception. It, and the capital projects listed below, should be considered in the context of the Community's capacity to shoulder the financial exposures and risks, both capital and operating. We endorse the sentiments expressed at a recent Council meeting recognizing the need to ensure enthusiastic buy-in from the Community based on careful consideration of the facts, and the risks involved, before making any irrevocable financial commitments to the project.

7.2 Cove Bay Water System

Upgrades to the Cove Bay Water System will require \$400,000 for dam abutment work at Grafton Lake, and a further \$7.5 million to build a water treatment plant.

7.3 Waste Water Treatment Plant

Material future costs are expected be necessary to upgrade capacity, pipes and connections beyond the recently expanded capacity.

7.4 Replacement existing Fire Hall

Replacement of the existing Fire hall is expected to require a further \$2 million in funding. The 2012 budget already includes \$370,000 for the satellite fire hall currently being constructed.

8. Core Service Review

The prime function of any municipality is to ensure that basic core services such as roads, fire and other protective services, sewer, water, and waste removal are provided in a cost effective manner. However, over the years Bowen has added a variety of additional services and expenditures to support various community interests and groups. Some of these costs have increased well in excess of other departments and currently comprise material components of the overall municipal budget.

<u>We recommend</u> a Core Service Review be commenced to determine whether the municipality can sustain all services at current levels, if at all. This project should be undertaken by a task force/committee appointed by council and should result in a definition of which Municipal services are essential, and those which are not.

Powell River recently received provincial funding to do a service review. One of the provincial conditions of the grant was that templates and methodology be developed that could be used by other municipalities. So there will be tools for the committee to work with.

We note that community minded volunteers such as those involved with B.I.R.D., Bowen Island Community Foundation, and the Knick Knack Nook currently provide valuable community services, at no cost to the taxpayer.

9. Standing Committees

As indicated in section 4.1, Council should be more fully engaged in supervising and carrying out the necessary detailed oversight of financial and human resource issues.

We Therefore recommend that two standing committees with responsibility for each of these areas be established. Each committee would consist of three Councillors and three volunteers who have expertise and experience specific to the committee. Committee members would select the Chair. Committees would have authority and responsibility to investigate, review and propose items for overall council to decide on.

9.1 Audit and Finance Committee Responsibilities

- Provide oversight of annual budget preparation.
- Recommend budget priorities to Council.
- Provide recommendations to staff on accounting system and report presentation formats.
- Provide recommendations on policies of establishing reserves for capital and other expenditures.
- Review annual audit and statements with auditors.
- Review risk management programs.
- Provide oversight to the development of a Municipal long term capital plan.
- 9.2 Human Resources and Compensation Committee Responsibilities
 - Review staff organization structure.
 - Ensure job descriptions are available for relevant positions.
 - Review senior staff appointments and proposed contractual arrangements.
 - Ensure a performance appraisal system is in place and timely reviews are completed annually.
 - Review the HR report prepared and submitted to Council.

10. APPENDIX A - Brief Biographies of Finance Review Task Force Members

Councillor Wolfgang Duntz

Bowen resident since 1980 engaged in real estate development. Projects:

Cates Hill (ongoing since 1989), including Village Square, IPS, BIM offices, Cates Hill Chapel, Rivendell Retreat, Tir-na-Nog Theatre School, and Snug Cove Sewage Treatment Plant. Cowan Point (ongoing since 2000), including major dam construction, water filtration and treatment plant, road and infrastructure network Highland Estates to Seymour Bay and beyond. Corporate donations and land dedications to BIM and Foundations to support community efforts including Golf Course, IPS, Cates Hill Chapel, Rivendell Retreat and 70 acres of Parks. Memberships: Chamber of Commerce, Bowen Island Taxpayer Association, Cove Bay water System, Snug Cove Sewer System and numerous planning committees.

Councillor Alison Morse - BSc, FCA

Past president of the Institute of Chartered Accountants of BC, a member of the 1999 and 2009 Province of BC Budget Process Review Panels, and a member of numerous professional, community and civic boards including the Islands Trust Council and Financial Planning Committee Chair. Prior to retirement Alison was partner of an international CA firm practicing in the taxation area.

Stephen Bellringer - B.Comm, MBA, LLD(Hon), ICD.D

Past President of several companies including BC Gas, Orca Bay Sports and Entertainment, and Canadian Hotel Properties. Stephen is past Chairman of the University of Windsor, and has been a director of various corporate, hospital, arts, and trade association boards.

Michael Cornelissen - CA(SA), MBA

Extensive senior level business experience with broad financial responsibilities in a variety of organizations. Since arriving in Vancouver in 1992 has completed senior level consulting assignments for a number of BC companies including BC Rail Group, the Loewen Group, and Jim Pattison Group. Prior to this he held senior executive positions with Royal Trust, Trizec Corporation, and Hees international. Has served as past Chairman of the United Way in Toronto, and as a board member of various Arts and Hospital volunteer boards.

Gordon Elliott – FCA

Past President and Fellow of the Institute of Chartered Accountants of BC. Retired Managing Partner of Price Waterhouse. Active in family business Campion Marine Inc. Served on charitable, association and civic boards including the Salvation Army and the Bowen Island Fire Improvement District. Awarded the Institute of Chartered Accountants of BC Lifetime Achievement Award in 2008.

Keith Ewart – BComm, CA, ICD.D

Retired Chief Financial Officer of the Healthcare Benefit Trust. Former Trustee of the Municipal Pension Plan. Director and Treasurer of the Bowen Island Community Foundation.

Sheldon Stoilen – BSc, CA

Currently serves as the Deputy BC Ferries Commissioner and as an independent director of E-Comm 9-1-1 Emergency Communications for Southwest British Columbia Incorporated. Previously he held several senior executive positions in the forest products and aviation industries with Canfor Corporation and Canadian Airlines International respectively.

11. APPENDIX B - Budget Suggestions from Staff and Public

On July 25, 2011 Council endorsed a Budget Suggestion Form inviting public input to gather ideas for cost reduction, cost prevention or avoidance, and cost recoveries. The form was made available on the BIM website and attracted more than 50 different suggestions and ideas from the public and BIM staff. The Finance Department has collated and summarized the suggestions.

The Task Force has reviewed the suggestions with the Finance Department and classified each

suggestion into one of the following categories:

- Refer to Council for their consideration.
- Refer to Human Resource and Compensation Committee.
- Refer to Core Service Review.
- Requires further Research.
- Done or Implemented.
- Rejected.

The suggestions have not been included as many of the items are confidential in nature, such as labour matters.